

1966

Mid-County Cross Bayou Canal Area Study

Pinellas County Department of Planning

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MID-COUNTY / CROSS BAYOU CANAL

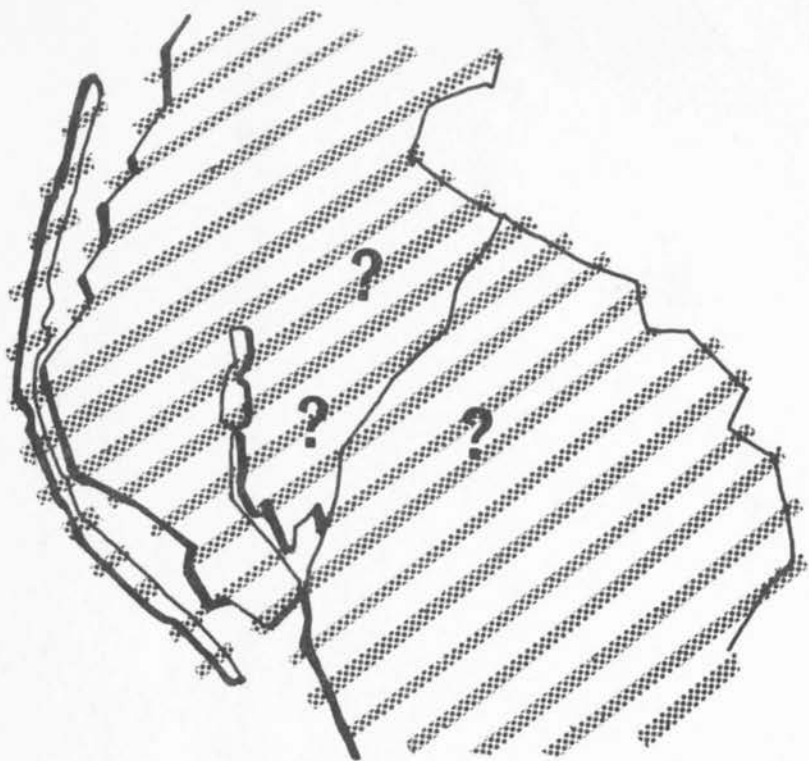
AREA STUDY



AREA STUDY ONE

PINELLAS PLANNING COUNCIL

Mark Gluckman



**introduction
and
summary**

MID - COUNTY CROSS BAYOU CANAL AREA STUDY

AREA STUDY ONE

**Prepared for
Pinellas Planning Council
and
Pinellas County Board of County Commissioners**

**Prepared by
Pinellas County Department of Planning
County Courthouse, Clearwater, Florida
November, 1966**

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SECTION I. INTRODUCTION AND SUMMARY OF FINDINGS

A. Introduction:

1. We are -- at approximately the mid-point in the 1960 decade -- part of one of the fastest growing metropolitan areas in the U. S. According to the U. S. Bureau of the Census:
 - a. Between 1960-1964, the Tampa-St. Petersburg SMSA (including both Pinellas and Hillsborough Counties) had an annual change of 2.8 percent; an estimated total population of 870,000 persons was reached. This made it rank as the 9th fastest growing metropolitan area in the U. S.
 - b. According to official Census estimates, Pinellas County, between 1960 and 1964, gained 13.9 percent in population or a net gain of 52,000 persons over the four-year period. Since Pinellas County has been experiencing more deaths than births in recent years, this means that the vast majority of this increase has been the result of a steady stream of permanent residents into the Pinellas Peninsula.

Pinellas' growth for the same period was faster than that of Hillsborough County--about 2.5 percent more rapid.
2. As population in Pinellas County swells, and there is every indication that this trend will continue, our most precious natural resources--the land and water areas located as they are in a sub-tropical setting--are dwindling:

- a. Pinellas--the second smallest county in land area in Florida with approximately 264 square miles of land--appears to be moving toward complete urbanization before the end of this century.
- b. Out of the total land area of 264 square miles, only 140 square miles, or 53 percent of the total, are relatively undeveloped. The remainder has been urbanized over the past 50 years--more realistically only over the past 20 years in the post-war surge of development. In 1943, 90 percent of Pinellas was relatively undeveloped--only 26 square miles were urbanized.
- c. Pinellas County has relatively little time to establish the guidelines for growth in what are today the three major remnants of undeveloped land area. These are:
 - (1) The West-Upper Pinellas County Area.
 - (2) The East-Upper Pinellas County Area.
 - (3) The Mid-County/Cross Bayou Canal Area.
- d. Unless these guidelines can be established and are followed in development of the land, the only choice will be to mechanically extend the existing patterns of city development into these new growth areas.
- e. Advance planning can pay the greatest dividends to Pinellas County in these major undeveloped sections. Some people are constantly wringing their hands

saying: "If only we had had planning 25 years ago, we would not be in the shape we are today!"

- f. Well, we have planning in 1966. We know we are a rapid growth area. We know we have a limited land area. We still have three sizeable pockets of undeveloped land remaining.
- g. Then, why don't we establish and follow a long-range plan for the development of these areas? These will be the areas where a population perhaps the same size--or even greater--as the 1966 population will be living and working by the end of the century, if not before. The choice of planning--or not planning--is obviously ours today.

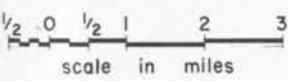
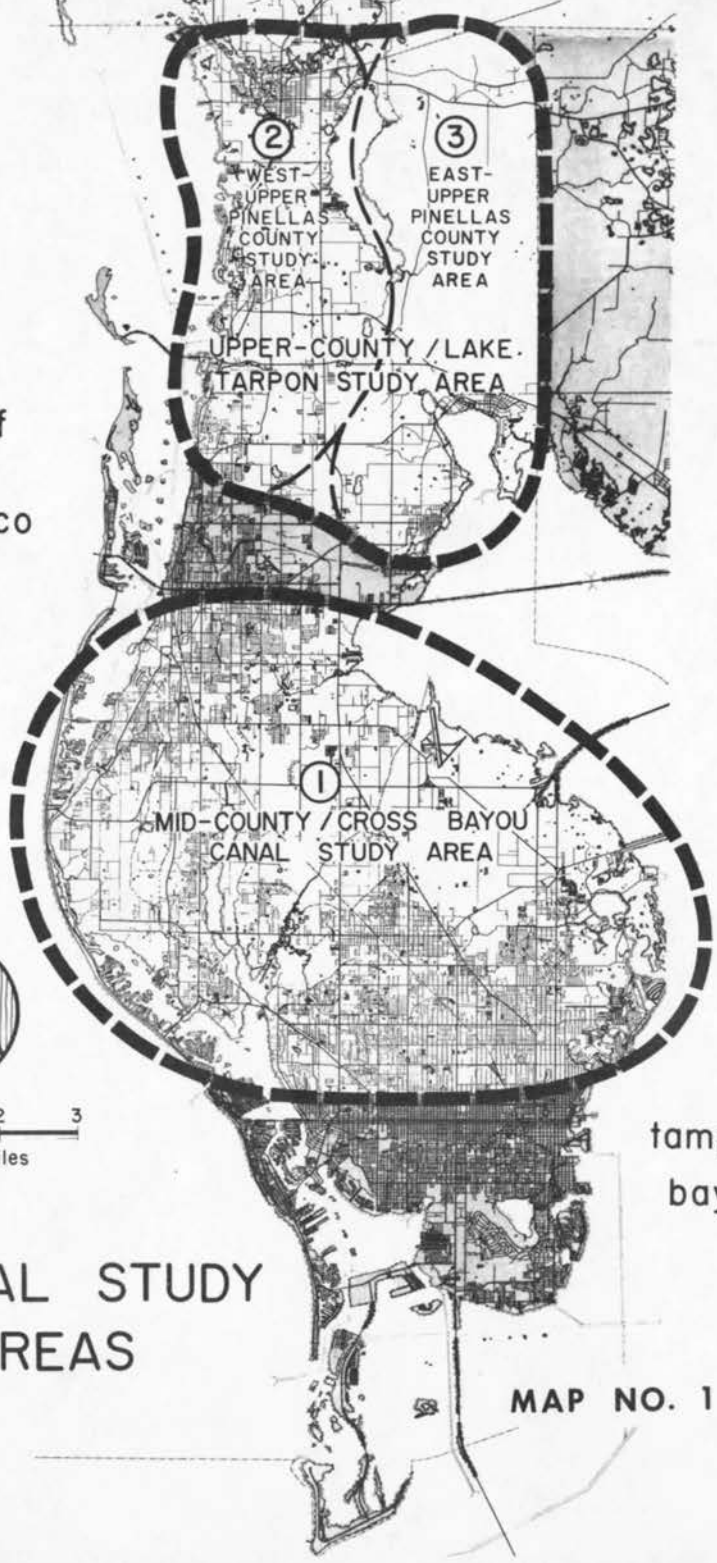
B. Background:

1. Organizing for Area Studies. The Area Study Committee was appointed by the Chairman of the Pinellas Planning Council on September 1, 1965, to review and report on the special planning studies to be conducted by the technical staff during 1965-66 for three designated areas of Pinellas County. Three study areas were designated: (1) the Mid-County/Cross Bayou Canal Study Area; (2) the West-Upper Pinellas County Study Area; and (3) the East-Upper Pinellas County Study Area. The latter two have since been consolidated into the Upper County/Lake Tarpon Area Study. Each of these study

areas has at least one feature in common--each is a relatively undeveloped area of Pinellas County which now faces or will in the future be facing the impact of growth from neighboring, rapidly expanding urban centers. The accompanying map identifies these three major undeveloped areas of Pinellas County.

2. Purposes of Area Studies. The area studies serve three major purposes. First, they serve to identify the remaining undeveloped areas of Pinellas County. Secondly, the studies serve to identify distinctive features in each of three areas that are worthwhile and should be capitalized upon and encouraged in establishing future development patterns through implementing measures such as zoning, subdivision, building, and housing regulations. Thirdly, the area studies serve to ensure that development plans for the future growth areas will basically link with the existing development patterns in urbanized areas, such as Clearwater and St. Petersburg, and at the same time, accommodate county-wide needs that should fit into such sub-areas of Pinellas County. In recognition of these facts, and the realization that advance planning will pay the greatest dividends for Pinellas County by objective study and preparation of guidelines for undeveloped areas at the earliest possible date, the Mid-County/Cross Bayou Canal Area Study was initiated.

gulf
of
mexico



SPECIAL STUDY AREAS

MAP NO. 1

The completion of this area study and the studies for the remaining two principal undeveloped areas in Pinellas County will not be ends in themselves. Rather, the Area Study Committee and the technical staff will attempt to analyze the individual characteristics and problems and opportunities in each major sub-area of the county and then relate these to the county-wide consolidated development plan prepared as a part of the long-range county planning program. The transportation planning process is also involved because, once the area and comprehensive plans have been completed, the plans will be tested against the findings of the Florida State Road Department with respect to traffic circulation and needed improvements in the transportation network in Pinellas County. This is a testing and evaluation stage through which the area and comprehensive plans must be moved.

3. Summary. In summary then, the concepts developed during these studies of undeveloped areas will be refined in more detail during the preparation of the county-wide plan and the measures necessary for implementation. All the local urban area plan recommendations then will be tested and evaluated during the work on the transportation plan. These studies will also serve as means to inform the general public of development problems and trends while at the same time, through graphic displays, talks, slide shows, public forums, and other media, provide the public with opportunities to contribute

to the formulation of county-wide planning and development goals and programs. The results should be a realistic and coordinated plan for the future of Pinellas County, taking into consideration the existing and probable future development patterns, and relating all these to the movement of people and goods into and around the county.

The following sections of this first study present a description of the research techniques involved and the findings for the Mid-County/Cross Bayou Canal Area.

C. Procedures Followed

In order to develop the Area Study on as broad a base as possible and within the time scheduled for the work--and at the same time make the best possible use of committee members and technical staff--the following procedures were followed:

1. Committee meetings. The Area Study Committee held periodic meetings to review the progress being made on the Area Study and to provide guidance to the staff in the preparation of basic data and planning concepts.
2. Field trips. The Area Study Committee conducted field trips of the Study Area to review special features and particular problem areas that had been identified previously by the staff.

3. Staff work. The technical staff work included inventory and analysis of various features of the Mid-County/Cross Bayou Canal Study Area--such as topography, drainage, street and highway network, water and sewerage services, utility services, public transit service, general land activities patterns, and population and housing patterns. Field investigations were conducted by members of the planning staff, including interviews with residents and businessmen in the Study Area. In addition, the staff reviewed a number of studies concerning the Mid-County/Cross Bayou Study Area.
4. Consultations. The staff and committee members contacted and/or consulted with numerous agencies and individuals during the course of the study. Among those interviewed included St. Petersburg-Clearwater International Airport officials, transportation company officials, community leaders, city officials and their planning staffs or consultants, utility agencies and various state and county officials.
5. Graphic display. Materials designed and developed for the Mid-County/Cross Bayou Canal Area Study graphic display include the following:
 - a. A current 2,000 scale aerial photograph of the Study Area.
 - b. A 2,000 scale topographic model of the Study Area showing contours at 10-foot intervals; illustrating particularly those drainage basins related to the Cross Bayou

Canal; and overlaid with a transparency showing existing land development patterns.

- c. A 2,000 scale map illustrating by color code the emerging urban development patterns in the Study Area projected to that point in future time when full realization of the land will be realized.
- d. A detailed concept plan highlighting the development potentials of the Cross Bayou Canal as a scenic parkway, waterway, public open space and recreation area, and improved major drainage facility.
- e. Various sketches, renderings, and photographic panels illustrating population and housing characteristics, limits of the three study areas, topographic features, current development concepts, and community development values and objectives.

6. Initial report presentation. Materials which were prepared for the initial report presentation to the Pinellas Planning Council are listed below:

- a. An aerial photograph showing current land development patterns in the Study Area.
- b. A map illustrating, in generalized form, the emerging development patterns in the Study Area.
- c. A summary report of the principal findings of the study.

Following presentation of the initial summary report by the Area Study Committee to the Pinellas Planning Council at its regular meeting of March 9, 1966, the summary report was unanimously adopted with instructions (1) to circulate the materials for public review, and (2) to prepare the full report for the consideration of the Council at an early date.

D. Summary of Findings

The following paragraphs summarize the findings of the Study as developed more fully in the subsequent sections. The emerging urban centers of Clearwater-Largo to the north and the City of St. Petersburg to the south focus attention on the role that the Study Area will play in meeting future growth pressures created by these two centers; pressures that can appropriately be met through major improvements which will link the centers together; the improvement of the Cross Bayou drainage system; and the systematic application of land development controls. Five major emerging patterns are summarized below:

1. Transportation pattern:

- a. Extension of U. S. Interstate Highway 4 into and through the City of St. Petersburg to the Sunshine Skyway Bridge as a high-speed, limited access, grade-separated facility.
- b. Implementation of the Florida State Road Department's 1962 St. Petersburg Area Transportation Study recommendations for (1) a high-speed, limited access, grade-separated highway facility connecting the City of St. Petersburg with the Clearwater-Largo urban area, and (2) a high-speed, limited access, grade-separated facility from Gandy Bridge westward along a 62nd Avenue North/70th Street North alignment, forming a

loop route with a proposed central St. Petersburg-Treasure Island limited access trafficway to the south of the Study Area.

- c. The abandonment of the Seaboard Airline Railroad's right-of-way from Clearwater to the south side of the railroad bridge at Seminole and the reuse of portions of the abandoned right-of-way for a high-speed, controlled access, major arterial route to provide improved access to the Gulf beaches as well as to the rapidly growing Seminole area.
- d. The provision of property access controls along the full length of Walsingham-Ulmerton Road and part of Roosevelt Boulevard (east of U. S. Highway 19) by establishing appropriate design standards and review procedures for new developments along the route.
- e. The improvement and extension of 102nd Avenue North as a high-speed, controlled access major arterial from its connection with the proposed Bayshore Boulevard on the west, through the Seminole/Lake Seminole/Seminole Park area on an intersecting alignment with Bryan Dairy Road, back into alignment with 102nd Avenue North, east of U. S. Highway 19, and ultimately connecting into Roosevelt Boulevard on the eastern perimeter of the Study Area.

- f. The development of the Bayshore Boulevard alignment from 102nd Avenue North, to 78th Avenue North, as a controlled access road; and its extension south to an intersection with Duhme Road at approximately 54th Avenue North.
- g. The extension of Park Boulevard-78th Avenue North, westward across the Intracoastal Waterway to Gulf Boulevard.
- h. The improvement of Gulf Boulevard to appropriate arterial design standards, where required, through the Gulf Beach communities.
- i. Realignment of the Atlantic Coast Line Railroad's trackage from a point north of Pinellas Park, along the proposed north-south expressway and the proposed St. Petersburg loop expressway routes, reconnecting with the existing Seaboard Airline Railroad and Atlantic Coast Line Railroad trackage in the St. Petersburg urban area.
- j. Retention and improvement of the St. Petersburg-Clearwater International Airport complex in anticipation of an increasing demand for airpark-oriented industrial sites and an increased use of private, jet-powered aircraft. This will necessitate preservation of clear zones and approach zones for open or low-density land uses. Phasing of this airport back into service for use by commercial air carriers is ultimately anticipated as the

volume of air traffic increases in the Tampa Bay area and as this traffic becomes more specialized in function.

- k. Improvement of navigable channels at the eastern and western approaches to the Cross Bayou Waterway with a connection to the Intracoastal Waterway. Terminal facilities developed at the western end of the Cross Bayou Waterway for barge traffic.

2. Recreation and Open Space pattern:

- a. Improvement of the Cross Bayou Canal and Pinellas Park drainage basins and developments of the Cross Bayou Waterway as a regional water-oriented open space, wildlife refuge, and scenic-historic parkway facility. Connections provided to the proposed Tampa Bay and Allen's Creek park/recreation areas.
- b. Development of a unique scenic/recreation route along the shores of Tampa Bay from the Weedon Island/Papy's Bayou area northward to Gandy Boulevard and eventually to Fourth Street North.
- c. Development of the Sawgrass Lake area westward along the proposed St. Petersburg expressway loop route with possible connections to the Cross Bayou Waterway area.
- d. Acquisition and development of Sand Key at Clearwater Pass as a major public recreation/open space area.

- e. Expansion of the Taylor Park/Ridgecrest Park facilities and the development of a botanical gardens/natural-state park in the Walsingham Reservoir area in Seminole.
- f. Acquisition and development of the excess acreage at Bay Pines Veterans Administration Center for public open space and recreational facilities.
- g. The development of the major section of Lake Seminole's eastern shore for public park and recreation purposes.
- h. The retention and improvement of other existing open spaces, as indicated.

3. Residential pattern:

- a. The land indicated for residential uses in the Study Area could accommodate 228,000 to 422,000 housing units by the horizon year, depending upon design and development densities encouraged and followed.
- b. The Clearwater-Largo urban center will continue to develop to the east and south and experience relatively low population densities.
- c. The Seminole area will continue to develop at medium population densities with emphasis upon housing for retirees including mobile home parks and apartment complexes.

- d. The Gulf beach communities will continue to provide a mix of low/medium/high density housing for both residents and transients.
- e. The Seminole Park area will develop at low to medium densities.
- f. The Pinellas Park area will continue to provide a mix of low/medium/high densities to meet the housing requirements of all age groups.
- g. The St. Petersburg area will probably continue the present patterns of residential development with perhaps more emphasis upon higher density development in the northeastern area of the city.
- h. The opportunity for planned community developments, which would encourage variety in housing design and densities, exists in areas presently undeveloped. These areas include sections near the approaches to U. S. Interstate Highway 4 and Gandy Boulevard and the lands adjacent to the Cross Bayou Waterway.

4. Commercial pattern:

- a. Both existing major commercial centers and proposed centers are indicated on the emerging patterns graphic.

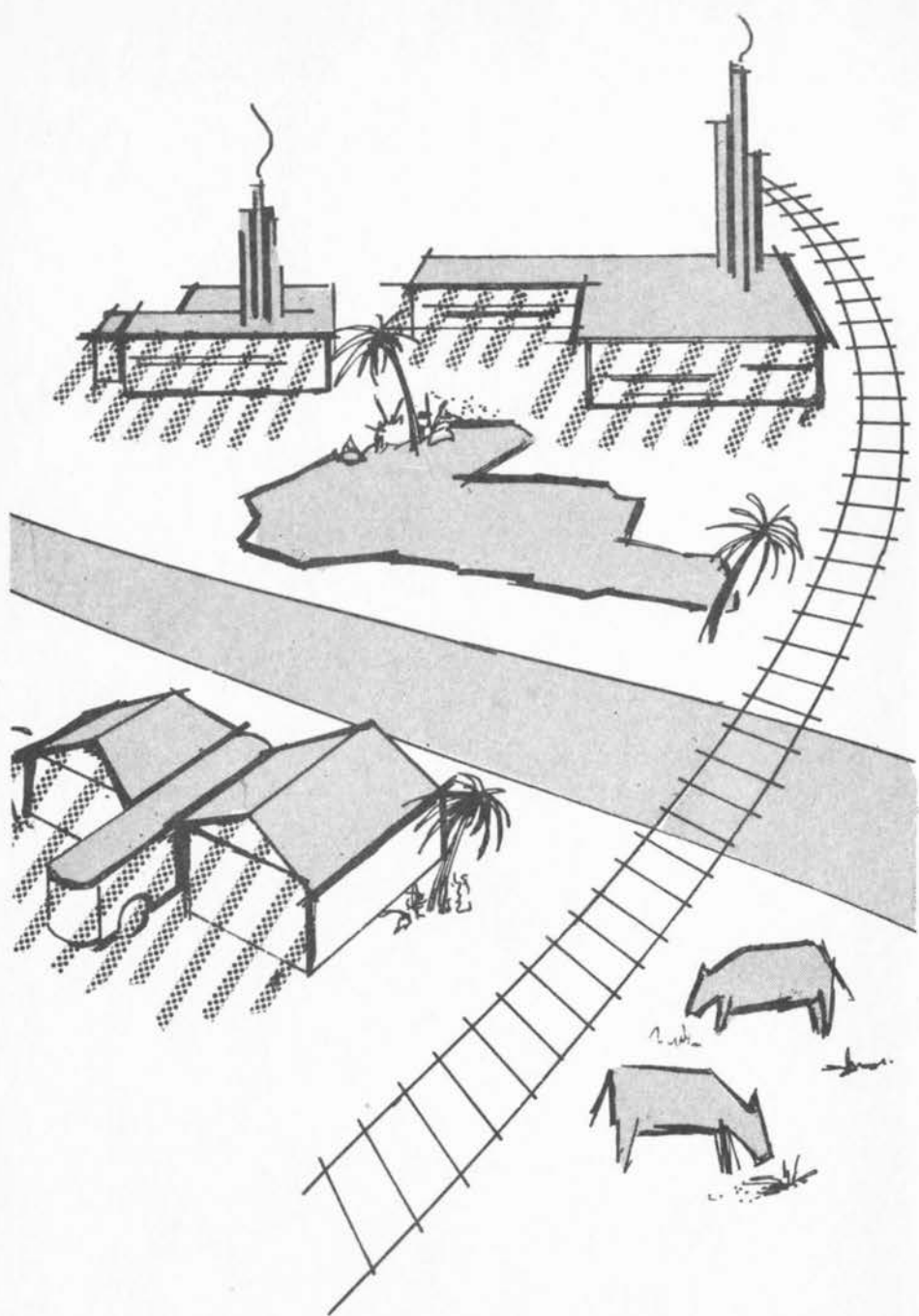
- b. Encouragement should be given to the trend toward consolidation or grouping of retail and service commercial activities into coordinated centers to better serve neighborhood and community needs from strategic intersection points.
- c. Further indiscriminate commercial development in strips along major trafficways should be discouraged through various design techniques and land use control procedures. Existing strip commercial developments should be encouraged to consolidate through acquisition and improvement of additional land for business expansion and off-street parking facilities.
- d. Land adjacent to commercial centers should be encouraged for higher density residential development in order to maximize market potentials of businesses.
- e. Removal of railroad trackage in Pinellas Park and Largo would permit the orderly expansion of the central business districts in these two communities.
- f. Appropriate locations for water-oriented commercial service activities should be encouraged in connection with proposed public water-oriented open spaces.

5. Industrial pattern:

- a. Improvement of the Cross Bayou Canal drainage basin and its tributaries will provide an opportunity to develop the lands north of the canal and at both ends of the canal for industrial park purposes. The relocation and/or extension of railroad trackage in the vicinity of the Tyrone Boulevard-Park Street intersection and northeast of the Canal and Seminole Bridge, coupled with improved high-speed, limited access trafficways and possible waterway improvements, would provide a unique combination of transportation facilities for selected industries.
- b. The proposed industrial park areas on the eastern perimeter of the Study Area could provide advantageous locations for county or regional distribution terminals and warehousing facilities requiring ready access to the major highway network.
- c. The industrial airpark setting at the International Airport and adjacent to the Cross Bayou Waterway and the Interstate Highway provides another unique combination of transportation features to industries seeking such sites.

- d. The industrial park area from the Cross Bayou Waterway north to the Ulmerton-Walsingham Road area could provide a potential for industries requiring ready access to both the highway and the railroad system. At the same time, this area could serve as a major transfer point for the railroad. Several major spur tracks should be extended from the ACL's main line into this emerging industrial complex.

- e. The proposed industrial areas are especially appropriate for industrial development since such required utilities as water, gas, electricity, sanitary sewers, and storm drainage can be provided. In addition, the land is relatively level and, with improved drainage, the soils could support normal industrial structural loads without excessive foundation work.



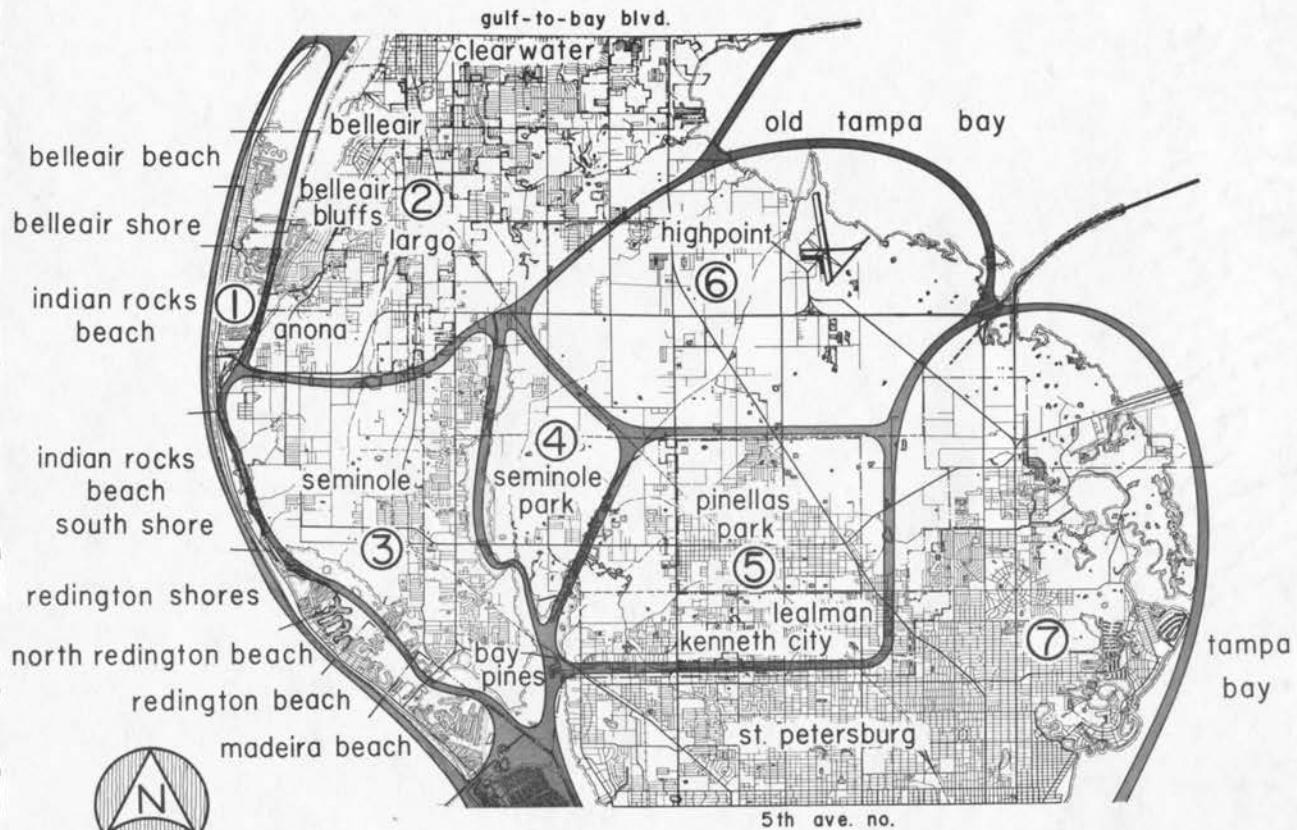
**basic
characteristics**

SECTION II. BASIC CHARACTERISTICS OF THE STUDY AREA

The Mid-County/Cross Bayou Canal Study Area is a unique section of Pinellas County. It represents one of three remaining relatively undeveloped areas in the county and, at the same time, is also one of the most rapid growth sections. Examination of the following existing characteristics helps to underscore the uniqueness of the area.

A. General Characteristics

1. Size and Location. The Study Area comprises approximately 146 square miles of land within a total Pinellas County area of 264 square miles. The Study Area, representing 55 percent of Pinellas County's total area, is bounded by Gulf-to-Bay Boulevard (State Road 60) on the north, Tampa Bay on the east, Fifth Avenue North in St. Petersburg on the south, and the Gulf of Mexico on the west. The Study Area contains the southern and eastern portions of Clearwater, Belleair, Belleair Bluffs, Largo, Pinellas Park, Kenneth City, the northerly and easterly portions of St. Petersburg, the Gulf Beach towns of Belleair Beach, Belleair Shore, Indian Rocks Beach, Indian Rocks Beach South Shore, Redington Shores, North Redington Beach, Redington Beach, Madeira Beach, and unincorporated areas of Pinellas County. The Study Area also contains a number of unincorporated communities such as Seminole, Bay Pines, Seminole Park, Lealman and High Point. These urban places are identified on map number 2.
2. Topography. The Study Area contains all or part of at least thirteen identifiable natural drainage basins, the major basin being the Cross Bayou Canal Basin which extends across the entire width of the Study Area from Tampa Bay to Boca Ciega Bay. A drainage canal was constructed years ago through this basin in an effort to improve drainage conditions for the lands in the vicinity of the



STUDY SUB - AREAS

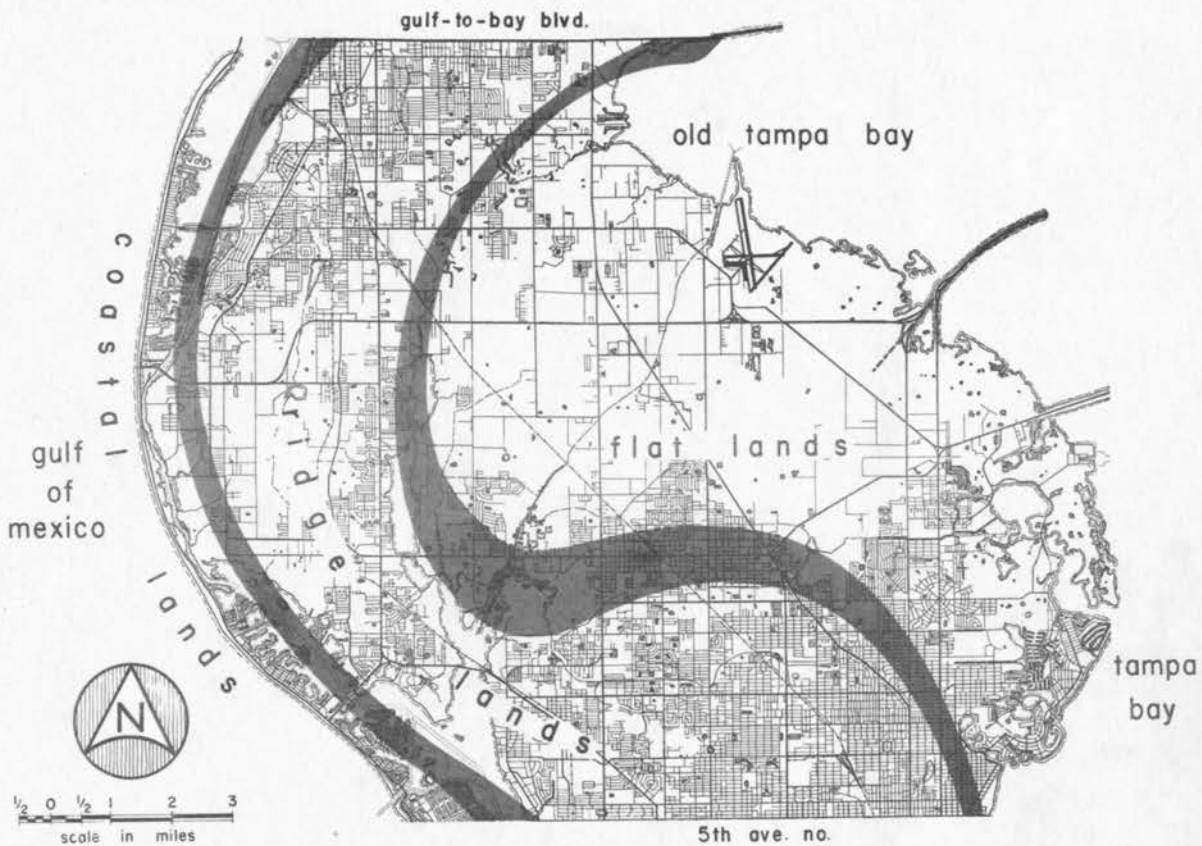
MAP NO. 2

canal. However, the Cross Bayou Canal and its tributaries continue to be subject to periodic flooding that can only be corrected through an extensive, comprehensive drainage improvement program.

Generally speaking, the Study Area comprises three distinct geographic sections: (a) the beach or coastal lands; (b) the ridgeland; and (c) the flatlands or pineywoods. Both the ridgeland and the flatlands contain ponded soil areas which are poorly drained and subject to flooding. These sections are illustrated on map number 3. Each section presents certain specific problems and affords particular opportunities for development. These will be discussed in a later section. Vertical land elevations in the Study Area range from sea level to over 70 feet above sea level.

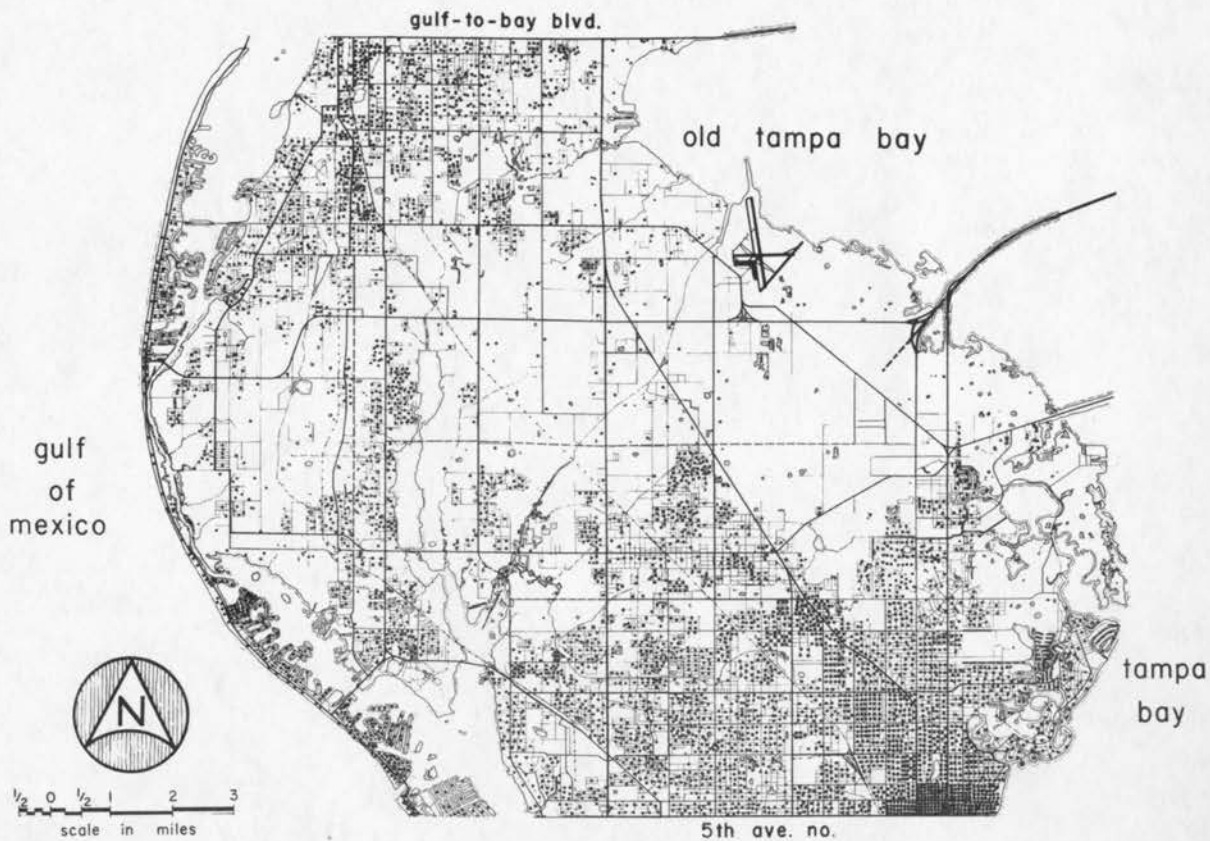
3. Population and Housing. The Study Area contained approximately 250,000 persons, or 56 percent of the total Pinellas County population as of April 1, 1965. This represents an increase of 32 percent over the 1960 U. S. Census figure of 189,016 persons. The major portion of this population resides on the St. Petersburg and Clearwater-Largo highlands, in urbanized settlements situated along the north-south oriented ridgeland, and on the coastal lands. In addition to the permanent population, there is a substantial influx of tourists into the Study Area at various times of the year.

The Study Area contained 109,208 housing units in 1965. This represented a 31 percent increase over the 1960 Census count of 83,332 housing units. The distribution of housing units in the Study Area is shown on map number 4. The type of housing ranges from single-family residences and mobile homes to high-rise apartment complexes. The Study Area also provides a broad range of transient



EXISTING GEOGRAPHIC PATTERNS

MAP NO. 3



DISTRIBUTION OF HOUSING UNITS — 1965

• APPROXIMATE LOCATION OF 25 HOUSING UNITS — 1965

MAP NO. 4

housing accommodations to meet the needs of the vacationer and business traveler. Present housing unit densities are relatively low in most of the developed residential areas, ranging from three to ten housing units per net acre of land.

4. Existing Land Activities. Land development patterns within the Study Area have been influenced by natural topographic features and the transportation network. The Clearwater-Largo area and the St. Petersburg area make up two rapidly emerging urban centers where these factors have been capitalized upon to shape the direction and intensity of growth. The existing land activities pattern is shown on map number 5. Located between these two urban centers along the north-south ridgeline lies the unincorporated Seminole community. This community is experiencing one of the most rapid growth rates of any area in the county. The predominate use of land in this rapidly expanding area is residential.

The Gulf beach coastal lands form a north-south island-oriented chain of highly urbanized communities which provide a mixture of both permanent and seasonal residential, commercial and recreational/entertainment services and facilities for both the local resident and the visitor.

By contrast, the flatlands north of the Cross Bayou Canal and east to Tampa Bay have experienced relatively little urbanization. For the most part, this area remains in large, undeveloped tracts of land held by a relatively small number of private owners. Where soil and drainage deficiencies have been corrected, development made up of manufacturing or fabricating industries, or industries and businesses servicing such activities is occurring. Such uses are generally distributed along the major highways or are found on relatively scattered sites.

RESIDENTIAL

- single-family dwelling,
multi-family dwelling

TRANSIENT ACCOMMODATIONS

- hotel, motel,
mobile home park

COMMERCIAL

- retail and personal services,
general business,
intensive business

INSTITUTIONAL AND RECREATIONAL

- public and semi-public institutions, schools,
and churches; parks, cemeteries, golf
courses and other open land uses

INDUSTRIAL AND UTILITIES

- manufacturing, extracting processes,
railroad and public utility facilities

AGRICULTURAL

- farming, grazing, and crop raising

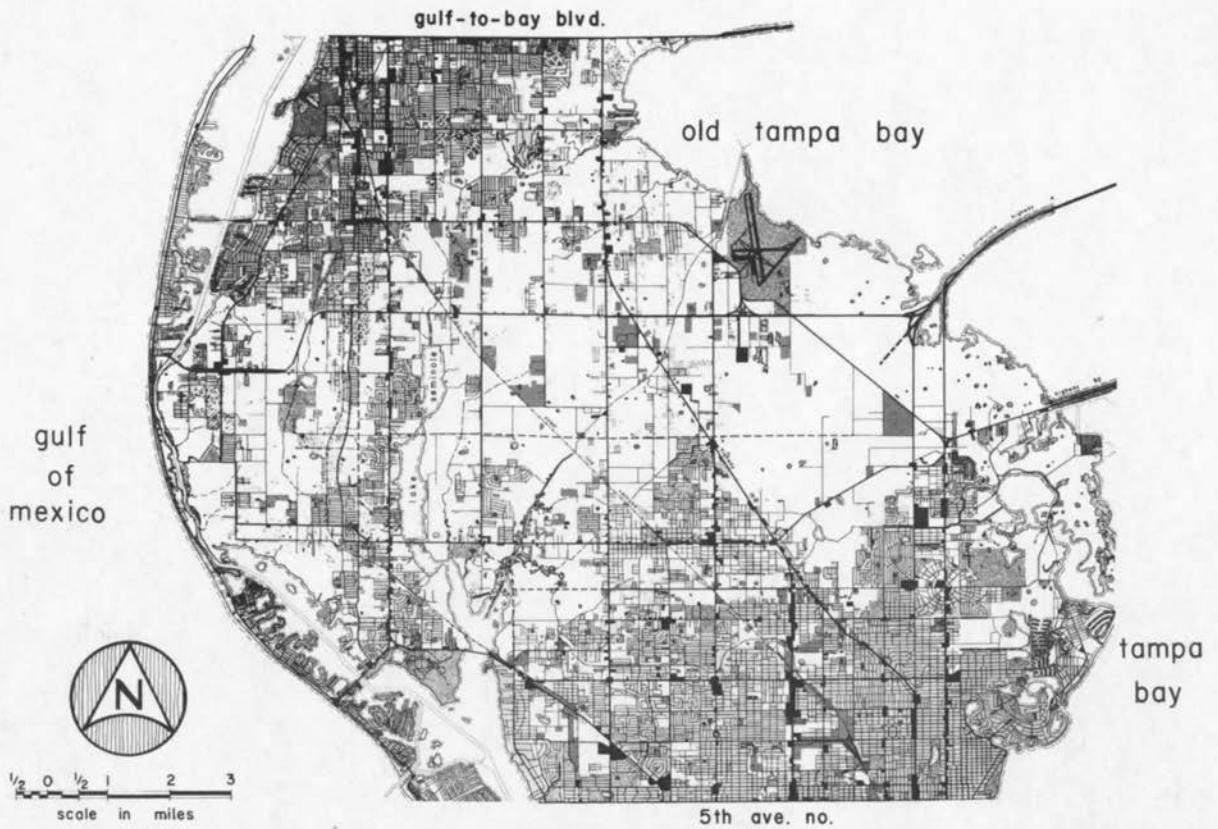
VACANT

- no apparent activities

ROADS, WATERWAYS, ETC.,

- interstate highway
- u.s. or state road
- arterial road
- other road
- railroad
- county line
- waterway
- water course
- airport

SOURCES: Based upon field surveys conducted October, 1964 -
January, 1965 and upon land use information
supplied by the Planning Departments of
St. Petersburg and Clearwater.



1965 GENERALIZED LAND ACTIVITIES PATTERNS

MAP NO. 5

5. Transportation Facilities. The Study Area contains important highway, railroad, airport, and waterway facilities. These facilities are also shown on map number 5. Major north-south highway routes include U. S. Highway 19, U. S. Highway 19-A, and Gulf Boulevard. Major east-west routes are West and East Bay Drive, Walsingham-Ulmerton Road, Park Boulevard, and several major arterial routes within the cities of St. Petersburg and Clearwater. Both the Atlantic Coast Line Railroad and the Seaboard Airline Railroad maintain railroad service and facilities through the Study Area. The St. Petersburg-Clearwater International Airport complex provides air service and facilities for aircraft of all types as well as sites for industries which desire or require an airpark setting. The Intracoastal Waterway extends between the Gulf beaches and the mainland. It presently serves pleasure boating activities requiring a navigable route sheltered from the open waters of the Gulf.
6. Community Services and Facilities. The Study Area contains all or portions of 15 incorporated places. In addition, the area has at least six identifiable unincorporated communities. Each of these unincorporated areas is concerned with the availability of such services and facilities as potable water, sanitary sewers, and storm drains, utilities, police and fire protection, garbage collection, paved streets and sidewalks, recreation and public open space areas, and an attractive community appearance and identity. Where the individual community is not able to provide the services required by the residents, other agencies are frequently expected to do so. For example, Pinellas County provides potable water and treatment of sewage for some of the Gulf beach communities and to major segments of the mainland sector of the Study Area. The County has also established a program for the development and maintenance of major thoroughfares and parks.

B. Sub-Area Characteristics

In order to specifically identify the location and extent of the previously described general characteristics of the Study Area, the area was divided into seven sub-areas. These sub-areas are described in the following paragraphs and are shown on map number 2. Each sub-area contains its own distinct and individual mix of land development types and characteristics.

1. Gulf Beach Sector. Sub-area 1 is a developed urban beach area bound by Clearwater Pass on the north, the Intra-coastal Waterway on the east, John's Pass on the south, and the Gulf of Mexico on the west. Being a coastal island, this sub-area is characterized by near sea level land elevations, white sand beaches, and a full range of urban land activities including single-family housing, apartments, motels, restaurants, and commercial service-type activities. The sub-area contains eight incorporated places including Belleair Beach, Belleair Shore, Indian Rocks Beach, Indian Rocks Beach South Shore, Redington Shores, North Redington Beach, Redington Beach, and Madeira Beach.

As of April 1, 1965, this sector of the Study Area contained 10,799 persons and 5,972 housing units. Population densities in this sub-area average approximately 2.2 persons per housing unit. Community services and facilities are provided by the various communities. Bus service is available only to residents of the southern portion of the island--from 192nd Avenue North in Indian Rocks Beach South Shore south to Madeira Beach.

The island is traversed by one major north-south arterial trafficway, Gulf Boulevard, which provides access to Clearwater Beach on the north and to the lower Gulf beaches on the south. Access to the mainland is provided by means of three arterial trafficways bridging the Intracoastal Waterway--the Belleair Causeway, Indian Rocks Bridge, and Welch Causeway.

2. Clearwater-Largo Sector. Sub-area 2 is a rapidly expanding urban area bounded by Gulf-to-Bay Boulevard (State Road 60) on the north, Old Tampa Bay on the east, Walsingham-Ulmerton arterial trafficway on the south, and the Intracoastal Waterway on the west.

This sub-area forms a major urban center in the northern sector of the Study Area and is located on a ridgeline which extends southward through Seminole (Sub-area 3) and into the other major urban center of St. Petersburg (Sub-area 7). This sub-area is developing as a major residential section of the Study Area. Belleair, Belleair Bluffs, Largo, and portions of the City of Clearwater, are located in this sector.

As of April 1, 1965, this sector of the Study Area contained 59,420 persons and 23,340 housing units. Population densities in this sub-area average approximately 2.5 persons per housing unit. Community services and facilities are provided by the various communities in some areas, or by Pinellas County. Bus service is generally available to those sectors of the Clearwater-Largo area immediately adjacent to the major trafficways.

The sub-area is traversed in a north-south direction by the Atlantic Coast Line Railroad and Seaboard Airline Railroad trackage, by U. S. Highways 19 and 19-A, and by Indian Rocks Road. Major east-west trafficways include Gulf-to-Bay Boulevard, Belleair Road, East Bay Drive, and the Walsingham-Ulmerton arterial.

3. Seminole Sector. Sub-area 3 is another rapidly expanding urban area bounded by the Walsingham-Ulmerton arterial trafficway on the north, Lake Seminole and Long Bayou on the east, and the Intracoastal Waterway and Boca Ciega Bay on the south and west.

As mentioned previously, Sub-area 3 lies along the north-south ridgeline between the major urban centers in the northern and southern sectors of the Study Area and, as such, has experienced rapid urbanization as an extensive

residential area. The sub-area contains the unincorporated community of Seminole which, having developed initially in the vicinity of the Seaboard Airline Railroad - Alternate U.S. Highway 19 intersection, is now rapidly growing to the north, west and south. A major U.S. Government hospital is also located at the Bay Pines Veterans Administration Center adjacent to Boca Ciega Bay.

As of April 1, 1965, this sector of the Study Area contained 23,266 persons and 10,002 housing units. Population densities in this sub-area average approximately 2.2 persons per housing unit. Community services and facilities are provided largely by private agencies or by Pinellas County. Bus service is available only along Alternate U.S. Highway 19 and in the Bay Pines-Welch Causeway area.

Alternate U.S. Highway 19 serves as the major north-south arterial trafficway through the sub-area. Indian Rocks-Oakhurst Roads and Ridge Road also serve as important north-south trafficways. The Seaboard Airline Railroad trackage follows the ridge through the sub-area, crossing a number of major streets and roads at grade. Analysis of the land activities adjacent to the 6.4 miles of Seaboard Airline Railroad trackage in the sub-area indicates that approximately 90 percent of the land is in residential, agricultural, or undeveloped use (34 percent residential, 56 percent agricultural or undeveloped open space), 1 percent is in commercial use, and the remaining 9 percent is in industrial use concentrated in the southern Bay Pines sector of the sub-area between 70th Avenue North and the Cross Bayou Canal.

Major east-west trafficways include the Walsingham-Ulmerton Road, 78th Avenue North-74th Avenue North (Park Boulevard), and the Welch Causeway-Alternate U.S. 19 trafficway connecting the Gulf beaches with the urban areas east of the Cross Bayou Canal via an improved Seminole bridge span.

Land development along Alternate U. S. Highway 19 has taken place in an uncoordinated, relatively scattered fashion resulting in congestion and inconvenience to both the trafficway user and the businessman.

4. Seminole Park Sector. Sub-area 4 is a partially developed residential area bounded by the Walsingham-Ulmerton arterial trafficway and Atlantic Coast Line Railroad on the north, Cross Bayou Canal on the east, and Long Bayou and Lake Seminole on the south and west.

This sub-area includes the unincorporated residential areas of Seminole Park and the Seminole Golf and Country Club. These areas are a part of a larger land area abutting Cross Bayou Canal known generally as the "flatlands". The abutting Lake Seminole and Cross Bayou Canal serve as water collectors for a large sector of the sub-area. A feature common to natural-state "flatlands" found in this sub-area as well as other sectors of Pinellas County is poor surface water run-off during and following heavy rains. This is brought about by a combination of highwater table, poor soil absorption, and general flooding condition. Substantial portions of this sub-area remain in an open, relatively undeveloped state.

As of April 1, 1965, this sector of the Study Area contained 4,720 persons and 1,862 housing units. Population densities average approximately 2.8 persons per housing unit. Community services and facilities are provided largely by private agencies or by Pinellas County. Bus service is not available to residents of the area. The sub-area is traversed by the Starkey Road arterial trafficway in a north-south direction and by the 74th Avenue North (Park Boulevard) arterial trafficway in an east-west direction.

5. Pinellas Park-Kenneth City Sector. Sub-area 5 is a rapidly urbanizing area bordered by the northern limits of the City of Pinellas Park (102nd Avenue North) on the north, the proposed Interstate Expressway (I-4) corridor on the east, the northern limits of the City of St. Petersburg on the south, and Cross Bayou Canal on the west.

This sub-area includes the incorporated cities of Pinellas Park and Kenneth City and the community area generally identified as the Lealman area. Urban development is extending from these urbanized areas primarily to the north and west toward Cross Bayou Canal. This sub-area, like Sub-Areas 4 and 6, is part of the extensive "flatlands" area for which the Cross Bayou Canal serves as a major drainage collector.

As of April 1, 1965, this sector of the Study Area contained 42,738 persons and 17,344 housing units. Population densities in the sub-area average approximately 2.8 persons per housing unit. Community services and facilities are provided by the two municipalities and by Pinellas County. Bus service is available to a large segment of the residents.

The sub-area is traversed in a north-south direction by the U.S. Highway 19 arterial trafficway, the 66th Street North and 49th Street North arterial trafficways; and by the 74th Avenue North (Park Boulevard) and 62nd Avenue North arterial trafficways in an east-west direction. The Atlantic Coast Line Railroad trackage bisects this rapidly urbanizing area in a northwest-southeast direction crossing numerous streets and roads at grade. Land development along the arterial trafficways has taken place at many points in an uncoordinated, relatively scattered fashion resulting in congestion and inconvenience. Land activities dependent upon the use of the railroad appear to be few in number. The railroad maintains approximately five miles of trackage in the sub-area.

6. High Point - Airport Sector. Sub-Area 6 is essentially an undeveloped area containing the St. Petersburg-Clearwater International Airport; it is bounded by Old Tampa Bay on the north, the proposed Interstate Expressway (I-4) Corridor on the east, the northern limits of the City of Pinellas Park (102nd Avenue North) on the south, and the Atlantic Coast Line Railroad on the west.

This sub-area is bisected by the Cross Bayou Canal in a northeast-southwest direction and contains a mixture of open, undeveloped land and agricultural, residential, commercial, industrial, and airport-oriented land activities. This sub-area, like Sub-Areas 4 and 5, is a part of the extensive "flatlands" area for which the Cross Bayou Canal serves as a major drainage collector. As mentioned previously, the drainage problems inherent in the "flatlands" area have limited the location and extent of urban development. The St. Petersburg-Clearwater International Airport complex, individual industrial sites, isolated residential subdivisions, and the expanding Pinellas County Technical Education Center in the High Point area make up the more intensive uses of land. Rural residential housing, farming, and livestock grazing make up the less intensive uses of the land.

As of April 1, 1965, this sector of the Study Area contained 7,523 persons and 2,998 housing units. Population densities in this sub-area average approximately 2.8 persons per housing unit. Community services and facilities are provided by various private agencies and Pinellas County. Bus service is not available to residents of the area.

The sub-area is traversed by the Starkey Road, Belcher Road, 66th Street North, 49th Street North, and U.S. Highway 19 arterial trafficways in a north-south direction and by the East Bay Drive - Roosevelt Boulevard and the Ulmerton Road arterial trafficways in an east-west direction. When completed, the proposed extension of the Interstate Expressway (I-4) into the City of St. Petersburg will form a distinct eastern edge for this area.

7. St. Petersburg Sector. Sub-Area 7 includes the north-northeasterly portions of the City of St. Petersburg and is defined by the Interstate Expressway (I-4) corridor and Tampa Bay on the north, Tampa Bay on the east, 5th Avenue North on the south, and the limits of the City of St. Petersburg and the proposed Interstate Expressway (I-4) corridor on the west.

This sub-area is essentially an urban portion of the City of St. Petersburg and, as such, contains a mix of urban residential, commercial, industrial, and recreational land activities similar to that found in other sectors of that City. As mentioned previously, this sub-area, along with Sub-Areas 2 and 3, form a crescent-shaped concentration of urban development along the pronounced ridge and highlands. Lands in the northeastern portion of the sub-area include an extended part of the "flatlands" of Sub-Areas 4, 5, and 6 as well as the Tampa Bay waterfront tidal lands. These lands are relatively undeveloped in the Weedon Island area as well as in the area north of Gandy Boulevard.

As of April 1, 1965, this sector of the Study Area contained 101,743 persons and 45,690 housing units. Population densities in this sub-area average approximately 2.5 persons per housing unit. Community services and facilities are provided primarily by the City of St. Petersburg. Public transit service is readily available to developed portions of the sub-area.

The sub-area is traversed by numerous arterial trafficways in both a north-south and an east-west direction, including Gandy Boulevard and Interstate Expressway (I-4) links across Tampa Bay to Tampa and Hillsborough County. The proposed extension of Interstate Expressway (I-4) south to the Skyway Bridge will permit ready identification of the western boundary of this sub-area.

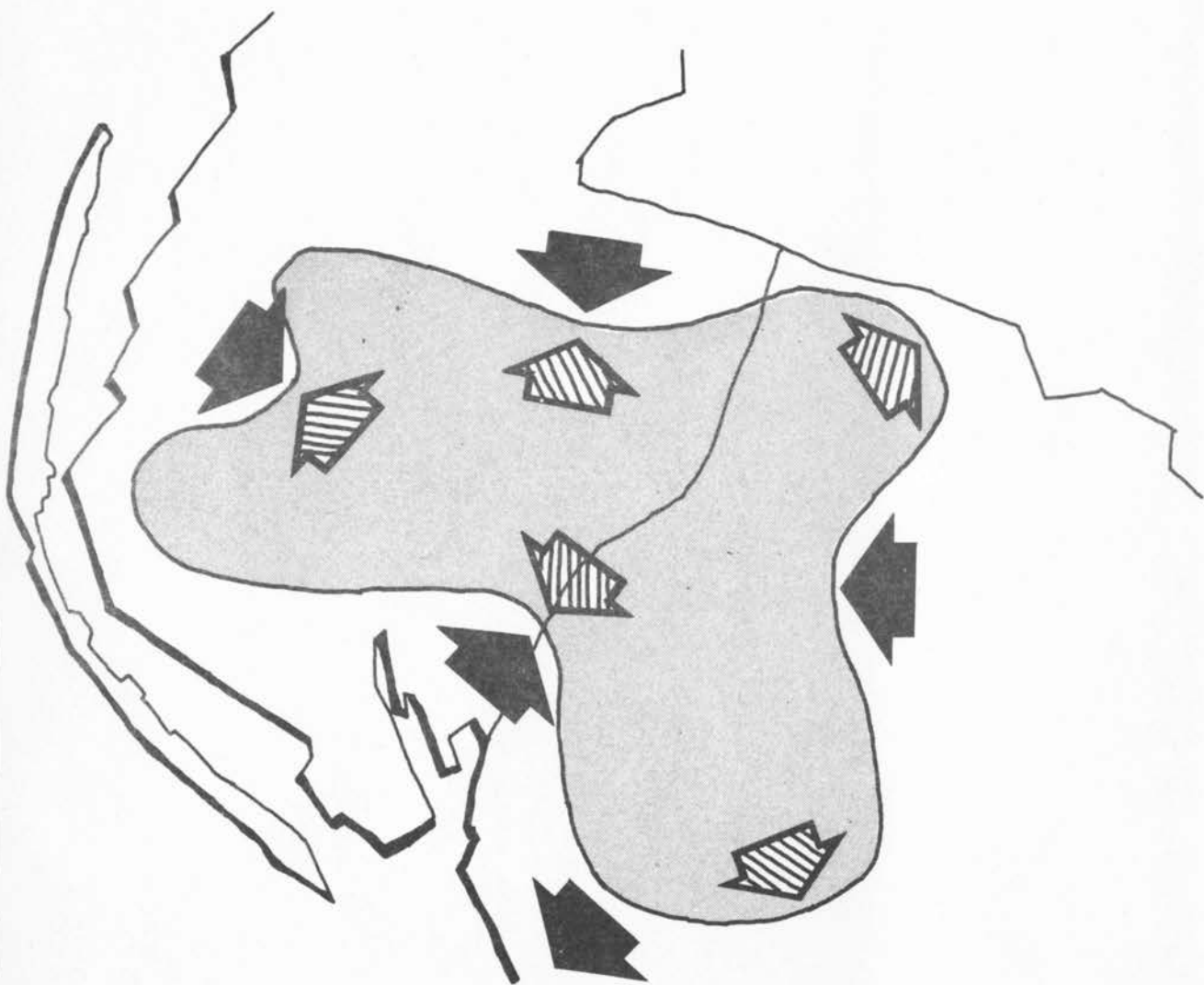
C. Summary of Study Area Population and Housing Units by Sub-Areas

The following table indicates the population and housing units for the study area by sub-areas for the 1960 Census year, and April 1, 1965 estimate, and a horizon year estimate based upon emerging growth and density patterns identified in Section V.

STUDY AREA POPULATION AND HOUSING UNIT ESTIMATES
FOR 1960 - 1965 --- HORIZON YEAR

SUB-AREA	POPULATION				HOUSING			
	1960	1965	HORIZON YEAR		1960	1965	HORIZON YEAR	
			LOW	HIGH			LOW DENSITY*	HIGH DENSITY*
1	9,434	10,799	24,500	29,500	5,223	5,972	12,200	14,500
2	41,698	59,420	119,500	159,600	17,673	25,340	49,500	65,400
3	15,434	23,266	59,300	88,500	6,564	10,002	26,300	39,700
4	3,826	4,720	27,000	43,600	1,182	1,862	9,900	15,800
5	26,986	42,738	113,300	244,200	11,163	17,344	42,700	90,000
6	2,012	7,523	54,500	203,400	842	2,998	19,800	73,000
7	89,626	101,743	157,700	296,600	40,685	45,690	68,000	123,700
TOTAL STUDY AREA	189,016	250,209	555,800	1,065,400	83,332	109,208	228,400	422,100

* Low and high housing unit densities were based upon construction and development patterns which range from less than one dwelling unit per net acre to 40 dwelling units per net acre.



**major
molding
influences**

Section III. MAJOR MOLDING INFLUENCES IN THE STUDY AREA

Although there are numerous interrelated factors in the existing development patterns of the Mid-County/Cross Bayou Canal Study Area that will have a bearing upon future development, a few of the principal ones are identified and analyzed in the following paragraphs.

A. Physical Features and Development Patterns

1. The Cross Bayou Canal and Drainage Basins. The Study Area is traversed from Tampa Bay to Long Bayou and Boca Ciega Bay by a major man-made drainage canal known as the Cross Bayou Canal. The canal was dug many years ago in an effort to improve the drainage of the surrounding land--a problem resulting from the flat nature of the terrain and certain soil and sub-soil limitations. At present, the depth and width of this canal are not sufficient to adequately serve this desired purpose. In addition, the Canal is partially blocked at various points along its course by debris and dense vegetation. The Cross Bayou Canal serves as a major water collector for a vast surrounding watershed area. County Engineering Department studies indicate that the total Cross Bayou Canal watershed area comprises approximately 22,000 acres and is made up of three natural drainage basins; the Cross Bayou Canal drainage basin (8,100 acres), the Pinellas Park drainage basin (2,700 acres), and the Joe's Creek drainage basin (11,200 acres). During periods of heavy rainfall, the streams within these drainage basins, including the main Cross Bayou Canal, sometimes overflow their banks onto the adjacent lands, thereby creating flood conditions. A recent study of the Cross Bayou Canal Drainage Basin for the Board of County Commissioners indicates that, because the Cross Bayou Canal is a tidal canal, the tide difference between Tampa Bay and the Gulf of Mexico drastically affects the hydraulics of the Canal during a maximum flood storm. This study also pointed out that such a flood storm condition can be expected to occur once every 25 years, inundating the surrounding flatlands having an elevation of less than 10 feet above mean sea level. (1)
2. Topography and Soils. The topography of the Study Area may be viewed in terms of the many natural drainage basins and ridgelines which together form the major geographic patterns. Urban development has taken place where natural drainage features are best and avoided development of those areas, such as the Cross Bayou Canal area, where the natural drainage features are poor. In general, these drainage basins and ridgelines can

(1) Cross Bayou Canal Drainage Basin Study, Tampa Bay Engineering Company, St. Petersburg, Florida, August, 1964, P. 1.

be grouped with the three distinctive natural geographic areas which were referred to previously as: (a) the beach or Gulf coastal lands, (b) the Clearwater-Largo-Seminole-St. Petersburg ridgelands or highlands, and (c) the relatively low flatlands in the vicinity of the canal and eastward to Tampa Bay. The Gulf coastal lands are relatively low in elevation (less than 10 feet above mean sea level) and are characterized by very fine grained beach sands. The Clearwater-Largo-Seminole-St. Petersburg ridgelands constitute the highest elevations (up to 70 feet above mean sea level) and contain very well drained, upland soils such as the Norfolk fine sands. The flatlands around the canal and eastward to Tampa Bay are relatively low in elevation (less than 20 feet above mean sea level) and contain such soil types as the Fellowship fine sandy loam and Portsmouth fine sand combined with Leon fine sand and tidal marsh and swamp soils all of which are characterized by the U. S. Department of Agriculture's 1913 Soil survey as usually being impermeable and/or difficult to drain. The flatlands are also characterized by periodic high water tables which interfere seriously with the proper functioning of such sub-soil sewage disposal facilities as the septic tank drain field.

3. Street and Highway Network. The major street pattern in the Study Area is basically a continuation of the existing street network extended outward from the developed portions of the City of St. Petersburg. U.S. Highways 19 and Alternate 19 presently provide the major north-south tie between the rapidly urbanizing Clearwater-Largo area and the City of St. Petersburg. Gulf Boulevard provides the major north-south tie through the Gulf Beach communities. Interstate Highway 4, when completed, will furnish access from the Study Area directly to Tampa and points east into the major St. Petersburg business centers and points south. Sixty-sixth Street and Starkey Road are also being improved to accommodate growing traffic volumes between these two major urbanizing areas.

Until the recent extension of Interstate Highway 4 into Pinellas County and connection with Ulmerton Road, the major east-west routes through the Study Area were the Gandy Bridge-Park Boulevard trafficway and the Roosevelt Boulevard-East Bay Drive trafficway. The linking of Interstate Highway 4 and the Walsingham-Ulmerton Road trafficway with the Gulf Beaches has added a much needed link to this east-west system.

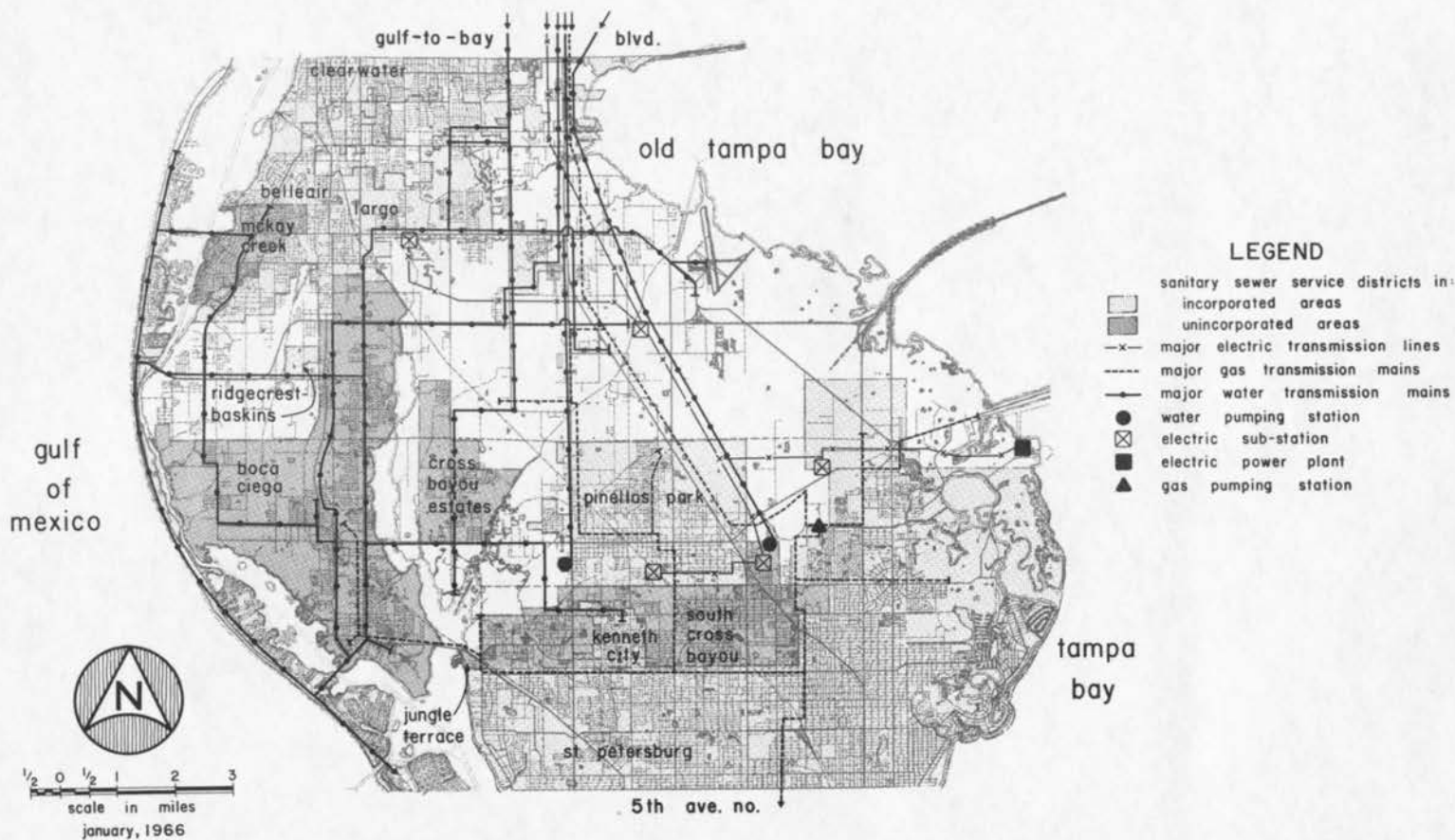
The existing major street connections in the Study Area furnish the base upon which the future street systems must be built. A need exists for at least one continuous north-south controlled access type trafficway between the north and south county urban centers. Preliminary findings of the 1962 St. Petersburg Urban Area Traffic Study identify and support this need as a part of the total arterial street system requirements in the

St. Petersburg area by the design year 1985. (2) Development of such a north-south route would encourage development in greater depth to occur in the Study Area and at the same time allow more rapid vehicular movement through the Study Area between the Clearwater-Largo and City of St. Petersburg urbanizing areas, and between the northern and southern areas of the county and region. In addition, such a route with appropriate connections, would relieve the present major trafficways, such as U. S. Highways 19 and Alternate 19 from the congestion and hazard caused by the mixing of local traffic with high-speed through traffic and permit them to function more in keeping with their design as local trafficways which serve the more immediate community. Finally, through appropriate design techniques, such an expressway facility would help to define and guide urban growth patterns in the Study Area by creating visual "edges" to the community areas. These "edges" or breaks in urban form, created by waterways, highways, railroads, structures, and vegetation, all serve to unify and enhance areas that are otherwise broad expanses of urban monotony.

It will also be necessary to plan for the improvement of other north-south and east-west trafficways that eventually would frame the Study Area's future neighborhood units and employment centers and provide more direct access to points in and beyond the immediate area. This requires close coordination of the future street patterns with such facilities as existing and proposed schools and recreation areas, drainage improvements, railroads, airport approach zones, and expressway interchanges.

4. Public Utilities. Study of the existing patterns of the service areas and systems found in the Study Area indicates that potable water, sewage disposal, natural gas, electricity, and telephone service are available to the major urbanized sectors. Map number 6 identified the existing public utility service patterns. There is a multiplicity of systems and suppliers serving the Study Area, including a complete range of services provided by the City of St. Petersburg to its residents, water service provided to incorporated as well as unincorporated areas by Pinellas County, individual sewer systems including private septic tanks and drain fields, privately operated and maintained primary sewage treatment systems, and publicly operated and maintained systems with both primary and secondary treatment of sewage. Pinellas County, as well as many of the incorporated communities located in the Study Area, operate and maintain complete treatment systems. However, there are sizeable areas within each sub-area that are not served at present by a sanitary sewer system.

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- (2) Proposed Interstate 4, Pinellas County, Florida, compiled by Florida State Road Department Traffic and Planning Division and submitted to U. S. Bureau of Public Roads, Tallahassee Division Office, January 3, 1966, P. 6.



LEGEND

- sanitary sewer service districts in:
 - incorporated areas
 - unincorporated areas
- major electric transmission lines
- major gas transmission mains
- major water transmission mains
- water pumping station
- electric sub-station
- electric power plant
- gas pumping station

EXISTING PUBLIC UTILITY SERVICE PATTERNS

MAP NO. 6

The natural gas system is presently concentrated in the eastern and southern sectors of the Study Area. Expansion plans during 1966 call for the extension of gas transmission lines along 66th Street North to Ulmerton Road and west along Bryan Dairy Road, along Park Street north of Tyrone Boulevard, and along U. S. Highway 19-A north of Bay Pines into the Seminole area. 1967-1968 expansion plans call for the extension of gas lines from the Seminole area north to Ulmerton Road along Ridge Road and east on Ulmerton Road to the industrial park area at the International Airport. Electricity and telephone services are generally available or can readily be made available throughout the Study Area.

B. Airport Development Factors

Located in the northeast corner of the Study Area adjacent to Old Tampa Bay and the recently completed Hillsborough-Pinellas leg of Interstate Highway 4, the St. Petersburg-Clearwater International Airport complex represents a land activity which materially influences growth patterns in the Study Area. These influences are outlined in the following paragraphs:

1. Facilities and Services. The airport complex contains facilities and services of an aviation, industrial, and recreational nature. There are three major runways: of 8,000 feet, 5,700 feet and 5,000 feet in length. Airport officials point out that these facilities can readily accommodate the smallest light plane to the largest commercial jet airlines, with increasing emphasis being given to the flying corporation executive. Aviation facilities and services include FAA approved repairs, fueling, charter flights, student training, and tie down and hanger spaces. The industrial park includes several hundred acres of sites of varied sizes to meet specific needs. Industrial activities include a major aircraft overhaul and modification plant, furniture manufacturing, chemical manufacturing, food products manufacturing, wholesale storage facilities and a number of other similar activities. In addition, facilities for livestock processing for shipment to international markets are available. A U. S. Government quarantine service is provided at the airport for this purpose. The geographical location and proximity to major highways make these sites attractive for shipments to state, national and international markets. Other related facilities include an 18-hole golf course, restaurant, and boat marina, the latter being adjacent to the Cross Bayou Canal entrance to Tampa Bay.

2. Air Operations and Land Development. The take-off, approach, and landing patterns at the airport are directly related to the type of aircraft being operated, the power plant of the aircraft, length of the runway, and the nature of land development taking place in the vicinity of the airport. The latter factor is perhaps of primary concern in that the full long-range value of the airport facility could quickly be lost through improper development of surrounding properties. At present, the lands directly beyond the ends of the three runways are maintained for a distance of approximately 1,000 feet as clear zones in which structures are not permitted. These zones are located on the public lands of Pinellas County. Beyond the clear zones, approach zones of varying lengths have been established within which the height of structures is limited by law, depending upon the distance from the end of the runway. The enlargement of the clear zones may be necessary in view of the findings of research conducted at the national level in 1952 which states that:

"Since most air crashes occur in the approach zone about one-half mile (2,640 feet) from the end of a runway, the dominant runways of new airport (or airport expansion) projects should be protected by cleared extensions at each end at least one-half mile in length and 1,000 feet wide. This area should be completely free from housing or other form of obstruction." (3)

The use of lands within the approach zones is governed by the zoning regulations of the County which are designed to provide safeguards both from encroachment on air operations and danger or disturbance to the surrounding urban development.

C. Community Value Factors

In order to better understand the developmental nature of the Mid-County/Cross Bayou Canal Study Area and its sub-areas, detailed study was given to the existing land activities patterns as reflected on the County's land activities maps

(3) The Airport and Its Neighbors, The Report of the President's Airport Commission, J. H. Doolittle, Chairman; U. S. Government Printing Office, Washington, D. C., May, 1952; P. 87.

and aerial photographs. In addition, planning staff personnel and members of the Area Study Committee made a number of trips into and around the Study Area, observing at first-hand the characteristics of the area. Informal interviews were held with various residents of the Study Area in an effort to identify specific area advantages and/or disadvantages. A number of these factors and impressions are discussed in the following paragraphs.

1. Community Identity. Within the Study Area, a number of emerging urban areas are seeking to establish community identities. These areas, identified on map number 2, include Seminole, Bay Pines, Seminole Park, Pinellas Park, Kenneth City, Lealman, and High Point. Each of these communities, whether incorporated or unincorporated is inevitably being caught up in the developmental squeeze created by the rapidly expanding Clearwater-Largo urban area on the north and the City of St. Petersburg on the south. Many of these communities have expressed concern over the matter of identity as developmental pressures continue to mount in the Mid-County Area. In addition, residents interviewed in this area also expressed concern about the lack of adequate public open space for recreational purposes, storm drains and sanitary sewers, paved streets, and sidewalks, and other necessary community facilities. Some were concerned about the high housing vacancy rates and lack of home maintenance. This was especially true in the central portion of the Study Area, Sub-areas 4,5, and 6, where a younger, more mobile population cross-section resides. On the other hand, it was observed that neighborhoods composed of predominantly retired persons are generally well maintained, reflecting the concern and time which these residents devote to their properties. This condition was observed primarily in the area west of Lake Seminole, Sub-area 3 on the map. These stable communities usually provide their own recreational facilities. Interviews revealed that many of the retirees have little interest in distant recreation facilities, due in no small part to transportation limitations.
2. Public Transit Service. As alluded to in the previous paragraphs, the urbanizing portions of the Study Area have developed along the typical nation-wide pattern of being oriented to the automobile. Study indicates that alternate transportation modes, such as the bus, are readily available only to the more densely populated sections of Sub-areas 1, 2, and 5. Intercity bus service is provided along U. S. Highway Alternate 19 through Sub-area 3 with transit service available at the present time to the large Sub-areas 4 and 6. Bus service in the Study Area is presently provided by private companies with

the exception of the system owned and operated by the City of St. Petersburg.

3. Public Developmental Guidelines and Standards. The exclusive orientation of the developing areas to the automobile has brought about another problem, a problem revolving around the establishment of the basic street and road network and the function that these roadways are expected to play in providing access to shopping areas, schools, parks, and other necessary community facilities. For example, there is ample evidence throughout the Study Area of the lack of coordination of local streets and arterial roads as to points of access, alignment, and function--not only within and between subdivisions --but also between sub-areas.

This seriously limits the ability of the trafficway system to accommodate the growing number of vehicles using these facilities. A further limitation is the trend which has allowed commercial and residential developments to take place indiscriminately along the major arterials. Effective minimum developmental guidelines and design standards for their location and construction have not been designed.

4. Visual Impact. Another community value factor relates to the impact or impression that an area gives to the viewer. Field observation points up a number of evident characteristics:
 - (a) The Ridgeland has a fairly favorable impact upon the visitor and resident due to the natural vegetation and rolling nature of the land; and
 - (b) The Coastal Lands and the Flatlands have the mutual disadvantage of being flat and, in some areas, lacking large stands of ground cover. Therefore, apart from these basic differences, the visual impact of any area depends upon what the inhabitants and the service industries of that area have done or not done to enhance the image. Such concern encompasses the design of the road system, the plotting of lots, the siting of structures, the landscaping and maintaining of properties the placement and maintenance of utility equipment, the location and maintenance of signs, street markings, lighting systems, sidewalks, and the relation of structures and open spaces to each other, the landscaping and maintenance of properties, the placement and maintenance of utility equipment, the location and maintenance of signs, street markings, lighting systems, sidewalks, and the relation of structures and open spaces to each other.

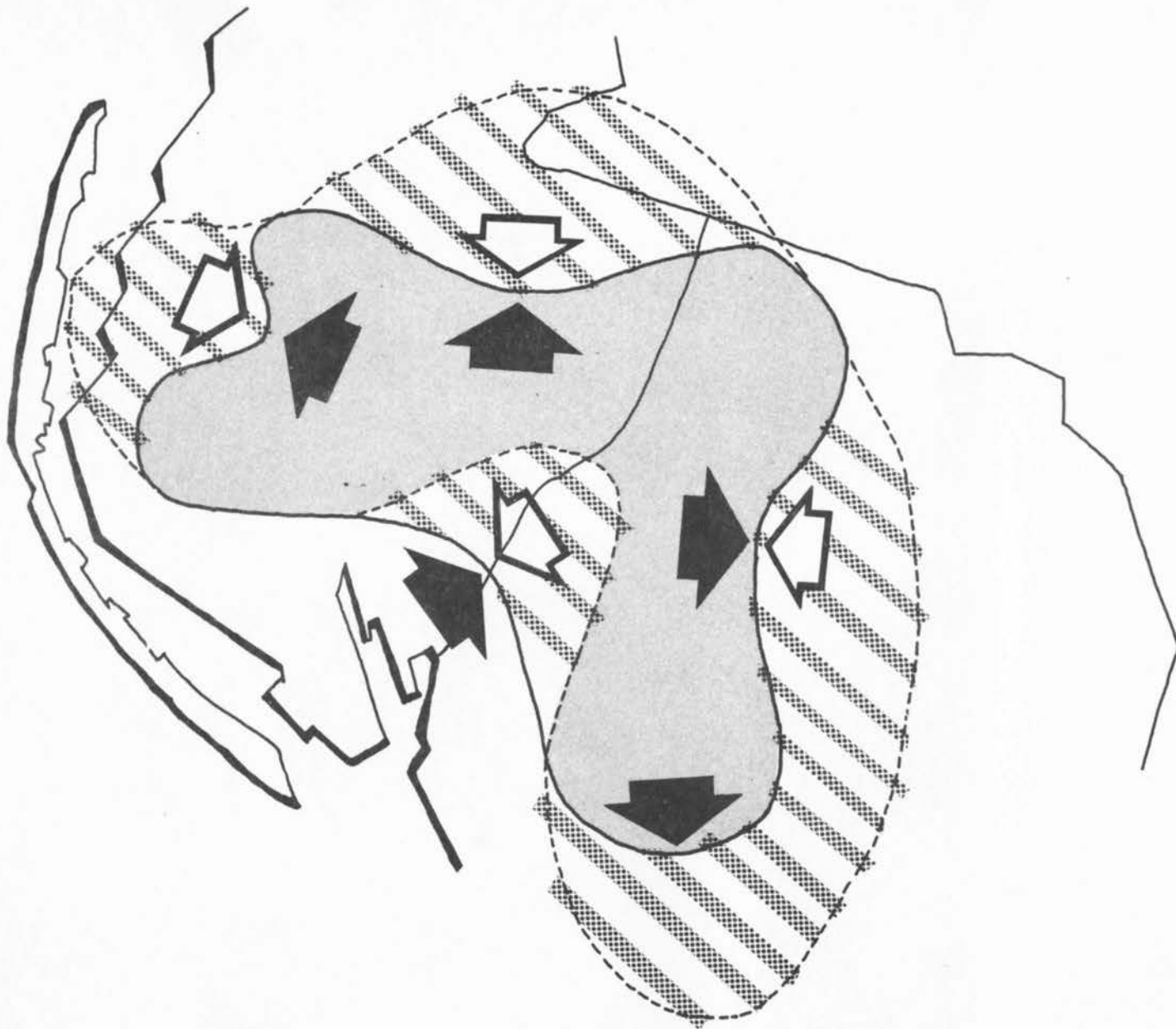
There is ample evidence throughout the Study Area of efforts made to overcome and improve upon these natural features as well as to disregard them. However, these efforts have fallen short in the provision of imaginative, attractive, and economic solutions which might serve to enhance the visual impact and/or impression within the Study Area. The Cross Bayou Canal, a potential asset and the pivotal point of this Area Study, is a case in point.

D. Major Molding Influences -- Their Implication

The preceding review of some of the major factors which influence and mold the development of the Study Area focus attention upon the importance of the Cross Bayou Canal and its natural watershed. The Cross Bayou Canal holds the key to the future utility of a major section of the Study Area as the demand for urban land in this area continues to mount.

At the same time, the review points up the interrelated nature of the major molding influences such as the Cross Bayou Canal, the airport, the street and highway network, the utility network, and community values expressed by and reflected in the needs and desires of the individual.

And finally, implied in the review is the need for deliberate public and private action along coordinated and constructive lines to ensure that the detailed study given to these interacting influences is translated in terms of meaningful priorities for development in accordance with publicly established long-range goals and objectives.



**problems and
opportunities
of growth**

IV. PROBLEMS AND OPPORTUNITIES OF GROWTH IN THE STUDY AREA

Before the emerging development patterns can be properly identified in the Mid-County/Cross Bayou Canal Study Area, a number of problems and opportunities of growth need to be examined. An understanding of these problems and opportunities and their relationship to future development is basic to the design of the long-range development plan and continuing planning program for this sector of Pinellas County. This section presents an analysis of these problems and opportunities.

A. Demand for Land

1. Problem:

- a. Population and Housing Densities. The Study Area presently contains approximately 250,000 persons occupying 109,000 housing units. Estimates for the Study Area by the horizon year range from 555,000 up to one million persons occupying 228,000 to 422,000 housing units. Future land requirements for housing in the Study Area reflect the present housing density pattern of from one housing unit per net acre up to 20 housing units per net acre as well as a growing trend toward higher density development patterns up to 40 housing units per net acre. (4) These housing density patterns result primarily from the broad range of housing types desired by a growing tourist and mobile home population as well as by the residents of traditional subdivisions. This density pattern indicates that the Study Area, in order to accommodate horizon year populations, will need to provide an additional 22,924 net acres of land for residential purposes which will add from 119,000 to 312,000 housing units to the present supply, depending upon the mixture of housing designs and densities encouraged and followed.
- b. Location. The Study Area is situated between two rapidly expanding urban centers. More and more land will be needed to meet the expanding demands of the horizon year population, not only for the residential land discussed above, but for the whole broad range of land uses associated with urban life and development. Improved transportation connections and corresponding reduction in travel time between Pinellas and Hillsborough Counties should also add to

(4) A net acre of land is that amount of land required for the construction of one housing unit exclusive of public street rights-of-way, parks or other public open space and facilities. A net acre of land represents approximately two-thirds of one acre or approximately 29,000 square feet.

the demand for land in this Study Area as a place to reside and work. As the pressure increases to bring all potentially developable land in the Study Area into productive use, the need to provide the means for bringing this about becomes critical.

2. Opportunity:

- a. Planning for Future Demands. Pinellas County can lead the way to ensure that all developable land remaining within the Study Area is brought to its highest state of readiness to meet the anticipated future demands of the emerging urban centers through the development and implementation of continuing, long-range, comprehensive planning, zoning, subdivision review, and capital improvements programming; and, through these means, to maximize the unique locational values which are found in the Mid-County/Cross Bayou Canal Study Area.

B. Drainage and Flood Control

1. Problem:

- a. Identification of Basins. If the Study Area is to realize its development potential, large-scale improvement of the natural drainage basins and their main and tributary channels is mandatory. Pinellas County has taken steps to identify these natural drainage basins and based upon the study and recommendations of consultant engineering firms, the Engineering Department has begun to program for some improvements. However, the Study Area contains numerous relatively isolated housing developments, industries, and businesses which represent improvements which do not appear to have been related to an over-all public drainage plan and only satisfied an immediate private solution to local drainage problems on a site-by-site basis.
- b. Cross Bayou Canal. As previously emphasized, the focal point of the drainage and flood control problems in the Study Area centers around the Cross Bayou Canal. Under certain conditions of wind, tide, and rainfall, lands abutting the canal are flooded or so saturated that they should not be used for productive urban use. The Pinellas County Board of County Commissioners officially recognized the problem by adopting a resolution on November 3, 1964, recognizing and endorsing the

need for improvements of the Cross Bayou Canal to make it safe and otherwise suitable for recreation and navigation and requesting the United States Army Corps of Engineers to include improvements to the Cross Bayou Canal in its long-range improvement program in the interest of safe recreation and navigation within easy access to residents of Pinellas County and visitors to the County.

Action by the Board of County Commissioners was based in part upon a prior study of the Cross Bayou Canal Drainage Basin by an engineering consultant firm in which the problem was described as follows:

"Cross Bayou Canal is a tidal canal with terminal outlets in Tampa Bay and Boca Ciega Bay, and follows a low level route from bay to bay. Banks of the existing canal are in low ground, but 100 feet to 1,000 feet (away) the ground level rises sharply and the terminal ends of tributaries have excessive velocities. The existing flood hazards are principally in the valley of the main canal and lower end of the tributaries and at the design high tide of elevation plus 2.0 feet, reach elevation plus 10.50 feet in the main canal.

"The normal high tide interval between the Boca Ciega Bay terminus of the canal and the Tampa Bay outlet is 2 hours and 21 minutes. This tide difference affects the hydraulics of the existing canal drastically during maximum flood storm (which might be expected to occur once every 25 years), collecting an unbalanced proportion of the flood waters to the low end." (5)

(5) Op. Cit., Tampa Bay Engineering Company, P. 1.

In a more recent study to determine the feasibility of developing the Cross Bayou Canal as a multiple land use and navigation improvements project conducted for the Board of County Commissioners by a private research firm, another aspect of the problem was identified. The report stated:

"As central Pinellas County is inevitably developed, the surface absorption capacity of the landscape is materially reduced. Hence, the problem of adequate drainage becomes increasingly critical. This condition is further aggravated when hurricane induced intense rainfall (which the U. S. Department of Commerce reports can occur once out of every 20 chances for the Tampa-St. Petersburg area) increases surface run-off problems due to ground saturation to the limit and often beyond the design capacity of normal drainage system." (6)

In addition, poorly drained soils which compound stream pollution and mosquito breeding conditions such as those found in the Cross Bayou Canal area, can create a serious community health menace to surrounding urban developments.

Finally, the Cross Bayou Canal can presently serve little or no public purpose as a waterway, fishing area, or other recreational activity due to its inadequate depth, unimproved banks, the restrictive bridge construction along its length, and general cluttered appearance.

2. Opportunities:

- a. Cross Bayou Canal Drainage Basin. The opportunity now exists to upgrade and enhance the value of the Cross Bayou Canal and its surrounding area in order that future public need for open space, recreation facilities, and an improved drainage facility will be assured.

(6) The Feasibility of Cross Bayou as a Multiple Land Use and Navigation Improvements Project, Research Consultants, Inc., Tampa, Florida, April 1, 1965, Pp. 25-26.

The 1965 feasibility report concludes among other things, that:

".....channel improvements to Cross Bayou (Canal) can be justified from the indicated need for flood control alleviation, land enhancement benefits derived from raising the elevation of existing low lying lands, major recreational benefits, and industrial development in the southern portion of Cross Bayou." (7)

The 1964 basin study reports that:

- " - A storage and balancing pond is proposed at the mid-point of this main canal in order to balance and control the maximum storm flow.
- The storage pond should conservatively increase the assessed value of the contiguous (presently usable) 210 acres of land by a minimum \$3,000 per acre. The value of bordering upland would also increase an indeterminate amount.
- The remaining 1,760 acres now subject to flood hazard should, after improvement, increase in value by a minimum of \$2,500 per acre. Lands abutting such flood hazard areas would also increase an indeterminate amount.
- Elimination of the existing flood hazard area in the Cross Bayou Canal drainage basin would accelerate development activities, including the canal as a navigable waterway.
- Health and other benefits would also accrue to the area.
- Total construction and right-of-way cost for the proposed improvements (including 9-2 lane concrete bridges and their approaches with minimum 24 feet under clearance) is estimated to be \$2,120,000 for the entire basin or a net unit cost of \$246 per basin acre." (8)

(7) Ibid., P. 5

(8) Op. Cit., Tampa Bay Engineering Company, Pp. 1, 2.

- b. Pinellas Park Drainage Basin. The previous study, coupled with the preliminary study prepared by an engineering consultant firm for the improvement of the Pinellas Park drainage basin (which lies along a southeasterly portion of the Canal) demonstrates that solutions are available which, if carried out as improvements designed to standards adequate to drain an essentially urban area, should provide the necessary flood and drainage control and protection. (9).
- c. U. S. Government Feasibility Study. Recent action by the Congress of the United States placed the Cross Bayou Canal in the 1965 River and Harbor Act as a potential deepening and widening project for which a feasibility study would first be required by the U. S. Army Corps of Engineers. Funds for this study have not yet been appropriated.
- d. Spanish March Parkway Concept. The opportunity also exists to develop a section of the proposed Spanish March Parkway concept in the Study Area as envisioned by the Pinellas Planning Council, the Board of County Commissioners, and the Florida State Road Department for the benefit of the general public. (10)
- e. Intergovernmental Cooperation Required. A cooperative approach by the County and the individual communities with assistance from appropriate State and Federal agencies will be essential in order to ensure the fulfillment of this opportunity. The County has been given the legal authority to undertake such drainage projects under Florida General Laws, Chapter 61-1469, Sections 1, 2, and 3.

C. Transportation and Circulation

1. Problem:

- a. Transportation Focal Point. The problem is to meet future demands for a rapid, direct means of transporting people and goods in and through Pinellas County. The heart of this future county-wide transportation system will be located in

(9) Pinellas Park Major Drainage Facilities (Prelim.), Russell and Axon, Consulting Engineers, Inc., July, 1965.

(10) Nominations for ... Scenic Roads and Parkways ... in Pinellas County, Pinellas Planning Council, December, 1964, Pp. 1 and 2.

the Study Area. It is in this area of the County that highway, air, railroad, and water traffic merge and interchange. Unless a real sense of direction is developed in the near future, it will be too late to do little more than mechanically extend present transportation facilities into, through, and about the Study Area.

- b. Limitations of Present Street System. The efficiency of the present street and highway system is being seriously impaired by the trend toward extensive strip commercial development, indiscriminate mixing of local traffic with through traffic, numerous at-grade street intersections, and no control of access to public rights-of-way. For example, the State Road Department concludes from the 1962 St. Petersburg Urban Area Transportation Study that the present street system in the St. Petersburg area cannot provide the traffic service that is or will be required by the design year 1985 and will, therefore, require the development of a system of freeways and expressways. (11)

In addition, insufficient consideration has been given to the special role and operational characteristics of public and private inter/intra city bus services in the design and construction of trafficways and terminal facilities, thereby affecting the quality and quantity of the service available to the people residing in the Study Area.

Finally, the efficient movement of goods by the inter/intra city trucking industry demands appropriate consideration of their operational and terminal facility needs in relation to the trafficway network and possible points of interchange within the Study Area.

- c. St. Petersburg-Clearwater International Airport. A substantial share of the future development in the Study Area must be based upon the fact that the International Airport is there. This relationship up to the present has existed in the nature of an informal public recognition; in the future, it should be more fully recognized in the form of public policy if a proper land development pattern is to emerge. The full long-range value of the airport facility could be lost through improper development of surrounding properties.

In addition, the existence of the airport in the Study Area also means that certain conventional land activities (principally residential uses) are not compatible with the primary user, the airplane. Aircraft engine noise and flight hazards associated with the glide path contribute to this conflict.

- d. Railroads. The Atlantic Coast Line and the Seaboard Airline Railroads represent a pioneer form of transportation in Pinellas County. However, because of the relatively fixed nature of the physical facilities, the railroads have experienced increasing difficulty in meeting the modern-day transportation requirements of the rail user in a rapidly urbanizing county.

Numerous highway and street crossings have been constructed at grade creating potential points of conflict between the highway vehicle and the trains.

Terminal facilities, designed, constructed and located to meet the needs of another era, are obsolete in terms of modern urban development requirements and patterns. Urbanized areas are becoming increasingly aware of the problems associated with rail movements on tracks which split the central community area at grade as in the cities of Clearwater, Largo, and Pinellas Park.

Many miles of trackage which once passed through rural lands must now compete with many other land activities such as residential, commercial, industrial and recreation activities for the best use of the land. Unless an economic use is made of the rail system and service, rising per track/mile maintenance and operating costs will eventually force the service to be either discontinued or substantially reduced in quality.

- e. Waterways. The major navigable waterway related to the Study Area is the Intracoastal Waterway which is maintained by the U. S. Government through the Army corps of Engineers and Coast Guard for commercial and private pleasure watercraft users.

The Cross Bayou Canal, although presenting significant waterway potentials, is presently navigable for small craft only at its terminal ends. In its present state, little use can be made of the Canal for boating, fishing, or other waterway-related activities.

2. Opportunities:

- a. Trafficways. Recent transportation system planning-- including the extension of U. S. Interstate Highway 4 into and through the Study Area to a connection with the Sunshine Skyway (U. S. 19) and the design of a proposed highway network based upon the 1962 St. Petersburg Area Transportation Study--demonstrates the opportunity that is now present. Proposed points of expressway interchange with the local street system, relationship between the emerging urban centers and major air, highway, and rail terminals, and local community needs within the Study Area all point to the inter-relationship of the transportation modes. They also point to the opportunities to enhance the proposed circulation pattern in the Study Area. For example, rapid transit ways can be provided as an integral part of the proposed highway network through appropriate design and utilization of the traffic divider strips or other reserved area within the highway right-of-way. Also, appropriate off-street auto parking areas can be so located as to provide convenient interchange from the auto to the rapid transit vehicle and vice versa.

- b. Airport. The land and improvements at St. Petersburg-Clearwater International Airport and attendant facilities (such as the improved Roosevelt Boulevard and the industrial park-golf course-marina complex) represent one of the most sizeable single investments of public funds in Pinellas County. Since not only local funds but Federal funds as well are involved in these projects, it is incumbent upon all governing officials within Pinellas County to protect and enhance this investment--trust to the fullest extent possible.

Recognition of the St. Petersburg-Clearwater International Airport as one of the major airport facilities of the Florida West Coast, complementing the services now being

provided at Tampa International Airport in Hillsborough County as well as meeting the specialized needs of Pinellas County, supports the expectation of long-term economic benefits. These benefits have and will continue to contribute over time to improving the immediate county and region's economic position. Hence, the opportunity exists to maintain the present facility in a state of readiness to meet the air needs of an expanding economy. Also, if proper planning is conducted and implemented, the airport's strategic location can be an important benefit toward improving the development potential of adjacent properties.

Existence of St. Petersburg-Clearwater International Airport in the Study Area also means that certain conventional land activities (principally residential) are not compatible with the use of the airport. Aircraft noise and hazards contribute to this conflict. Based upon research conducted on a national level, the magnitude and extent of such adverse factors can be determined. If early action is taken to guide the development of properties around the airport, the influence of such factors on the over-all pattern can be minimized.

- c. Railroads. The proposed merger of the Atlantic Coast Line and Seaboard Airline Railroads presents an excellent opportunity to consider the removal of the SAL trackage from Belleair to the SAL's railroad bridge in Seminole, with the abandoned right-of-way used for an improved north-south controlled access highway route through Largo and the entire Seminole area. Such an improved arterial would substantially relieve the present traffic load on U. S. Highway 19-A, and should be adequate to meet future traffic volumes in this area. An alternate opportunity also exists to consider the use of sections of the existing railroad network to accommodate possible future rapid transit service needs.

In addition, all or portions of the SAL right-of-way in the City of St. Petersburg might provide an appropriate alignment for the proposed beach freeway loop route.

- d. Waterways. The opportunity which exists to provide a navigable waterway in connection with the Cross Bayou Canal improvement

project is clearly recognized in the research consultants' report to the Board of County Commissioners. The report states:

"In addition to the value of green belt and scenic highway development (proposed by the Pinellas Planning Council) is the increasing demand for navigable waterways for pleasure craft operation. Pinellas County, along with other Florida counties, is experiencing a major boom in boating. Access to the bays and Gulf is a continuous problem. Cross Bayou could afford accessibility from numerous points across the County, while, simultaneously, affording safe boating water under the most abnormal weather conditions." (12)

This report also points out the relationship of the Cross Bayou Canal area to the Intracoastal Waterway and Tampa Bay ship channels which affords an opportunity for the development of certain specialized industrial sites requiring the use of the waterways for the transport of raw materials and/or processed goods. The completion of the Cross Florida Barge Canal could also add to the desirability of a Cross Bayou area location. The report states:

"Due to the national scarcity of port-oriented land for industrial development in close proximity to major metropolitan areas, the feasibility of such an endeavor is greatly strengthened.....of particular interest to manufacturers and processors is the accessibility of the Cross Bayou area for the transport of barged raw materials. Generally, it has been found to be of greater economic advantage to import bulk raw materials for upgrading or fabrication, particularly into a vast and growing consumer market area, such as

exists in Pinellas County and its adjacent trade area." (13)

- e. Guidelines for Future Development. Steps necessary to meet the challenge of today's transportation and land development opportunities for the Pinellas County of tomorrow include:
- (1) Appropriate modifications or additions to existing zoning and subdivision regulations;
 - (2) Coordination of local, county and state planning and construction programs;
 - (3) Possible establishment of a transportation authority to ensure the acquisition of rights-of-way and construction of expressways, terminal facilities, and transit facilities as required;
 - (4) Establishment of guidelines to encourage the development of coordinated commercial and industrial centers; and
 - (5) Adoption of similar guidelines to govern future growth and development on a county-wide basis.

D. Community Function and Identity

1. Problem:

- a. Emerging Communities. The Study Area contains a number of emerging urbanizing communities--such as Seminole, Bay Pines, Seminole Park, Pinellas Park, Kenneth City, Lealman and High Point. Each of these communities, whether incorporated or unincorporated, is being caught up in the urbanization squeeze created by the rapidly expanding Clearwater-Largo urban area and the City of St. Petersburg. Residents in these areas have expressed concern about their image and the effect that lack of sufficient public open space, adequate storm drainage, paved streets and sidewalks, lack of community focal points, and the high residential vacancy rates found in some sections have upon their image. There is also concern expressed about the monotony of subdivision design, utility placement and landscaping--or the lack of it--of both public and private lands.

b. Lack of Public Guidelines. The impact of growth proceeding without clearly defined public guidelines or policies is outlined below:

- (1) Development is overly extended in shallow bands or strips; depth of development has not been encouraged through proper location of public improvements such as streets, schools, parks, and open space and appropriate controls such as water and sewer agreements, municipal water connections, zoning and subdivision regulations.
- (2) Streets have been extended and improved without relationship to their ultimate function and design; this points up the basic need for an overall County-wide road plan that relates individual improvements to a street and highway network. The Pinellas County Road Plan adopted in 1963 has served as a point of beginning; however, the Plan should be restudied and modified in light of the County-wide continuing comprehensive planning program of which this Study is a part.
- (3) Areas of substandard conditions have developed; inadequate control over development of certain improvements such as street paving, water and sanitary sewers has contributed to substandard conditions in several neighborhoods within the Study Area.
- (4) Community amenities have been overlooked in many developments in the Study Area; the fragmented and uncoordinated developments which presently exist generally afford a bare minimum of amenities such as well-located schools, parks, open spaces, community center areas, street trees and lighting, sidewalks, attractive commercial areas, and a pleasing as well as functional street pattern. The long-term stability of properties is in jeopardy when these amenities are not provided.

2. Opportunities:

a. Community-wide Coordination. As an area of Pinellas County in which rapid and relatively complete urbanization can be expected to continue, the need for the public and private sectors of the economy to work together is imperative. Through development techniques--coupled with improved subdivision and zoning controls and code enforcement--local communities can substantially improve their image and identity. County government can provide research and advisory services to such communities and, at the same time, serve to ensure that logical county-wide minimum standards are developed and maintained. The need for coordination becomes readily apparent in the following paragraphs.

b. Community Facilities and Services. The supply of usable land for urban development is rapidly diminishing in Pinellas County. In 1960, approximately 45 percent of the county was defined as "urbanized". Study of recent county development patterns indicates that the "urbanized" area in 1966 constitutes 50 to 55 percent. The Study Area is strategically located with respect to the demand for land to serve a rapidly expanding urban county. The following paragraphs identify some of the major demands for this land and underscore the need and opportunity for establishing public development goals and direction at the earliest possible date.

- (1) Utilities. The ability of the Study Area to meet the expected future urban population and land activity needs is in a large measure directly related to the extent to which the basic public utilities such as storm drains, potable water, sanitary sewers, gas, electricity, and telephone services are planned for and provided. The opportunity exists now to provide such services to the present and potential future development, building upon facilities presently in place or proposed for installation, provided a comprehensive development plan and statement of public goals is forthcoming which can serve to coordinate the necessary programming and installation by the many agencies involved.

The opportunity exists to develop a comprehensive approach to the design and construction of sanitary sewer service districts which take advantage of the natural drainage basins identified by Pinellas County and for which appropriate legal authority has been established. These same basins could also serve as a logical base for the study, design, and construction of functional storm drainage systems.

By capitalizing upon these opportunities to ensure a functional system of public utilities for future population of the Study Area, interrelated benefits may be realized. For example, recent efforts by Pinellas County to provide certain rapidly developing urban sectors of the Study Area with sanitary sewers have at the same time brought about a reduction of the pollution problem in lakes and ponds adjacent to such areas. Programs to control mosquito breeding may also benefit through such an improvement program. And finally, more usable land is made available for urban development which, at the same time, enhances the value of the land and its ultimate contribution to the County's valuation base.

(2) Open Space and Recreation. In addition to serving the Mid-County area as a drainageway, the Cross Bayou Canal has been envisioned as a scenic corridor combining the Spanish March Parkway and Cross Bayou Waterway concepts into one comprehensive regional open-space and recreational concept. These concepts are illustrated on map number 7, located in Section V. The Pinellas Planning Council has identified the following benefits:

- (a) Well-developed and officially designated scenic road and parkways could provide a new source of resident and tourist recreation. As Pinellas County becomes increasingly urbanized, public recreation facilities will become more difficult and expensive to provide unless plans are now developed in anticipation of future demands and firm steps taken to implement the plans. Since tourist recreation is a bulwark of the local economy, it is imperative that these future needs be fully considered--including all aspects of 'pleasure driving'.
- (b) The large retirement population in the local community picture means that resident retirees have more time to devote to pleasurable activities, including pleasure driving. Close-at-hand scenic roads and parkways could provide another recreational outlet for this segment of the population.
- (c) Owing to the unique geographic position of Pinellas County--with water bounding on three sides--there is a potential opportunity through the proposed road program to control and enhance the appearance of the highway approaches to the County and to provide a relatively unique experience for motorists crossing Pinellas County's boundaries.

A favorable impression given to motorists coming from other points in Florida and the United States should firmly implant a lasting and memorable picture of the unique characteristics of Pinellas County. For example, scenic road and parkway developments in Pinellas County should particularly

attempt to include or connect in with the causeway entrances to Pinellas County and provide a corridor for the visual transition by motorists from the open bays into the otherwise intensively developed and highly urbanized sections of the County. If this transition is not provided for by scenic road and parkway improvements, tourists and residents alike could lose the impression of Pinellas County's unique features and desirability as a place to live and enjoy life.

- (d) Certain recreation areas along the existing causeway approaches to Pinellas County are in dire need of improvement. In fact, the area adjacent to some of the bridges along the causeway, where adequate off-street parking facilities have not been provided, are extremely hazardous to the flow of moving traffic. Improvement to both the recreational facilities and the program for scenic roads would substantially facilitate public enjoyment of the causeways and increase the traffic-carrying capabilities of the roadways.
- (e) There is a local need to provide improved roadway access to smaller community settlements, parks, historical places, and places of unusual cultural interest. For the most part, the existing major highway and arterial road system in Pinellas County takes motorists away from such points and into the more highly developed sections of the County. Properly located and developed scenic roads and parkways could aid in correcting this situation.
- (f) Proximity to open water has been one of the basic attractions of Pinellas County for residents and tourists alike. Most shoreline areas are in private ownership and have been largely developed for homesites and commercial activities. In future years, public access to an enjoyment of the remaining shoreline sections, including both fresh and salt water, will largely depend upon the degree of planning and public interest directed toward shoreline protection and acquisition.

The availability of Pinellas County shoreline to the public and feeling of openness have been definite features contributing to community and economic development and to the creation of a "romantic environment". In order for Pinellas County to retain this romantic quality, a scenic roads and parkways program could be extremely beneficial." (14)

The research consultants report to the Board of County Commissioners also emphasizes the opportunity for development of the Cross Bayou Canal Area as a major recreation facility. The report states:

"It is within the province of recreational uses that Cross Bayou offers its greatest benefit potential. Multi-use recreational uses including scenic highway routes, green belt passive park areas, boat launching and navigable water for small craft operation are basically sufficient justification for the project in itself." (15)

The City of Pinellas Park in its comprehensive development plan study, has identified the need for additional recreation and open space areas in the vicinity of the Cross Bayou Canal to serve both present and future residents of the community. In addition, the Spanish March Parkway concept, if developed as indicated by the Florida State Road Department, would provide the necessary access to the Canal area for development of such a recreation-scenic parkway. In this multi-purpose project would be found the advantages of better drainage, increased land availability and value, and a navigable waterway and sheltered boat moorings coupled with scenic vistas, attractive recreational site groupings, and an historically oriented roadway for the automobile with connecting pathways for the pedestrian, bicyclist, and horseback rider.

As indicated in the previous quotation from the report of the Pinellas Planning Council, there remains in the Mid-County Study Area a section of undeveloped coastline and approach causeways on Tampa Bay that affords an opportunity to develop within this area of Pinellas County a regional, public, water-oriented open space of appropriate size that is or could be relatively accessible to the residents of the present and

(14) Op. Cit., Pinellas Planning Council, pp. 1, 2.

(15) Op. Cit., Research Consultants, Inc., p. 11.

future urban areas of St. Petersburg, Clearwater, Pinellas Park, and other communities of Pinellas County.

The City of Clearwater in its 1962 Comprehensive Plan Report recognizes the importance of providing public park and open space on Tampa Bay. The City proposes a large park system along Allen's Creek from Belcher Road west to the Bay, a large park east of U. S. Highway 19 and south of Gulf-to-Bay Boulevard, and a parkway setting along Courtney Campbell Parkway adjacent to Tampa Bay. (16) The Spanish March Parkway concept recognizes and incorporates the Clearwater proposals into the overall county-wide development plan.

The Tampa Bay Regional Planning Council, in its report on regional open space and recreational needs, recognized two major potential regional recreation and open space areas within the Study Area. They are the Sawgrass Lake area and the Sand Key area. The City of St. Petersburg has only recently completed a survey of outdoor recreation facilities which pointed up the shortage of golf course facilities to meet anticipated future local resident and tourist needs. One 18-27 hole golf course occupying a 160-acre site is called for in the study. The Sawgrass Lake area and the Bay Pines Veterans Administration's excess acreage have been mentioned as possible locations for such a facility. Recent activity concerning the acquisition of Sand Key for public park purposes emphasizes the importance of considering public recreational and open space needs well in advance of demand. Sand Key is the last large (approximately 165 acres) undeveloped beach area readily accessible by automobile to residents of the Mid-County Study Area. Study is currently being given by Pinellas County to the present and future development of county-owned lands in the McKay Creek drainage basin commonly referred to as the Walsingham Reservoir. Plans include consideration of the needs of the Suncoast Botanical Gardens, a 60-acre garden which has been under development by the Pinellas County Horticulture Club since 1959. In addition, Pinellas County officials have also considered the creation of a 380-acre Nature Park in conjunction with the Botanical Gardens. This proposed facility would include bicycle and foot trails, bridle paths, and an elevated swamp walk, appropriately located among three lakes which would be used for

(16) Clearwater, Florida, Comprehensive Plan, prepared by the City Zoning and Planning Board and Harland Bartholomew and Associates, Atlanta, Georgia, October, 1962. Plate No. 17, Page 36.

all types of motorless craft. With improved north-south highway access to this section of the Study Area, such a facility could adequately serve the entire County population. A recently published feasibility study of the Walsingham Reservoir Area for the Board of County Commissioners highlights the need and opportunity. (17)

The report recommends that although the tract does not have the prerequisites necessary for a creditable nature center in terms of cost-benefit considerations, it should be developed as a watershed and wildlife reserve, natural open space and limited nature park, privately operated and controlled botanical garden, and outdoor laboratory for the agricultural center.

With the recent completion of the Ulmerton-Walsingham major trafficway from Interstate Highway 4 to the Gulf Beaches and the resultant improvement of access to Taylor/Ridgecrest Parks, the opportunity now exists to ensure that this combined 145 acres of public park area will adequately serve both the surrounding neighborhoods and more distant areas. Considerable work has already been accomplished in both park areas by Pinellas County. Plans for development of Lake Seminole Park, a new 107-acre park located on the southeastern shore of Lake Seminole, are also being carried out by Pinellas County. Plans call for the development of boat launching facilities and a series of natural ponds in a natural-state park setting. Expansion of this site along the entire eastern shore of Lake Seminole could provide park and open space needs of future populations in the Study Area provided improved highway access is developed.

Expansion of the recreational facilities at the St. Petersburg-Clearwater International Airport is indicated as the opportunities increase to serve the traveling air-minded businessmen as well as making use of lands necessarily retained in a relatively open state to ensure adequate protection to the operating aircraft. In addition, space will be required to provide facilities and services catering to the flying executive and other industry-oriented personnel including motels, restaurants, clubs, convention and/or conference facilities, and other related activities. The opportunity exists now to consider the acquisition of such

(17) Study and Recommendations - Walsingham Reservoir Area, Pinellas County, Florida, National Audubon Society, Nature Centers Division, New York, New York. March 4, 1966. P. 3.

additional undeveloped land for open space and recreation purposes.

3. Institutions - Educational and Governmental, Preliminary development studies for the City of Pinellas Park include reference to the need for a new senior high school facility to meet school enrollments anticipated for Pinellas Park and its surrounding urban area. Pinellas County School System officials, anticipating this educational need in the area south of Ulmerton Road to Pinellas Park, are currently reviewing the problem of location so that the facility, when established, will most advantageously serve the anticipated future residential population in this section of Pinellas County. Plans for a proposed central administrative center for Pinellas County Junior College System involve the acquisition of land in the Study Area since it is readily accessible from all points in the County. School officials indicate that such a facility is desirable in order to most adequately serve the present and future needs of the expanding Junior College program. A ten-acre tract of land, located at 86th Avenue and 66th Street North near Pinellas Park, has recently been acquired by the Board of Public Education for the construction of such a center. Officials also envision the need to establish a fourth Junior College facility in Pinellas County. Serious consideration is being given to locating such a facility in the Mid-County Study Area in order to meet the future educational needs of this rapidly expanding area.

School officials are also moving ahead with plans for expansion of the Pinellas County Technical Education Center in the High Point section of the Study Area. Current expansion plans will increase the capacity from 500 students to 1,000 students. Consolidation of various vocational training and Manpower Development Training Act (MDTA) programs will also be consolidated at the Center under the expansion program of the Pinellas County Board of Public Instruction. School officials are planning for a continued long-range expansion and development program for this growing educational complex.

The Pinellas County Board of Commissioners has acquired the excess U. S. Government acreage at the Bay Pines Veterans Administration Center for public use and enjoyment. This acreage includes 137 acres of uplands and 243 acres of submerged land or a total of 380 acres. County school and health department officials are considering the use of portions of this acreage for possible new school and medical center sites. Additional portions of the acreage could be developed for public open space and recreation purposes.

In the City of Pinellas Park, plans were recently completed for the construction of a new facility by the Pinellas County Society for Crippled Children and Adults, Incorporated. Such semi-public facilities are taking advantage of the opportunities which now exist to acquire sites which are now or will be readily accessible

to the public from all points in the county.

Preliminary development plans for a Pinellas County Juvenile Detention Home on a ten-acre tract of land adjacent to the St. Petersburg-Clearwater International Airport complex have recently been reviewed by the Board of County Commissioners for possible construction in the near future. The facility will provide housing, classrooms, a chapel, and numerous indoor and outdoor recreation facilities.

4. Industry. The Mid-County/Cross Bayou Canal Study Area contains the largest area zoned for industry to be found in Pinellas County; this area extends from the Atlantic Coastline Railroad on the west to Roosevelt Boulevard on the east and from Taylor Road extended to the International Airport on the north to 102nd Avenue North on the south. This industrially zoned area contains approximately 15 square miles, or 9,600 acres of land. Since 1945, a number of industrial firms, including the large General Electric and Minneapolis-Honeywell plants, have located in this extensive area and now utilize approximately two square miles, or 1,280 acres of land. Thus, despite continued efforts to encourage the location of industry in this extensive Mid-County industrial zone, approximately 13 square miles, or 8,320 acres of undeveloped land remain. Mounting pressure to place these large undeveloped tracts of land in production for a variety of purposes other than industrial emphasizes the importance of understanding the existing land development and zoning patterns in relation to desired future land development goals and objectives. Factors bearing on these relationships are discussed in the following paragraphs.

As previously mentioned, Pinellas County has encouraged the development of an industrial park complex at the International Airport. Every opportunity should be taken to enhance the quality and quantity of airport-oriented facilities and space needs to meet a steadily growing demand. Fly-in airparks eliminate the time-consuming delays of the businessman in getting from his office to the customer's office and provide a landing field right at the front door of his plant. Such airpark sites are particularly attractive to manufacturers of light, high value products (such as electronic components) that can be shipped by air, and to construction and research firms whose high-salaried officials must often travel. Then, too, there is the opportunity to develop water-oriented industrial sites adjacent to the Tampa Bay outlet of the Cross Bayou Canal as a part of the airport's industrial complex. However, the feasibility report prepared by Research Consultants, Incorporated, concludes that, unless it can be demonstrated that water-related industry will require the use of Cross Bayou Canal, the cost to improve the entire Canal for commercial barge

traffic could not be justified. As mentioned previously, further study along this line is expected by the U. S. Army Corps of Engineers in the near future.

In addition, with improved limited access trafficways and railroad extensions in the Study Area and throughout the County, the Study Area could serve as a regional distribution point for foodstuffs, drugs, and other types of merchandise requiring extensive terminal storage and handling facilities.

Another opportunity includes the development of planned industrial parks or districts. Increasing interest in the provision of such facilities in the Study Area has been evidenced with the announcement of plans to develop the 75-acre Diversified Industrial Park and the 154-acre Knollwood Industrial Park on lands located on Bryan Dairy Road, Starkey Road and 66th Street North and in the vicinity of the General Electric plant. Other industrial park sites have been developed on the Walsingham-Ulmerton Road east of U. S. Highway 19. The opportunity now exists to improve both rail and highway access to these emerging industrial park areas.

At the western end of Cross Bayou Canal, other opportunities for industrial development appear to be emerging. With the recent County and State action to improve the Seminole vehicular bridge across the Long Bayou and possible elimination of the Seaboard Airline Railroad bridge, access to the upper reaches of the Canal will be possible. Plans for the development of a 99-acre site located west of the reconstructed Park Street-Starkey Road arterial and north of the Seaboard Airline Railroad trackage, for a water-rail-highway oriented industrial park are nearing completion. This development would all relate to the existing industrial grouping located directly adjacent to the railroad trackage.

5. Commerce. The Mid-County/Cross Bayou Canal Study Area contains a great variety and mixture of retail, wholesale, and service businesses which, as a result of established zoning patterns in both incorporated and unincorporated areas, have been encouraged for the most part to locate indiscriminately along the major arterial highways. However, apart from the present strip development nature of much of the commercial activity, efforts are being made to encourage the grouping and centralizing of such activities whenever possible. In addition to efforts made by the traditional central business districts throughout the Study Area to improve their economic position, a number of new commercial centers are being developed to serve an expanding market. They include the 39-acre regional Tri-City Shopping Plaza at the northwest corner of U. S. Highway 19 and East Bay Drive; a proposed regional shopping complex of 49 acres at the southwest corner of U. S. Highway 19 and Park Boulevard; a proposed community shopping center of ten acres at the northwest corner of 66th Street North and Park Boulevard; the recently opened 40-acre Seminole Shopping Center

west of Alternate U. S. Highway 19 or 78th Street; the rapidly expanding Crossroads Regional Shopping Center at the intersection of 66th Street North and Tyrone Boulevard in St. Petersburg, the Winston Plaza Shopping Center on 9th Street North at 80th Avenue North, and a number of large additions to the growing regional commercial complexes on Missouri Avenue north of Largo. Numerous commercial centers have also been developed in recent years within the major cities and towns.

6. Housing. The Mid-County/Cross Bayou Canal Study Area contains a broad range of housing types and conditions; from scattered rural structures served by septic tanks and dirt roads to the modern, highrise apartment buildings containing shops, parking, and recreation facilities in or conveniently adjacent to the structure. Housing is required for the working man and his family, whether his place of employment is in Pinellas County or in an adjacent county within the region; for the retired man and his wife; and for the visitor from other parts of the state and nation, whether his reason for the visit be pleasure or business. Housing areas should be provided, where appropriate, to meet this broad range of present and potential future need, including locations convenient to the gateway approaches to Pinellas County and locations convenient to major recreation areas. The opportunity now exists to provide guidelines to ensure that these housing needs are fulfilled as required.

Pockets of sub-standard housing and other evidence of urban blight are also found in the Study Area. They include the Baskin's Corner-Danville area (in Sub-area 2), portions of the Lealman area east of Pinellas Park (in Sub-area 5), portions of the High Point area (in Sub-area 6), and portions of the St. Petersburg area (in Sub-area 7). According to the 1960 Census of Population and Housing, these pockets of sub-standard housing (excluding those located within the limits of St. Petersburg) contained a total of 1,209 sub-standard units of which 955 were deteriorating housing through local housing authorities of the County and the cities established under Chapter 421 of the Florida Statutes as amended in 1963, working together with local County and city officials to upgrade and enforce the necessary uniform building and housing codes. In addition, the opportunity exists through federal aid programs administered by the Housing and Urban Development Agency and the Public Housing Administration to provide standard low cost public housing in areas where the private building industry cannot meet the total need.

Only a limited supply of land remains in Pinellas County. The Study Area contains a sizable portion of this limited supply. However, the need for land for housing must be balanced against the need throughout the County for commercial, industrial, recreational, open space, and other land activities. The opportunity now exists to ensure that future housing areas are properly related to the present and future transportation network in order to serve both county and regional needs.

Although existing developments such as those previously identified have to be recognized in the preparation of long-range development plans and programs for the Study Area, such recognition should not preclude the design and implementation of proposals required to enhance the overall development potential of the area. Therefore, in the next section of this report, a closer look is given to the general features of the Study Area's emerging development patterns.

E. Area Function and Development Direction

1. Problem:

- a. Dual Function. The Study Area presently serves at least two distinct and major functions. In general, the Study Area serves (1) all of Pinellas County and the larger regional population as a major employment center, as a focal point for specialized airport facilities and services, as an area through which the principal highways and railroad lines have been extended, and as a major recreation and beach resort area; and (2) the local Mid-County population as a place of employment, a place of residence, and a place in which the amenities of urban living can be found. Industrial activities, ranging from the excavation of fill materials and dairy farming to space-age research and electronic systems development, are generally scattered throughout the Study Area. The area presently contains a growing number of residential areas served by and sometimes intermixed with a broad range of commercial activities. These areas are often separated by large tracts of undeveloped land. Airport activities, although steady, are plagued by mounting pressures from the surrounding, growing urban areas to forfeit surrounding open space which is necessary for safe aircraft operations as well as for community safety and noise buffering purposes. Major recreation potentials have not yet been fully explored or developed. Gulf Beach areas are becoming increasingly concerned about the loss of major beach sections through erosion, the lack of public access to the beaches, and the resultant decrease in attraction to tourists and residents alike.

THE DUAL FUNCTION OF THE STUDY AREA

THE STUDY AREA SERVES ALL OF
PINELLAS COUNTY AND THE REGIONAL
POPULATION AS...

- * A MAJOR EMPLOYMENT CENTER
- * A FOCAL POINT FOR SPECIALIZED AIRPORT FACILITIES AND SERVICES
- * AN AREA THROUGH WHICH THE MAJOR TRANSPORTATION NETWORK EXTENDS
- * A MAJOR RECREATION AND BEACH RESORT AREA



THE STUDY AREA SERVES THE LOCAL MID-COUNTY
POPULATION AS...

- * A PLACE OF EMPLOYMENT
- * A PLACE OF RESIDENCE
- * A PLACE IN WHICH THE AMENITIES OF URBAN LIVING CAN BE FOUND BY THE PRESENT AND FUTURE GENERATIONS

As an area in which to live, work, and play, the Study Area and its sub-areas are relatively uncoordinated. The unimproved Cross Bayou Canal drainage area, the limited highway network, and the lack of meaningful community identity all contribute to this problem.

2. Opportunity:

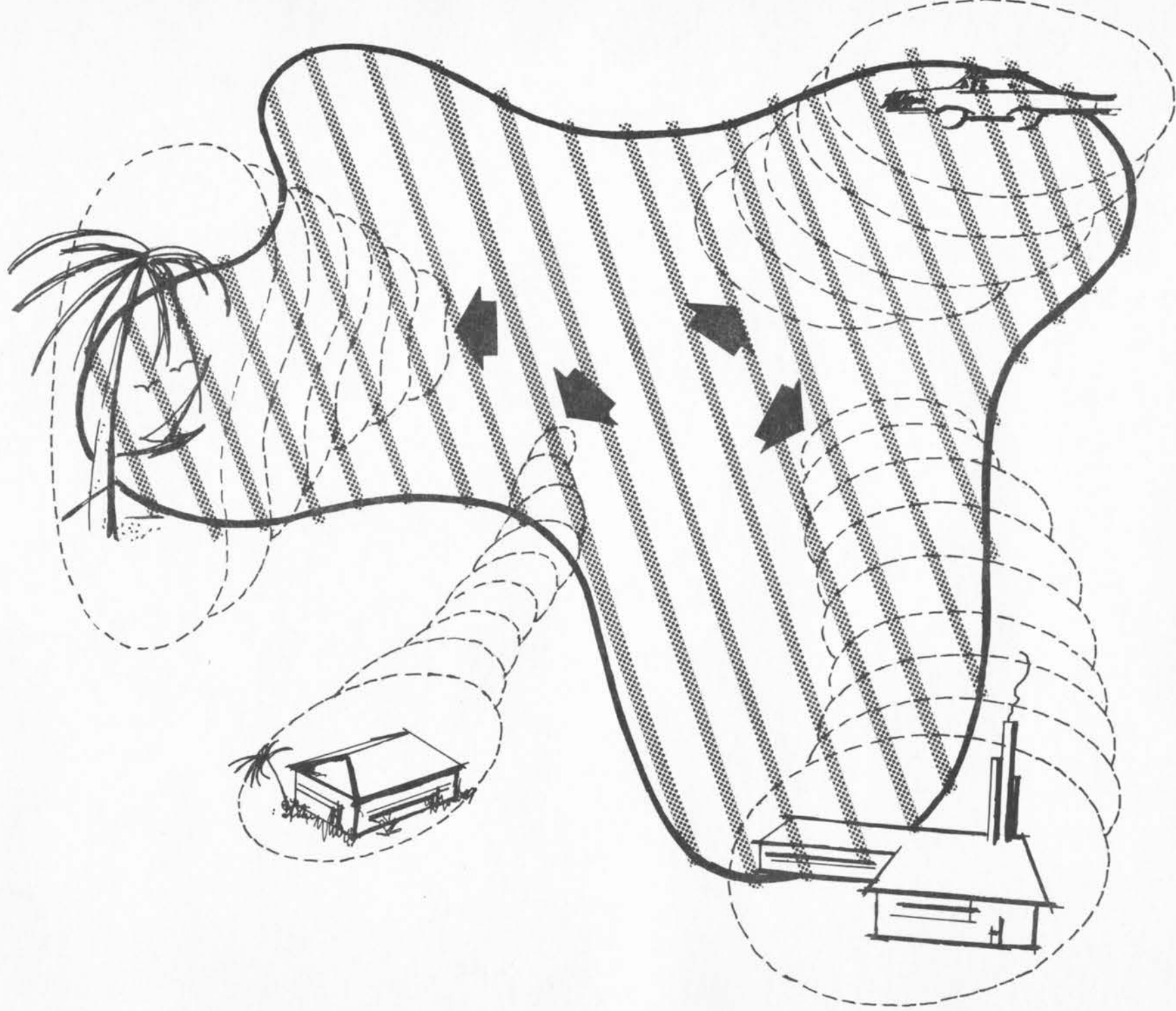
- a. Determining Development Direction. As the urbanizing process continues to spread development into the Mid-County area, the need for determining the direction and extent of that development is apparent. The opportunity to do so exists now. The following steps could be taken to ensure the realization of goals envisioned as necessary to properly coordinate growth in the Mid-County/Cross Bayou Canal Study Area:
 - (1) Development of a multipurpose program for the improvement of the Cross Bayou Canal area as an improved drainage system; as a public recreation area complete with facilities for boating and enjoyment of open space; as a scenic parkway in keeping with the Spanish March Parkway proposal with vehicular routes, riding trails and footpaths provided; and as a navigable waterway and shelter area for pleasure boats with attendant marina services and facilities.
 - (2) Development of programs for the acquisition of additional public open space along the shores of Old Tampa Bay both to the north and south of St. Petersburg-Clearwater International Airport, the retention of open spaces along proposed limited access routes in accordance with highway beautification plans and programs, and the conservation of the east shore of Lake Seminole as public open space.
 - (3) Development of comprehensive study and action programs designed to identify and correct, through artificial nourishment where necessary, the Gulf beach frontages subject to erosion or which are otherwise becoming inaccessible to or unusable by the general public. Establishment of corridors for all major highway, rail, and air systems in accordance with local community and county-wide needs, and supported by the urban transportation planning studies being carried out under the Federal-Aid Highway Act of 1962.

- (4) Development and/or modification of existing implementing regulations--such as zoning, subdivision, and other codes--to ensure that the Study Area development concepts are encouraged through consistent day-to-day decisions and actions.
- (5) Development of the necessary financial tools, such as capital improvement programming and budgeting, to ensure that the necessary real estate and physical facilities can be acquired and constructed, as needed.
- (6) Establishment of a transportation authority to provide a means to acquire rights-of-way, construct and fund necessary roads, terminal facilities, and transit facilities, as required, in order to provide certain services which will be required by the horizon year population.

F. Problems and Opportunities of Growth--Their Implications

The Mid-County/Cross Bayou Canal Study Area is rapidly becoming the focal point for urbanization in Pinellas County. The ever-increasing demand for this land calls for the expansion of transportation facilities to serve the area, improved drainage and flood control measures to ensure that sufficient land is readied for development, recognition and enhancement of existing community amenities for public benefit and enjoyment, and the anticipated provision of the required community facilities and services in a businesslike manner.

Urban growth and expansion is inevitable in the Mid-County/Cross Bayou Canal Study Area. The question is: What can we do to maximize the opportunities and minimize the problems? The following Section V attempts to identify the emerging development patterns and suggest a course of action.



**emerging
patterns**

Section V. EMERGING PATTERNS IN THE MID-COUNTY/CROSS BAYOU CANAL STUDY AREA

The concluding section of this Area Study deals with the emerging physical development patterns. These patterns have been projected based upon the past, present, and anticipated future development trends and problems and opportunities as outlined in the previous sections. The following paragraphs deal first with certain basic assumptions concerning the Study Area; second, with a description of the emerging patterns; and, third, with the implementation of the development concepts.

A. Assumptions

1. The emerging patterns identified in this section of the report are an attempt to translate into both written and graphic form a physical arrangement of future development in the Study Area, minimizing or eliminating existing problems and capitalizing upon the opportunities outlined in the previous section.
2. The "emerging patterns" a/ reflect the expectation that full development will take place in the Study Area by the "horizon year". b/ It is recognized that the actual timing of this area's development will be related to the county-wide development planning policies and programs, which are still to be determined, and estimates of future population and land activities needs projected by five-year increments over a 20-year forecast period.
3. The emerging patterns are intended to represent, in a logical manner, a demonstrated need for or relationship between land activities within or adjacent to the Study Area. These patterns should later be evaluated in terms of the county-wide development studies and programs.

B. Emerging Patterns

The expanding urban centers of Clearwater-Largo in the northern sector of the Study Area and St. Petersburg in the southern sector focus attention on the role that the Study Area will play in meeting future growth pressures created by these two centers; pressures that can appropriately be met through major improvement of the Cross Bayou drainage system and the systematic application of land development guides and regulations. The major emerging patterns are summarized below and illustrated on the map inside the back cover.

a/ "Emerging patterns" is the term used to describe the urban development trends and characteristics of the Study Area which might be expected to emerge over time and under certain conditions.

b/ "Horizon year" is the term used to describe that point in time when full urbanization or utilization of land will be realized within the Study Area.

1. Transportation Patterns:

- (a) Extension of U. S. Interstate Highway 4 into and through the City of St. Petersburg to the Sunshine Skyway as a high-speed, limited access, grade-separated facility.
- (b) Implementation of the Florida State Road Department's 1962 St. Petersburg Area Transportation Study recommendations for (1) a high-speed, limited access, grade-separated highway facility connecting the City of St. Petersburg with the Clearwater-Largo urban area, and (2) a high-speed, limited access, grade-separated facility extending from Gandy Bridge westward along a 62nd Avenue North/70th Street North alignment, forming a loop route with a proposed central St. Petersburg-Treasure Island limited access freeway across the southern section of the Study Area.
- (c) Abandonment of the Seaboard Airline Railroad's right-of-way from Clearwater to the south side of the railroad bridge at Seminole and the reuse of portions of the abandoned right-of-way for a high-speed, controlled access major arterial route to provide improved access to the Gulf beaches as well as to the rapidly growing Seminole area. Also possible abandonment of the Seaboard Airline Railroad's right-of-way from 34th Street South (U. S. Highway 19) west to the vicinity of 13th Avenue North and the reuse of portions of the abandoned right-of-way for the high speed freeway proposed to connect central St. Petersburg with Treasure Island on the Gulf Beaches.
- (d) The provision of property access controls along the Walsingham-Ulmerton Road and Roosevelt Boulevard east of U. S. Highway 19 by establishing appropriate design standards and review procedures for new developments along the route.
- (e) The improvement and extension of 102nd Avenue North as a high-speed, controlled access major arterial from its connection with the proposed Bayshore Boulevard on the west, through the Seminole/Lake Seminole/Seminole Park area on an intersecting alignment with Bryan Dairy Road and realigning with 102nd Avenue North east of U. S. Highway 19, and ultimately connecting into Roosevelt Boulevard on the eastern perimeter of the Study Area.
- (f) The development of the Bayshore Boulevard alignment from 102nd Avenue North, to 78th Avenue North, as a controlled access road; and its extension south to an intersection with Duhme Road at approximately 54th Avenue North.
- (g) The extension of Park Boulevard-78th Avenue North, westward across the Intracoastal Waterway to Gulf Boulevard in the town of Indian Rocks Beach South Shore.
- (h) The improvement of Gulf Boulevard to appropriate arterial design standards through the Gulf beach communities.
- (i) Realignment of the Atlantic Coast Line Railroad's trackage from a point north of Pinellas Park along the proposed north-south freeway and the proposed St. Petersburg loop freeway routes and reconnecting with the existing Seaboard Airline Railroad and Atlantic Coast Line Railroad trackage in the St. Petersburg urban area.

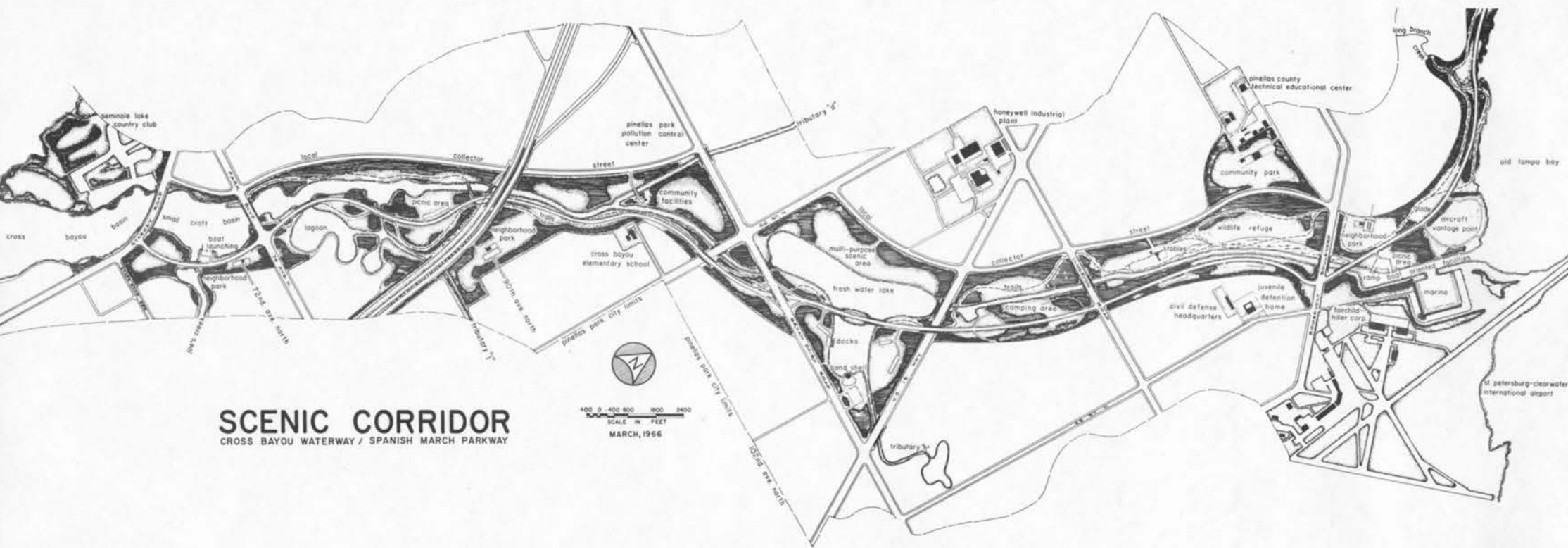
- (j) Retention and improvement of the St. Petersburg-Clearwater International Airport complex in anticipation of an increasing demand for airpark-oriented industrial sites, a steady rise in general aviation activities and an increased use of private, jet-powered aircraft. This will necessitate preservation of clear zones and approach zones for open or low-intensity land uses. Phasing of this airport back into service for use by commercial air carriers is ultimately anticipated as the volume of air traffic increases in the Tampa Bay area and as this traffic becomes more specialized in function.
- (k) Improvement of navigable channels at the eastern and western approaches to the Cross Bayou Waterway with a connection to the Intracoastal Waterway. Terminal facilities would be developed at the western end of the Cross Bayou Waterway for barge traffic.

2. Recreation and Open Space Pattern:

- (a) Improvement of the Cross Bayou Canal and Pinellas Park drainage basins and development of the Cross Bayou Waterway as a regional water-oriented open space, wildlife refuge, and scenic-historic parkway facility. Map number 7 illustrates these concepts. Connections would be provided to the proposed Tampa Bay and Allen's Creek park/recreation area.
- (b) Development of a unique scenic/recreation route along the shores of Tampa Bay from the Weedon Island/Papy's Bayou area northward to Gandy Boulevard and eventually to Fourth Street North.
- (c) Development of the Sawgrass Lake area westward along the proposed St. Petersburg expressway loop route with a possible connection to the Cross Bayou Waterway area.
- (d) Acquisition and development of Sand Key at Clearwater Pass as a major public recreation/open space area.
- (e) Expansion of the Taylor Park/Ridgecrest Park facilities and the development of a Botanical Gardens/Natural-state Park in the Walsingham Reservoir area in Seminole.
- (f) Acquisition and development of the excess acreage at Bay Pines Veterans Administration Center for public open space and recreational facilities; possible multiple use of this property for educational and health purposes.
- (g) The development of the major section of Lake Seminole's eastern shore for open space and public park and recreation purposes.
- (h) The retention and improvement of other existing open spaces as indicated.

3. Residential Pattern:

- (a) The residential pattern reflects the amount of land that would be required to house a horizon year population of from 555,000 to one million persons, depending upon the design and development densities encouraged and followed.



SCENIC CORRIDOR
 CROSS BAYOU WATERWAY / SPANISH MARCH PARKWAY



3. Residential Pattern (Continued)

- (b) The horizon year population would require the land indicated on the accompanying map for residential use in the Study Area. This area could accommodate 228,000 to 422,000 housing units, again depending upon design and development densities.
- (c) The Clearwater-Largo urban center will continue to develop to the east and south and experience relatively low population densities.
- (d) The Seminole area will continue to develop at medium population densities with emphasis upon housing for retirees, including mobile home parks and apartment
- (e) The Gulf beach communities will continue to provide a mix of low/medium/ and high density housing for both residents and transients.
- (f) The Seminole Park area will develop at low to medium densities.
- (g) The Pinellas Park area will continue to provide a mix of low/medium/high densities to meet the housing requirements of all age groups.
- (h) The St. Petersburg area will probably continue the present patterns of residential development with perhaps more emphasis upon higher density development in the northeastern area of the city.
- (i) The opportunity for planned community developments, which would encourage variety in housing design and densities, exists in presently undeveloped areas adjacent to the approaches to U. S. Interstate Highway 4 and Gandy Boulevard and the Cross Bayou Waterway.

4. Commercial Pattern:

- (a) Both existing major commercial centers and proposed centers are indicated on the emerging patterns graphic.
- (b) Encouragement should be given to the trend toward consolidation or grouping of retail and service commercial activities into coordinated centers to better serve neighborhood and community needs from strategic highway intersection points.
- (c) Further indiscriminate commercial development in strips along major trafficways should be discouraged through various design techniques and land use regulatory procedures. Existing strip commercial developments should be encouraged to consolidate through acquisition of additional land for business expansion and off-street parking facilities.

4. Commercial Pattern (Continued)

- (d) Land adjacent to commercial centers should be encouraged for higher density residential development in order to maximize market potentials of businesses.
- (e) Removal of railroad trackage in Pinellas Park and Largo would permit the orderly expansion of the central business districts in these two communities.
- (f) Appropriate locations for water-oriented commercial service activities should be encouraged in connection with proposed public water-oriented open spaces.

5. Industrial Pattern:

- (a) Improvement of the Cross Bayou Canal drainage basin and its tributaries will provide an opportunity to develop the lands north of the canal and at both ends of the canal for industrial park purposes. The relocation and/or extension of railroad trackage in the vicinity of the Tyrone Boulevard-Park Street intersection and northeast of the canal and Seminole Bridge, coupled with improved high-speed, limited access trafficways and possible waterway improvements, would provide a unique combination of transportation facilities for selected industries.
- (b) The proposed industrial park areas on the eastern perimeter of the Study Area could provide advantageous locations for county or regional distribution terminals and warehousing facilities requiring ready access to the major highway network.
- (c) The industrial airpark setting at the International Airport and adjacent to the Cross Bayou Waterway and Interstate Highway 4 provides another unique combination of transportation features to industries seeking such sites.
- (d) The industrial park area from the Cross Bayou Waterway north to the Ulmerton-Walsingham Road area could provide a potential location for industries requiring ready access to both the highway network and the railroad system. At the same time, this area could serve as a major transfer point for the railroad. Several major spur tracks should be extended from the ACL's main line into this emerging industrial complex.
- (e) The proposed industrial areas are especially appropriate for industrial development since such required utilities as water, gas, electricity, sanitary sewers, and storm drainage can be provided. In addition, the land is relatively level and, with improved drainage, the soils could support normal industrial structural loads without excessive foundation work.

C. Implementation

The "Emerging Patterns" concept for the Mid-County/Cross Bayou Canal Study Area, prepared on the basis of land use and major street and highway needs for a future population of 555,000 to one million persons, indicates that the Study Area is a prime

C. Implementation (Continued)

urban growth section of Pinellas County. A sizable segment of Pinellas County's population growth between now and 1985 should be residing in the area. There are several reasons for this projected growth:

- (1) Proximity of the Study Area to the emerging urban centers in the northern and southern sections of the county as well as to employment centers within Hillsborough County.
- (2) Availability of relatively large, undeveloped land areas in a rapidly urbanizing county.
- (3) Relationship of the Study Area to the Gulf of Mexico and Tampa Bay and their attendant recreational open space opportunities.
- (4) Interchange area for several major highways, railroads, a waterway, and airport activities.
- (5) Existence of necessary public utilities and services and plans to provide for future extensions.
- (6) Availability of public school facilities and plans for future additions.
- (7) First steps have been taken to eliminate drainage problems within the Study Area and particularly in the Cross Bayou Canal watershed area.
- (8) The limitations of the various soil types and conditions for profitable non-urban activity coupled with a rising demand for the use of the same land for urban activities.

D. Summary

The Study Area's developmental assets far outweigh any of its liabilities, such as the major drainage problem, proximity to airport operations, limited depth and scattered nature of development along major trafficways, and the existence of several problem housing areas. For the most part, these liabilities can be minimized through appropriate planning and development.

Carrying out the objectives reflected in the "Emerging Patterns" concepts outlined in the previous sections, will require considerably more public direction and private restraint as well as cooperation with the long-range county-wide planning effort than has existed in the past. New zoning regulations and district boundary changes are called for in the Study Area. Designs of future subdivisions should be related to the developmental plan for the Study Area before approved and recorded. Decisions on new schools, park and recreation developments, and major trafficway connections must be coordinated with the overall plan if it is to become a reality.


Perhaps the most essential element involved in planning for the Mid-County/Cross Bayou Canal Study Area is the timing of future development, particularly as related to public improvements. Since there are any number of public expenditures

D. Summary (Continued)

that could be made to enhance the area's development position, the need for establishing such priorities is clearly evident.

Pinellas County has the responsibility for providing both the framework and the direction for the continuing development of the Study Area. Not unlike a space probe, the Mid-County/Cross Bayou Canal Area Study marks an historic event it is one of the last chances we'll have in Pinellas County to give meaningful direction to the growth of a major undeveloped section. In the final analysis, then, Pinellas County should utilize the Mid-County/Cross Bayou Area Study as a comprehensive approach to general development problems and opportunities which should include at least the following elements:

- (1) The development of a county-wide comprehensive development plan which would include the coordination of the other area studies to be conducted by the Pinellas Planning Council together with the development plans prepared by the individual municipalities within the county.
- (2) The implementation of elements of the comprehensive plan by Pinellas County through the establishment of priorities and a system of capital improvements programming and budgeting, in cooperation with the individual communities.
- (3) The continued study of existing codes and ordinances and the development of new standards where necessary to provide effective day-by-day guidance of development activities toward long-range goals.
- (4) The establishment of comprehensive planning at the county level by the Board of County Commissioners as a continuing program through the use of professionally trained personnel, guided by recommendation of the Planning Council, and supported in a cooperative spirit by appropriate local, state, Federal governmental and private sector agencies.



**map
of
emerging
patterns**

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OLD TAMPA BAY

LEGEND

- R - Residential
- C - Commercial
- IP - Industrial Park - Low Intensity Use
- I - Institution
- HS - High School
- P - Park
- OS - Open Space
- Trafficway - Controlled Access - Expressway with Grade Separations
- Trafficway - Controlled Access - Arterial
- Trafficway - Arterial - Partial or no Access Control
- Trafficway - Scenic-Historic-Recreation-Open Space
- Railroad
- Intracoastal Waterway

GULF OF MEXICO

BELLEAIR BEACH

BELLEAIR SHORE

INDIAN ROCKS BEACH

INDIAN ROCKS BEACH SOUTH SHORE

REDINGTON SHORES

NORTH REDINGTON BEACH

REDINGTON BEACH

MADERA BEACH

BOCA CIEGA BAY

TAMPA BAY



0 2000 feet 1 mile 1 1/2 2 miles

MID-COUNTY CROSS BAYOU CANAL STUDY AREA

Prepared by
Pinellas County - Planning and Zoning Department

