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Comprehensive Plan for the City of Tampa Florida

George W. Simons Jr.

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COMPREHENSIVE PLAN
FOR THE
CITY OF TAMPA
FLORIDA
1956-57

Prepared by

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GEORGE W. SIMONS, JR.

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PLANNING, ZONING
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CONSULTANT

FIRST FEDERAL SAVINGS BUILDING
JACKSONVILLE 2, FLORIDA

March 15, 1957.

Honorable Nick C. Nuccio, Mayor, and
Board of Representatives,
Tampa, Florida.

Dear Mayor Nuccio and Gentlemen of the Board:

I am pleased to present herewith a comprehensive report pertinent to the future growth and development of Tampa. In reality this report supplements like reports made in 1945 and 1951, however, this one relates to the area of Tampa as constituted since the annexation of 1953.

This report seeks to reflect the many ideas that resulted from the numerous studies made by us, ideas which we feel should direct future physical improvements in the city and area contiguous to it.

Thruout the course of these studies I was represented in Tampa by Clarence D. Robinson, Jr., who since the first of the year has taken a position with you. With the knowledge he gained in his work for me, Mr. Robinson will prove a most valuable aid to you and the Planning and Zoning Board in the conduct of further planning studies.

In certain phases of the work incident to the Central Business District I was assisted by Messrs. Smith-Kennedy.

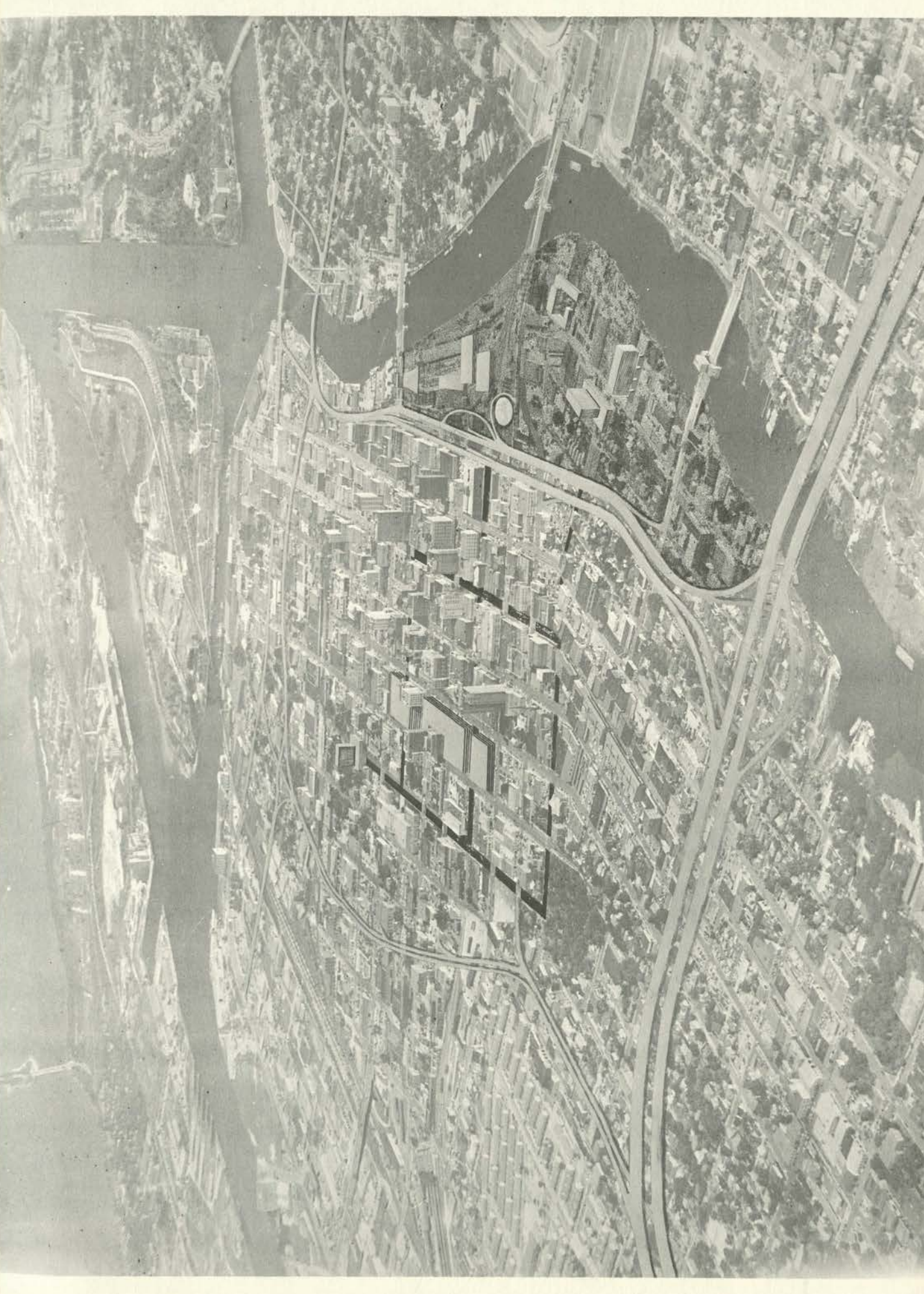
In conclusion, I want to thank you and the Board of Representatives for the opportunity to again serve the City and for the cooperation accorded me.

With kindest regards, I am,

Sincerely yours,

GEORGE W. SIMONS, JR.

GWS:EBB



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THE PROBLEMS

In this era of dynamic growth and expansion cities built with street systems designed to satisfy the requirements of animal drawn traffic - or even electric cars - are now faced with the necessity of adjusting themselves functionally to the impact of the automobile. People are moving from the confusion and noises of the old central cores to the periphery of the city and beyond where new residential districts are being built and modern shopping centers established. No longer are corporate limit lines important in the socio-economic pattern of the urban community.

The effects of the new urban trend and of growth generally are observed daily in the increasing volumes of traffic flowing thru the streets, by the expansion of commercial and industrial enterprise and by the ever-widening band of residential obsolescence and blight surrounding the Central Business District. These developments are the source of many new and diverse problems that must be considered by the governing body and its various department heads.

It is necessary to facilitate and expedite the circulation of traffic by providing more adequate roadways and utilizing more efficiently existing roadways and, as a correlated problem, to provide more adequate and conveniently located parking facilities within or adjacent to the Central Business District to preserve its integrity and future value as a trading and business center.

There is also the problem of rehabilitating or improving the usefulness of those old residential areas surrounding the Central Business District and elsewhere, blighted by the expansion of commerce and industry. Such reha-

bilitation of changing neighborhoods thru urban renewal and housing improvements would not only retard the rate of obsolescence and blight but would restore deteriorated areas to a status of greater and better usefulness. And in this connection, the restoration of Ybor City into a characteristic Latin community could well be undertaken.

In addition to the problems of traffic circulation, streets, parking and neighborhood rehabilitation are those pertinent to the provision of additional park and recreation facilities, schools and school sites, public buildings (libraries, fire stations, etc.) and the extension of public services and utilities. Recreation facilities in particular are very essential in the wholesome development of the city and should be supplied adequately for both young and old.

Because Industry and Transportation play roles of increasing importance in the economic structure of the city, the problems incident to their service, growth and expansion must be considered. Areas of land most suitable for industrial expansion must be set aside and their uses correlated with other uses. And similarly, the transportation pattern of the area must serve industry and other uses most advantageously.

These are but some of the problems the city of this technological age must think about in building a modern city to adequately accomodate the increasing population and provide for its economic development. Unless they are faced boldly and steps are initiated to solve them, the arteries of the city will continue to harden, strangulation will result and the heart of the city fail.

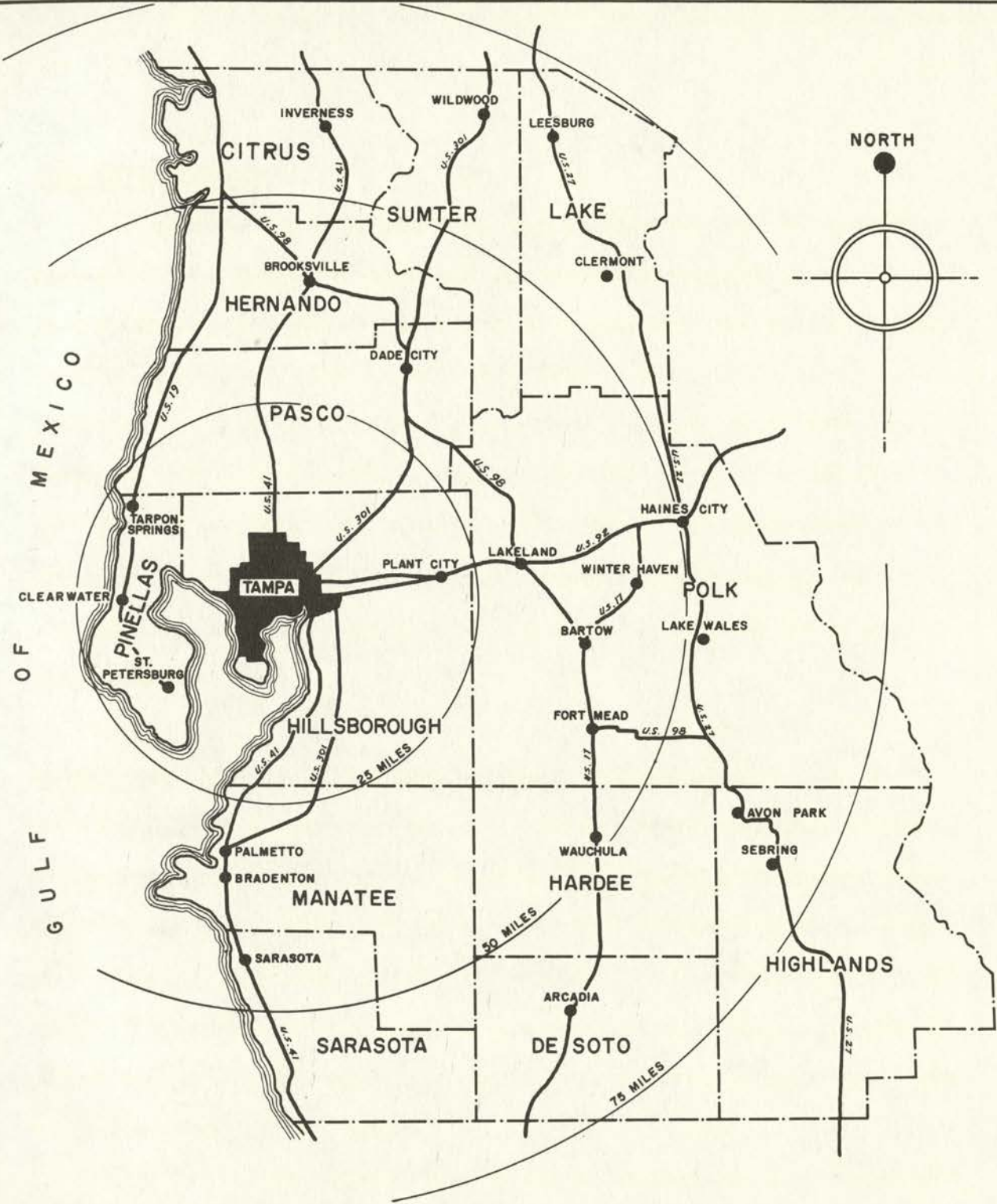
ECONOMIC BACKGROUND

The growth and development of a city is dependent on its economy. Take away the economic function and the forces influencing growth are greatly diminished. Since planning is concerned with the city as a place in which to work and play as well as a place in which to live, its economic potential is important. To what degree do the advantages of location, resources and other facilities shape its economy and to what extent is that economy influenced and enhanced by the growth and development of the tributary area of which it is an integral part? Obviously, the broader and more diversified the economic opportunity, the greater the probabilities of growth.

AS THE SOUTHEAST AND FLORIDA GROW - SO WILL TAMPA GROW

The economy of Tampa and its environs is inextricably tied in with the economies of Florida and the southeast, but more particularly, with those of the south central region of Florida. What takes place in Tampa in the manner of economic development will reflect what takes place in the region. And, the magnitude and character of the Tampa economic growth will depend on how well the city plays its role as the central unit in the ever expanding economy of the whole.

The southeast and especially Florida is experiencing a profound economic revolution the impact of which is being felt in Tampa and the whole area of south central Florida. While the U. S. Census Bureau has estimated that the population of Florida will increase at least 48% from 1954 to 1965, other agencies have indicated a still greater growth. There has been a trend from an agrarian to an industrial base - a shift from "farm to factory" which trend has intensified a greater urbanization.



TAMPA ORBIT OF INFLUENCE

CITY OF TAMPA, FLORIDA

PREPARED BY
GEORGE W. SIMONS, JR. PLANNING CONSULTANT
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Manufacturing in particular has been shifting from the older industrial centers of the north and east, to many points in the south. Many new plants have already been established and many more are on the way. And with each primary plant so established follow others of a supplementary nature. New economic growth is also bringing about a change in the distributing and processing economy. New warehousing and distributing facilities and new branch offices of national concerns are also being established. In all areas these revolutionary procedures are affecting the economy of cities and contributing substantially to their growth.

THE ECONOMY OF TAMPA

Altho from its earliest days Tampa has been identified with transportation and shipping, its economy for many years was dominated by the manufacture of cigars. It was limited as a marketing and distributing center because of inadequate accessibility and transportation facilities. It was also limited by the absence of a large tributary population and utilization of resources. These limitations however were removed after 1920 when the state and counties initiated their respective highway construction programs and the use of the automobile became universal. From 1920 to 1955, inclusive, the population of the 13 counties lying within the Tampa orbit of influence increased from about 240,000 to more than 900,000 (Figure 1 and Table I). And, in this same period, a tributary area originally dependent principally upon citrus production, phosphate mining and tourists has become one of diversified economies with special emphasis on marketing, distribution and manufacturing.

TABLE I
POPULATION - COUNTIES TAMPA TRADE AREA
1920 - 1940 - 1955

	<u>1920</u>	<u>1940</u>	<u>1955*</u>
Citrus	5,220	5,846	6,000
DeSoto	25,434	7,792	9,200
Hardee	(1)	10,158	11,600
Hernando	4,548	5,641	7,900
Highlands	(2)	9,246	15,400
Hillsboro	88,257	180,148	316,100
Lake	12,744	27,255	46,100
Manatee	18,712	26,098	43,600
Pasco	8,802	13,981	26,400
Pinellas	28,265	91,852	215,200
Polk	38,661	86,665	157,700
Sarasota	(3)	16,106	42,100
Sumter	<u>7,851</u>	<u>11,041</u>	<u>10,900</u>
	238,494	491,829	908,200

*From estimate prepared by Bureau of Economic and Business Research,
College of Business Administration, University of Florida.

(1) Hardee County population included in DeSoto County

(2) Highlands County population included in DeSoto County

(3) Sarasota County population included in Manatee County

Hardee, Highlands and Sarasota Counties created in 1921.

No longer is Tampa a trading center of limited extent, a county seat and a colorful Latin community devoted primarily to the production of cigars. Altho the Latin community is still an outstanding facet in the economy of Tampa and the production of cigars contributes substantially to the industrial income, the overall economy of the city has changed decidedly since 1920. Today the influence of Tampa is felt as far away as its many products are carried and within its widening trade area as far as the appeal of its commercial, servicing and cultural advantages extend. Because of its strategic position in one of Florida's most rapidly growing and increasingly productive areas, Tampa has become an important unit of diversified activity in the economic structure of the state and nation. Its economy is now identified prominently with international trade, varied manufacturing enterprises, wholesale distribution, retail trade, financial, professional and other services as well as tourism.

PORT OF TAMPA

On the basis of the tonnage of exports and imports the Port of Tampa ranks first among the major harbors of Florida, Georgia and South Carolina. The tonnage handled thru the port increased from 3,700,870 tons in 1946 to 10,656,046 tons in 1955, an increase of more than 200%. Of the latter, 3,139,140 tons or nearly one-third was phosphate exported to various points thruout the world. In addition to being the world's foremost port for the export of phosphate, it is one of the principal ports for the importation of bananas and other products as shown in Table II. Currently the Port of Tampa is served by 89 lines of call that import and export commodities to and from the far corners of the world.

TABLE II
PRINCIPAL EXPORTS AND IMPORTS (IN SHORT TONS)
PORT OF TAMPA - 1955

	<u>IMPORTS</u>	<u>EXPORTS</u>
Chemicals	389,141	3,154,371
Edibles	13,846	14,838*
Fruits	85,308	-
Glass	170	-
Grain	19,338	-
Iron & Steel	5,647	144
Lumber	7,021	-
Machinery	101	8
Meal	1,815	-
Meat and Animal Products	6,331	-
Minerals	41,221	-
Miscellaneous	381,494	279,183
Petroleum	4,498,070	200
Explosives	-	50
Scrap	-	74,573
TOTAL	5,410,395	3,525,738

*Animals & Edibles

CHEMICALS. Included in imports are 232,700 tons of sulphur and 56,859 tons of ammonium products and among exports, 3,139,140 tons of phosphate.

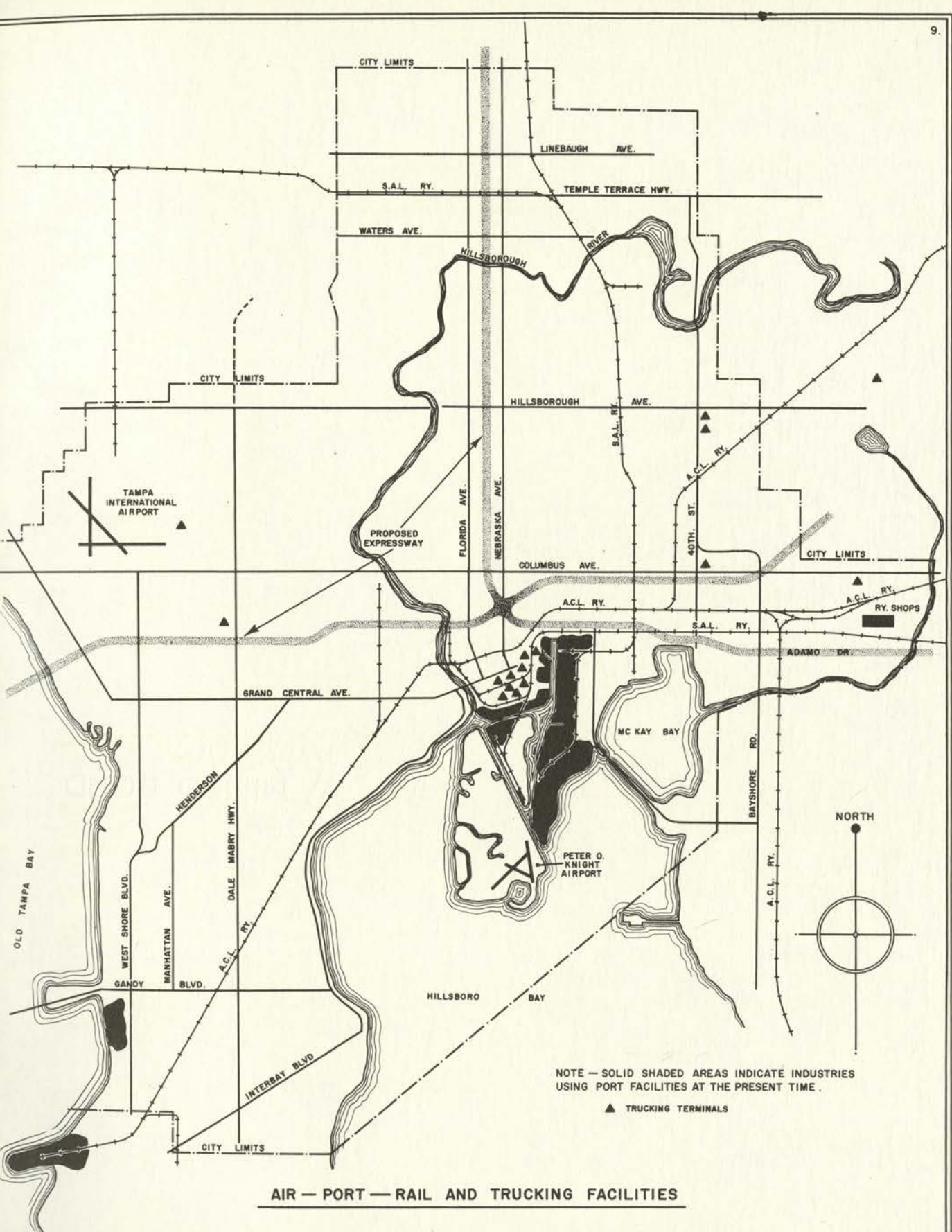
FRUITS. Included among imports are 76,134 tons of bananas.

LUMBER. Imports include mahogany logs, 1,963 tons.

MEAT AND ANIMAL PRODUCTS. Included among imports are 5,810 tons of shrimp.

MINERALS. Included among imports are 30,000 tons of gypsum and gypsum rock.

MISCELLANEOUS. Included among imports are 93,071 tons of cement, 167,217 tons of general merchandise, 19,817 tons of newsprint and among exports, 224,129 tons of general, 50,000 tons of ice.



CITY OF TAMPA FLORIDA

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FLORIDA

FIGURE NO. 2

As shown in Figure 2 the various port facilities are conveniently located along the Estuary, the Hillsborough River and Hillsborough Bay, accessible to rail sidings and connections, warehousing facilities and highways.

RAILROADS

Two trunk line railroads (Atlantic Coast Line Railroad and Seaboard Air Line Railroad) operate north and south from Tampa, each serving the various port, industrial and other enterprises. One or the other, or both, also serve the many communities situated within the trade area and provide services to points thruout the state and nation. The Seaboard Railroad operates phosphate terminals on Seddon Island and the Atlantic Coast Line, terminals at Port Tampa. Petroleum storage on Hooker's Point, in the Estuary area and at Port Tampa is also served by the rail lines.

The various rail and connecting port facilities are relatively well situated in the land use pattern of Tampa (Figure 2), especially conducive to industrial expansion. Rail facilities also extend into the bay area south of Gandy Boulevard, northward along Rome Avenue, into Drew Park and plans are now proposed to extend lines into the Henderson Air Port area in the north.

AIR SERVICES

The International Air Port of Tampa, one of the more important in the South, is served by four major air lines - Eastern, Mackey, National and Trans-Canada. Regular schedules provide direct services to Nassau, Toronto, Chicago, New Orleans, Los Angeles and intermediate points. Cargo plane service is also available. A second airport on Davis Islands is available to private and executive plane service.

HIGHWAYS

Whereas the mileage of improved highways extending from Tampa into its tributary trade area was relatively small in 1920, today the area is served by a network of highways radiating in all directions from the city. Two major highway routes extend northward and southward (U. S. 41 and U. S. 301), three eastward (U. S. 92, State 60 and 574) and three westward (State 60 and 580, and U. S. 92), all of which provide easy, quick access to all segments of the tributary area and the State. The State Road Department is currently preparing designs for a new routing of U. S. 92 from the east into and thru Tampa via a modern expressway.

Because of its accessibility by highways and its strategic location from which to service a large area, 15 truck lines have established terminals in the Tampa area.

These various means of transportation - water, rail, air and highways - with their coordinated facilities emphasize the increasing importance of transportation as a component part of Tampa's over-all economy.

MANUFACTURING

Diversified industrial activity and manufacturing is ascending to a position of increasing importance in the Tampa economy. According to studies made by the Research Division of the Industrial Department of the Greater Tampa Chamber of Commerce there are some 546 manufacturing establishments in Tampa employing more than 15,000 workers. Whereas the manufacture of cigars was a dominant factor in the economy at one time, today this industry is augmented by many others. The manufacture of cement, cans, fertilizer, concrete pipe, the fabrication of metal products, the canning of citrus juices, the processing of foods and the manufacturing or assembly of many other products characterize the industrial economy. Forty plants employ more than 100 people and of these six employ in excess of 500 and more than 400 employ from one to twenty-five workers.

Thru the efforts of the Committee of 100 of the Chamber of Commerce the advantages of Tampa as a site for industry are being broadcast widely with the result that new industries have come into the city in the last year. From the progress that has been recorded industrially in the past decade it is clear that added industry will occupy a most prominent position in the future economy of the city.

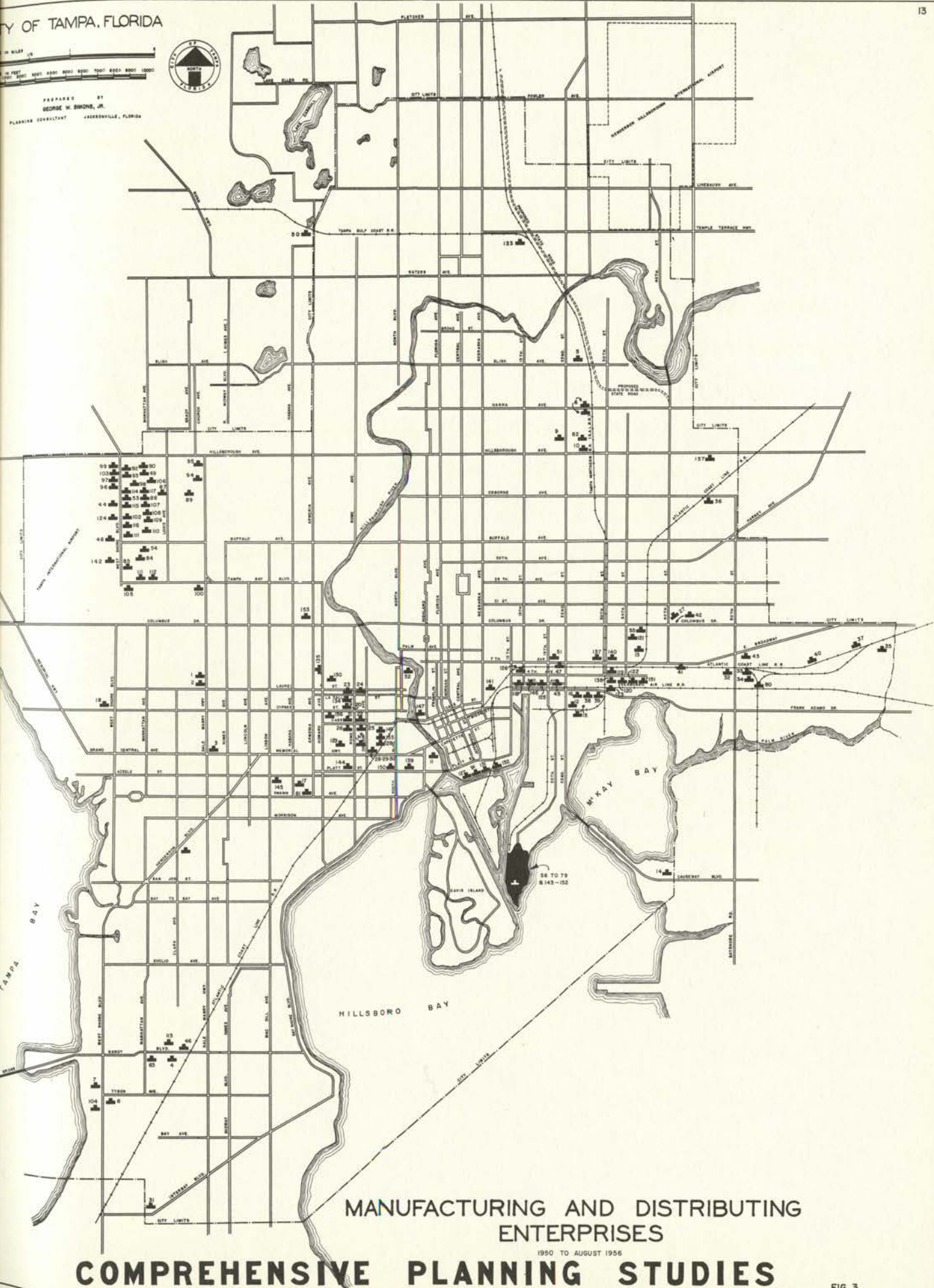


FIG. 3.

WHOLESALE AND RETAIL TRADE

The improvement and extension of highways into areas of intensive industrial development and population growth has enhanced the strategic importance of Tampa as a wholesale distribution, retail marketing and servicing center. From January, 1950, thru July, 1956, there was a 31% increase in the number of wage and salaried workers engaged in these trades in Hillsborough County.

Today more than 600 wholesale outlets serve the immediate tributary area and state from Tampa, many of which are branches of national producers and processors. In 1954, these establishments did a business in excess of 480 million dollars. Figure 3 shows the number, location and type of manufacturing and distributing enterprises that have been established in Tampa since 1950.

RETAIL TRADE AREA

The influence of Tampa as a retail and specialty goods marketing center extends into a large area comprising some twelve counties, exclusive of Hillsborough, within a radius of 100 miles - some of the fastest growing and productive counties of Florida. Within this area the following important cities are located (Figure 1).

Arcadia	Inverness	Sarasota
Bartow	Lakeland	Sebring
Bradenton	Lake Wales	Tarpon Springs
Brooksville	Leesburg	Winter Haven
Clearwater	Palmetto	Wauchula
Dade City	Plant City	
Haines City	Saint Petersburg	

Within this trade area are located 10% of the vegetable and small fruit acreage of the state; 14% of the cattle production; 37.6% of the citrus fruit acreage including Polk, the first county in citrus production in the state; the major citrus concentrate and juice canning operations; 45.6% of the manufacturing plants in Florida and 100% of phosphate mining and allied industries. It is an area peculiarly adapted to a diversification of pursuits including agriculture, horticulture and cattle raising as well as one most appealing to tourists and homeseekers. Few areas in the south offer more opportunities for economic enterprise than this.

The population of the area, as stated previously, has more than tripled since 1920, from 238,494 in 1920 to 908,200 in 1955. Since 1940, the population has increased more than 90%.

According to studies of Sales Management the 1955 retail sales in the tributary area amounted to more than one billion dollars and its Effective Buying Income slightly exceeded one billion dollars.

The completion of the proposed Expressway system into Tampa from the east and north, the Turnpike from the north and the completion of State and County highway improvements and the new Causeway will further improve the accessibility of Tampa.

Predicated therefore on the continuing growth and intensive development of the tributary region and the resultant enhancement of its economy, new opportunities will be available to Tampa. With the entrance of each new industrial enterprise will come new people for whom Tampa must plan added and enlarged facilities.

GAINFUL EMPLOYMENT

Based on the labor statistics of Hillsborough County one can get a good picture of how the people who reside in the Tampa area were gainfully employed in August of 1950 and 1956. These data (Table III) disclose the relative positions that Manufacturing, Wholesale and Retail Trade and the Services occupy in the overall economy of the area. Nearly 20% of the entire labor force is engaged in manufacturing of one kind or another and more than 30% in the wholesale and retail trades. In the six years, 1950-1956, there was an increase of 12% in the number of workers engaged in manufacturing and increases of 36% and 33% respectively in the numbers engaged in wholesale and retail trade. These data vividly portray the increased importance of Tampa and its environs in the various categories of industrial enterprise.

TABLE III

ESTIMATED EMPLOYMENT IN NON-AGRICULTURAL ESTABLISHMENTS
HILLSBOROUGH COUNTY, FLORIDA
(PREPARED IN COOPERATION WITH THE
U. S. BUREAU OF LABOR STATISTICS)

<u>MAJOR INDUSTRIES</u>	<u>ESTIMATED EMPLOYMENT AS OF</u>		<u>PER CENT</u>
	<u>AUGUST, 1950</u>	<u>AUGUST, 1956</u>	<u>INCREASE</u>
TOTAL	67,500	85,900	27
Manufacturing	16,150	18,100	12
Construction	5,450	7,600	40
Transportation, Communications, Public Utilities	7,600	9,050	19
Wholesale Trade	6,250	8,500	36
Retail Trade	14,500	19,350	33
Finance, Insurance, Real Estate	2,450	3,350	37
Services	7,550	9,650	38
Government	7,250	9,650	33
Other non-manufacturing	300	650	

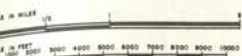
POPULATION GROWTH

Prior to 1953, Tampa comprised a corporate area of 24.1 square miles of which 5.1 square miles was water. As a result of the annexation program of that year the corporate area was expanded to 115.8 square miles of which 70.6 square miles is land and 45.2 square miles is water. This action was commendable and important because it permitted the extension of the various functions and services of local government into the most rapidly growing peripheral areas and too, it enabled the city to be realistic as to its population.

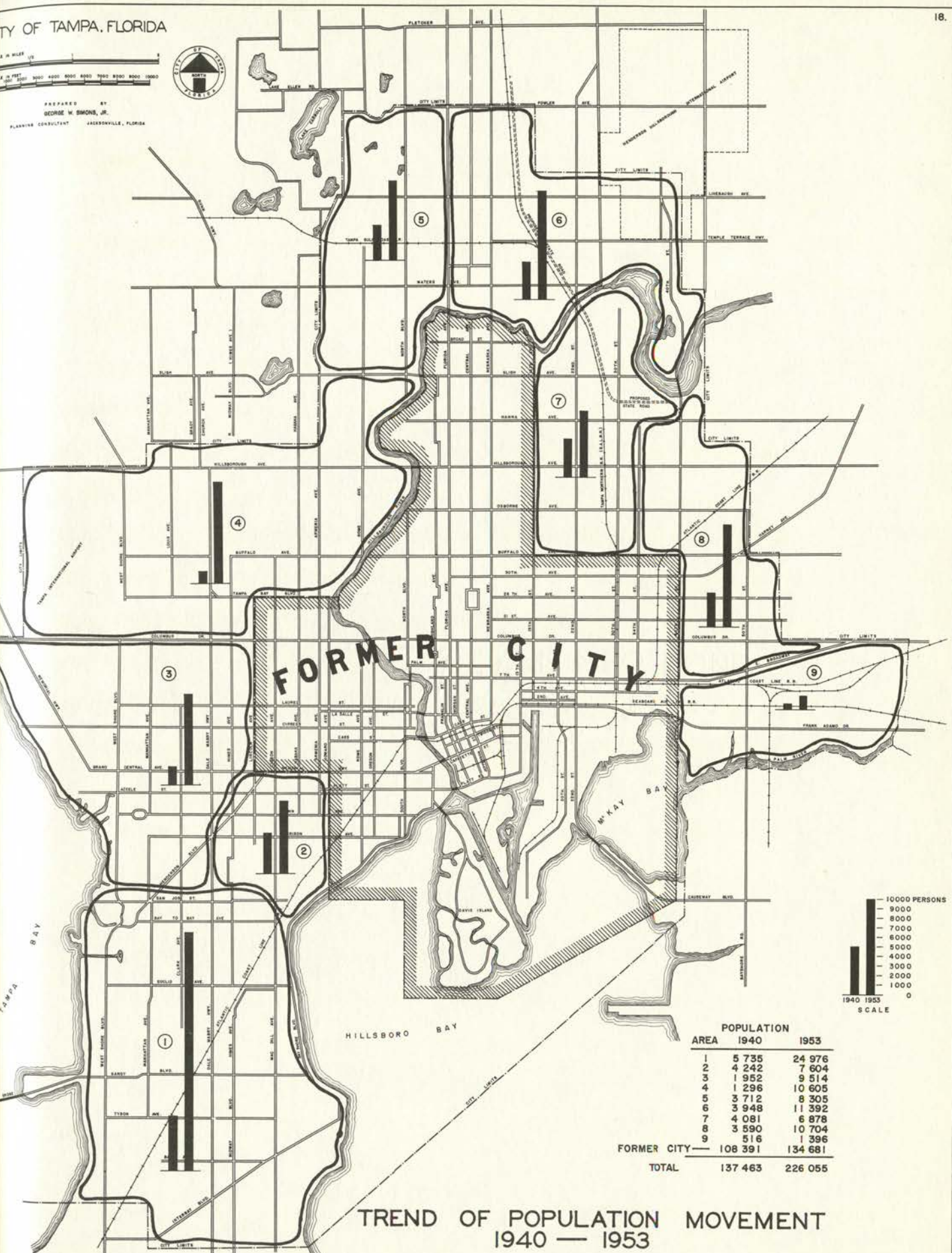
Altho the city had experienced a steady and substantial population increase from 1870 when it was first recorded in the federal census, the rate of growth in areas outside of but contiguous to the city since 1940 was greater than that within the city. Land areas that were virtually integral parts of the city were being developed and populated over which the city exercised no control. These rapidly developing areas had no police protection and only limited fire, sanitary and other services. The annexation program therefore did much to homogenize the corporate area and enable it to develop under the guidance and direction of local government.

In 1950 the population of Tampa within the corporate limits at that time, was 124,681. An estimate made by us in 1951 disclosed that some 89,000 people were residing in the peripheral areas in 1950. A reconciliation of these figures therefore indicated that the population of Tampa was realistically nearer 214,000 than 124,681.

In 1953, following the annexation program of that year a special census conducted by the U.S. Census Bureau revealed a population of 91,700 in the annexed area. And as of September, 1956, the population within the present corporate limits approximates 250,000.



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AREA	POPULATION	
	1940	1953
1	5 735	24 976
2	4 242	7 604
3	1 952	9 514
4	1 296	10 605
5	3 712	8 305
6	3 948	11 392
7	4 081	6 878
8	3 590	10 704
9	516	1 396
FORMER CITY	108 391	134 681
TOTAL	137 463	226 055

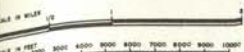
TREND OF POPULATION MOVEMENT
1940 — 1953

COMPREHENSIVE PLANNING STUDIES

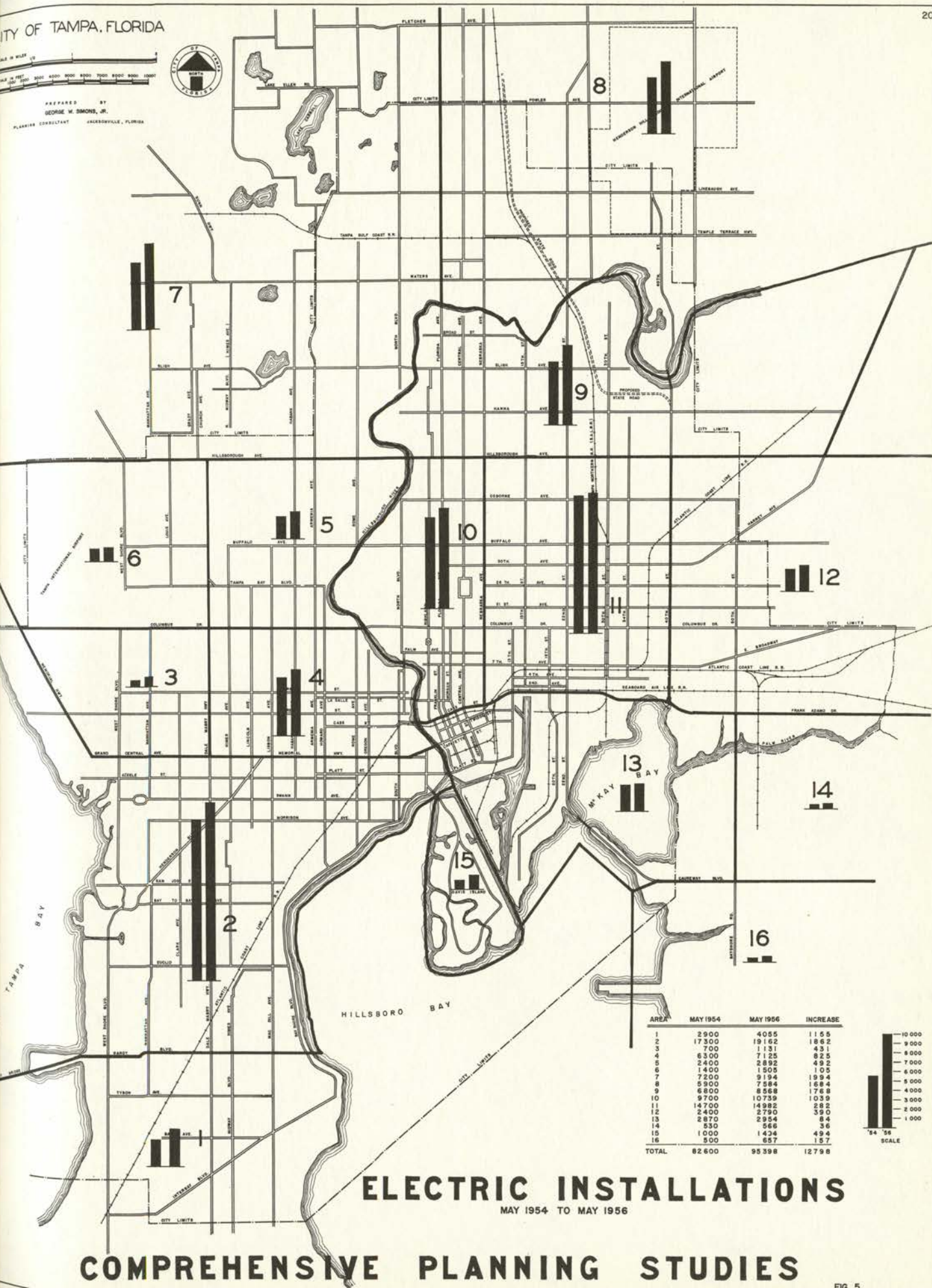
FIG. 4

Some idea of the growth that took place in the annexed area south of Cypress Street including the Interbay area is disclosed by the comparative population of 1940 and 1953. In the former year about 13,000 people resided in this area but its 1953 population was some 43,000 people - representing a threefold increase (Figure 4).

Altho no specific population information is available reflecting growth since 1950 it can be judged reasonably well from various available indices. Since 1950, thru August, 1956, the number of new water connections increased 44% - from 40,399 to 58,134; the number of sewer connections, 50%, from 20,000 to 41,000; the number of electrical service connections (Figure 5), 37% - from 68,807 to 94,135, and the number of telephone services in the Tampa Exchange, 60% - from 57,883 to 92,544. From 1950 thru September, 1956, more than 100 subdivision plats of more than 25 lots each were recorded and from January, 1950, thru Nov. 1956 (Figure 6), 11,874 new dwelling permits were issued by the Building Department. Since the annexation of 1953, 9,816 of these permits were issued. So on the basis of 3.5 persons per dwelling unit this record of progress would suggest a new population increment of more than 34,000 people in new dwellings since the annexation of 1953.



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ELECTRIC INSTALLATIONS MAY 1954 TO MAY 1956

COMPREHENSIVE PLANNING STUDIES

CITY OF TAMPA, FLORIDA

PREPARED BY
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NEW SUBDIVISIONS

WITHIN THE ANNEXED AREA FROM 1950 TO DEC. OF 1956

NOTE: ONLY SUBDIVISIONS CONTAINING
25 LOTS OR MORE ARE SHOWN.

COMPREHENSIVE PLANNING STUDIES

FIG. 6.

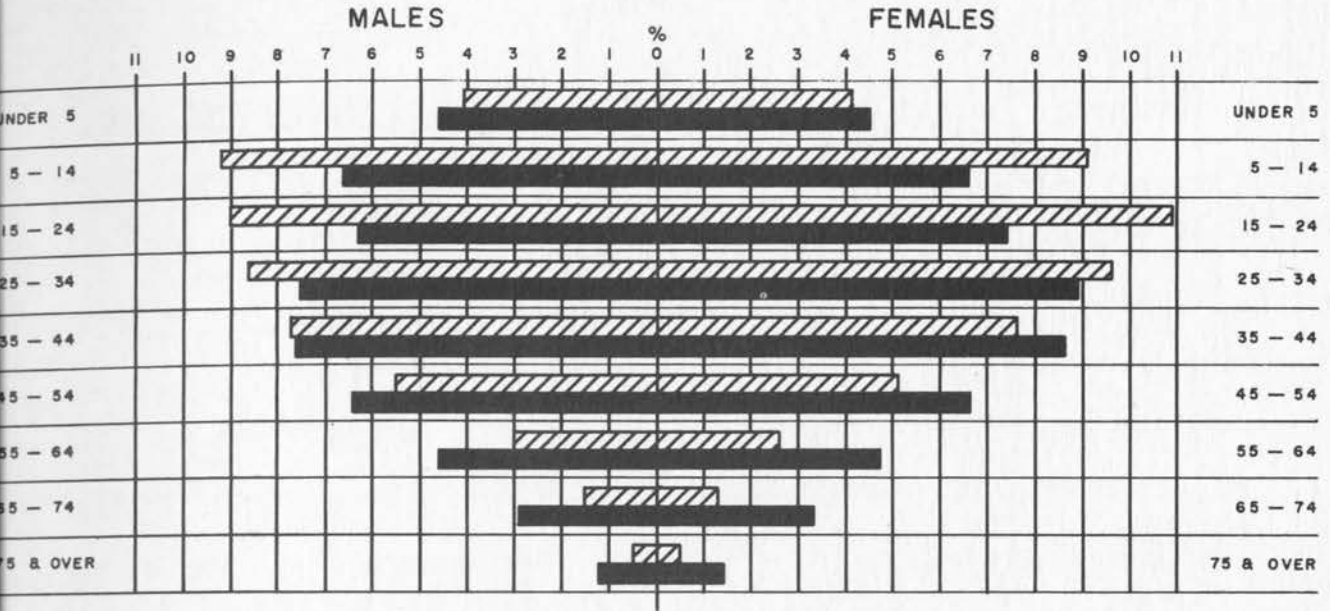
AGE GROUPING OF THE POPULATION

Whereas in 1930 less than 4% of the Tampa population was age 65 and over by 1950 the percentage in this age group had more than doubled (8.8) (Figure 7). This reflects the number of older, retired and pensioned people who are among the thousands establishing homesteads in Florida. Although many in this age group still find employment in the Labor Force, many are either self-employed or retired. By 1960 the percentage of people in this age group will probably be much greater. It represents a segment of the population that must be increasingly considered in projecting any future recreation program of the city.

The increased birth rate since 1940 is clearly reflected in the age group under 5 years of age which increased from 5.9% of the population in 1940 to 9.1% in 1950. This is the group for which schools must be provided.

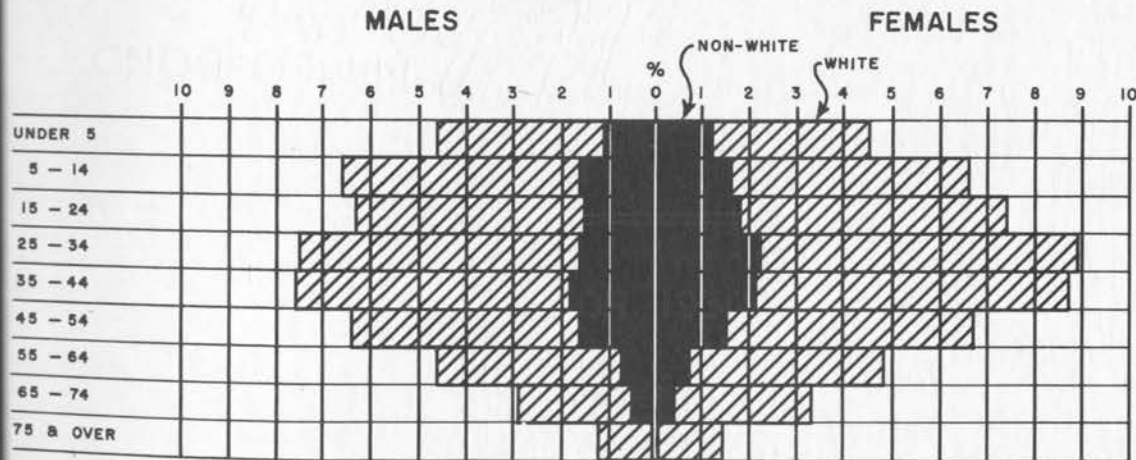
The percentage in the age group 25-54, inclusive, changed little between 1930 and 1950, from 43% of the population in the former year to 46% in the latter. But here again the 1950 percentage indicates a trend toward ageing.

AGE GROUPINGS FOR 1930 AND 1950



AGE GROUPINGS FOR THE CITY OF TAMPA SHOWING PERCENT OF THE TOTAL POPULATION FOR 1930 , AND 1950 .

AGE GROUPINGS FOR 1950



AGE GROUPINGS FOR THE CITY OF TAMPA SHOWING PERCENT OF THE TOTAL POPULATION FOR 1950— WHITE AND NON-WHITE POPULATION.

CITY OF TAMPA, FLORIDA

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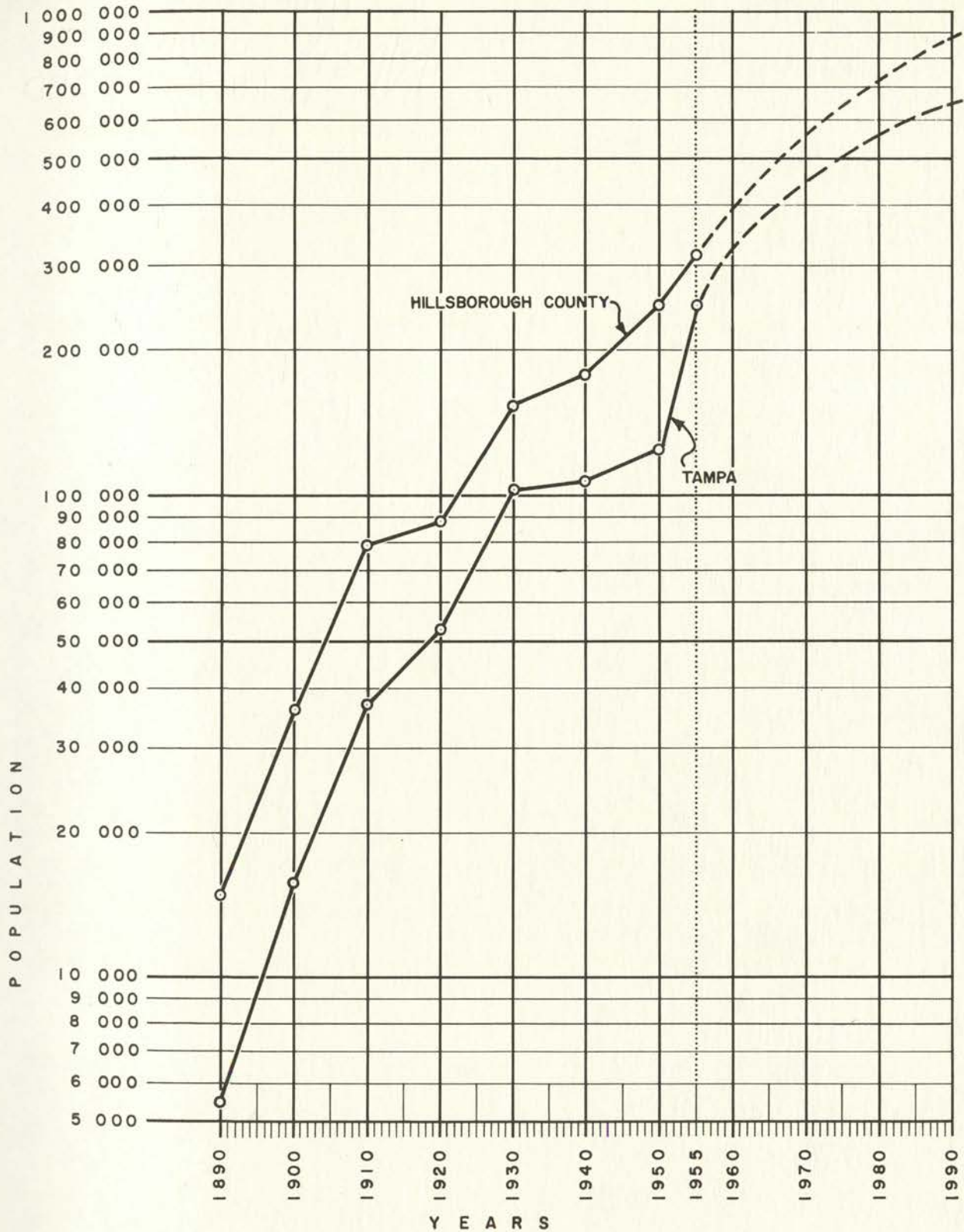
FIG. 7

PROBABLE GROWTH OF POPULATION

Table IV shows the growth of the United States, the State of Florida, Hillsborough County and the City of Tampa from 1890 thru 1955, inclusive, with projections to 1960. Thru the years, with the exception of the 1930-1940 decade Tampa recorded substantial rates of increase. The rate of population increase in the decade 1940-1950 for Hillsborough County was more than twice that of the city which was due primarily to growth in the areas contiguous to but outside Tampa. The rate of increase in the city's population for the period 1950-1955 reflected the effect of the 1953 annexation. On the basis of five years (1950-1955) the decade increase for the county will exceed 50%.

Altho it is difficult to project the future population of such a dynamic area with any degree of accuracy it is possible to draw some conservative conclusions on the basis of what has recently happened. If the Tampa urban area continues to grow during the next four years as it has in the past or even at the rate the county has grown, it should have a population approximating 316,000 and 425,000 in 1960 and 1970 respectively. By 1980, the population of the greater Tampa area should be 500,000.

These estimates of future population reveal to some degree the magnitude of city for which future plans should be made. Figure 8.



PROJECTED POPULATION GROWTH

CITY OF TAMPA, FLORIDA

PREPARED BY

GEORGE W. SIMONS, JR.

PLANNING CONSULTANT

JACKSONVILLE, FLORIDA

FIG. 8

TABLE IV
POPULATION GROWTH
1890-1955

	<u>UNITED STATES</u>	<u>PER CENT</u> <u>INCREASE</u>	<u>FLORIDA</u>	<u>PER CENT</u> <u>INCREASE</u>
1890	62,947,714	25.5	391,422	
1900	75,994,575	20.7	528,542	35.0
1910	91,972,266	21.0	752,619	42.5
1920	105,710,620	14.9	968,470	28.6
1930	122,775,046	16.1	1,468,211	51.5
1940	131,409,281	7.2	1,897,414	29.2
1950	150,697,361	11.5	2,771,305	46.1
1955	166,000,000	10.0	3,649,900	31.5
1960	175,000,000		5,000,000	

	<u>HILLSBOROUGH</u> <u>COUNTY</u>	<u>PER CENT</u> <u>INCREASE</u>	<u>TAMPA</u>	<u>PER CENT</u> <u>INCREASE</u>
1890	14,941		5,532	186.0
1900	36,013	141.0	15,839	138.0
1910	78,374	117.5	37,782	36.7
1920	88,257	12.6	51,608	96.0
1930	153,519	62.5	101,161	7.1
1940	180,148	17.3	108,391	15.0
1950	249,894	38.8	124,681	95.0*
1955	316,100	26.6.	243,266	30.0
1960	411,000	30.0	316,000	

*Reflects increase in population due to corporate expansion of 1953

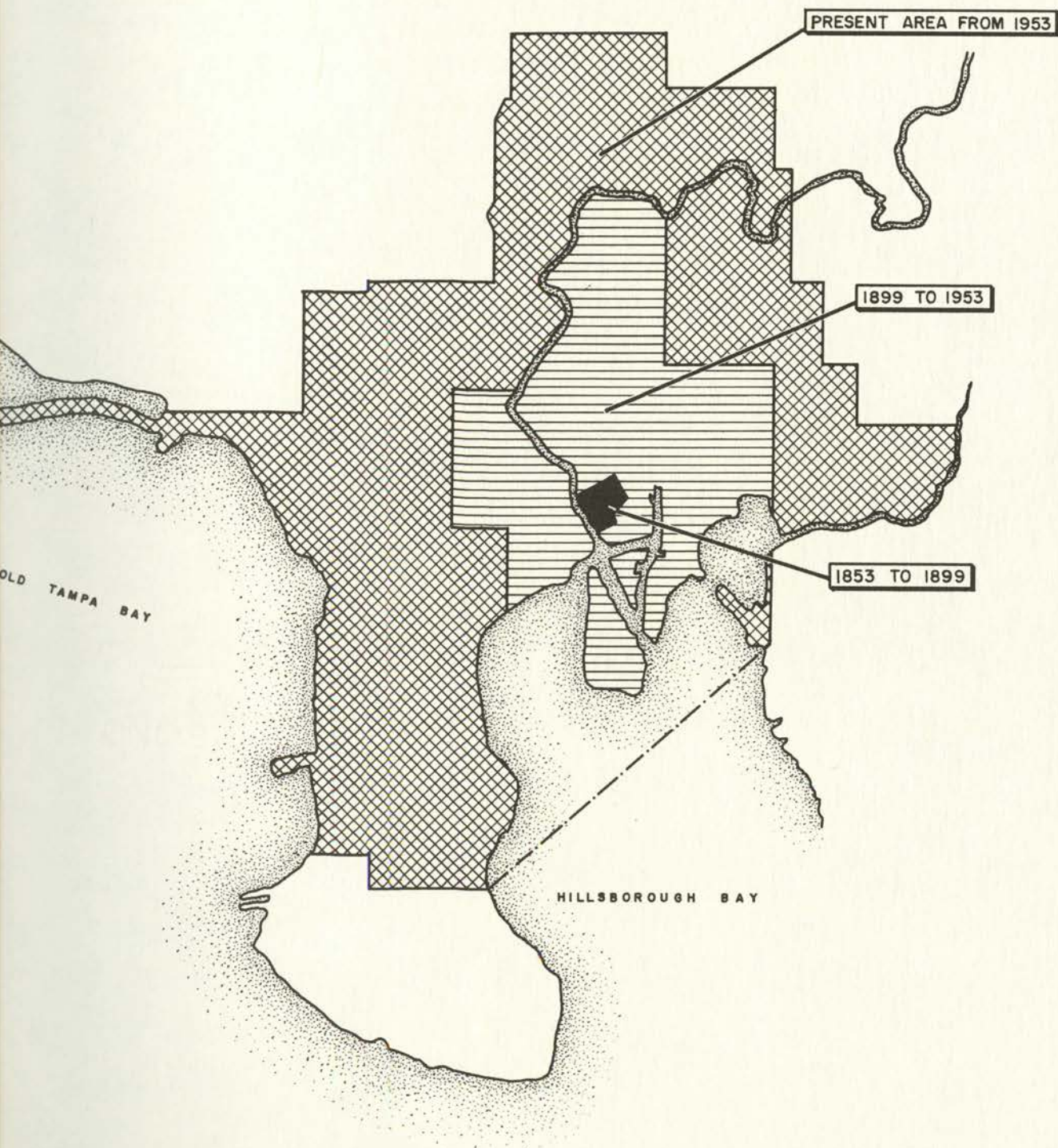
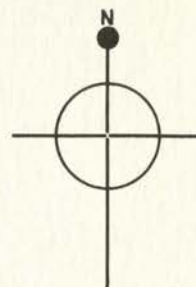
TAMPA'S CORPORATE AREA EXPANSIONS

PREPARED BY

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JACKSONVILLE, FLORIDA

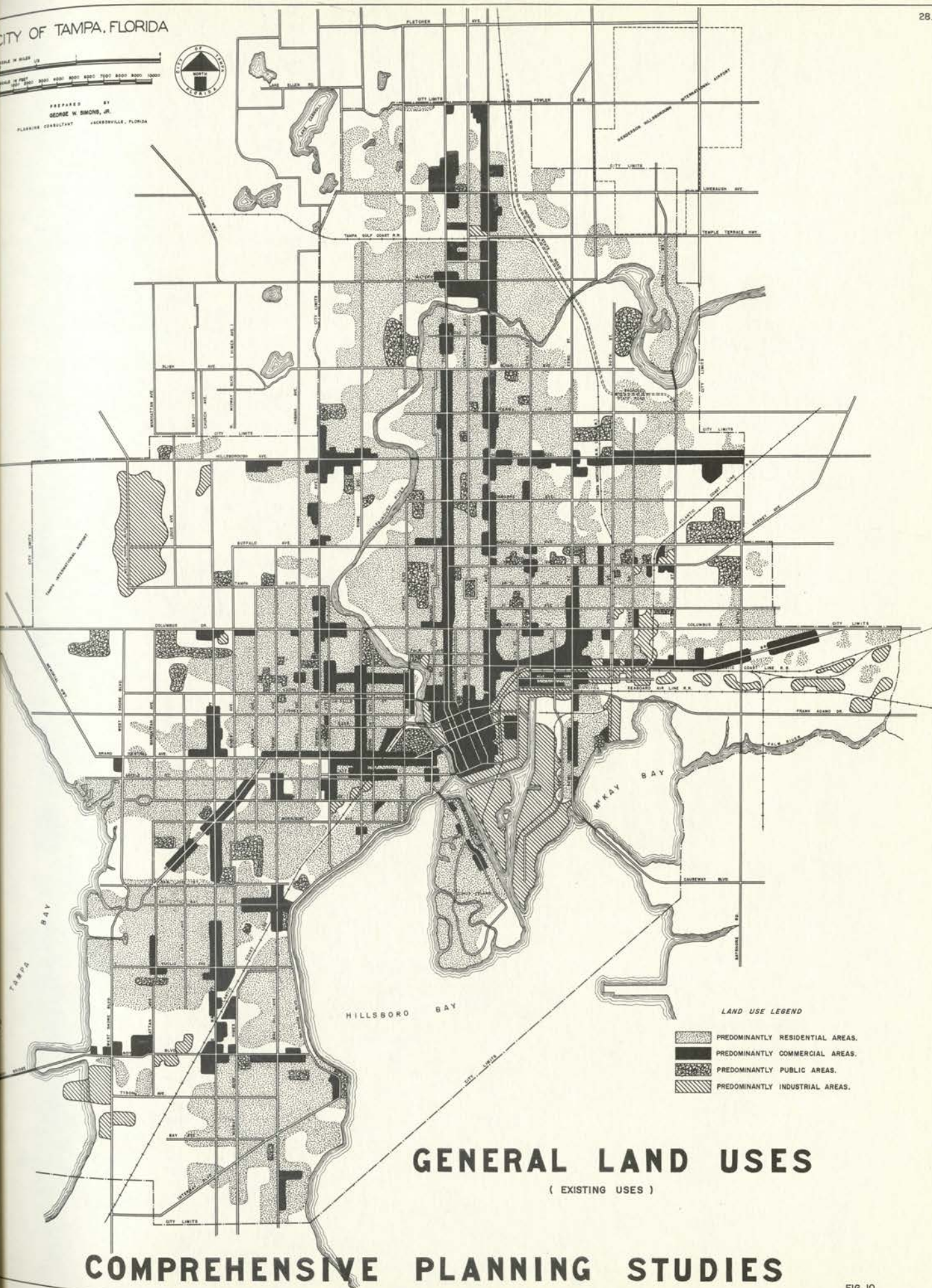


COMPREHENSIVE PLANNING STUDIES

FIG. 9

SCALE IN FEET
0 1000 2000 3000 4000 5000 6000 7000 8000 9000 10000

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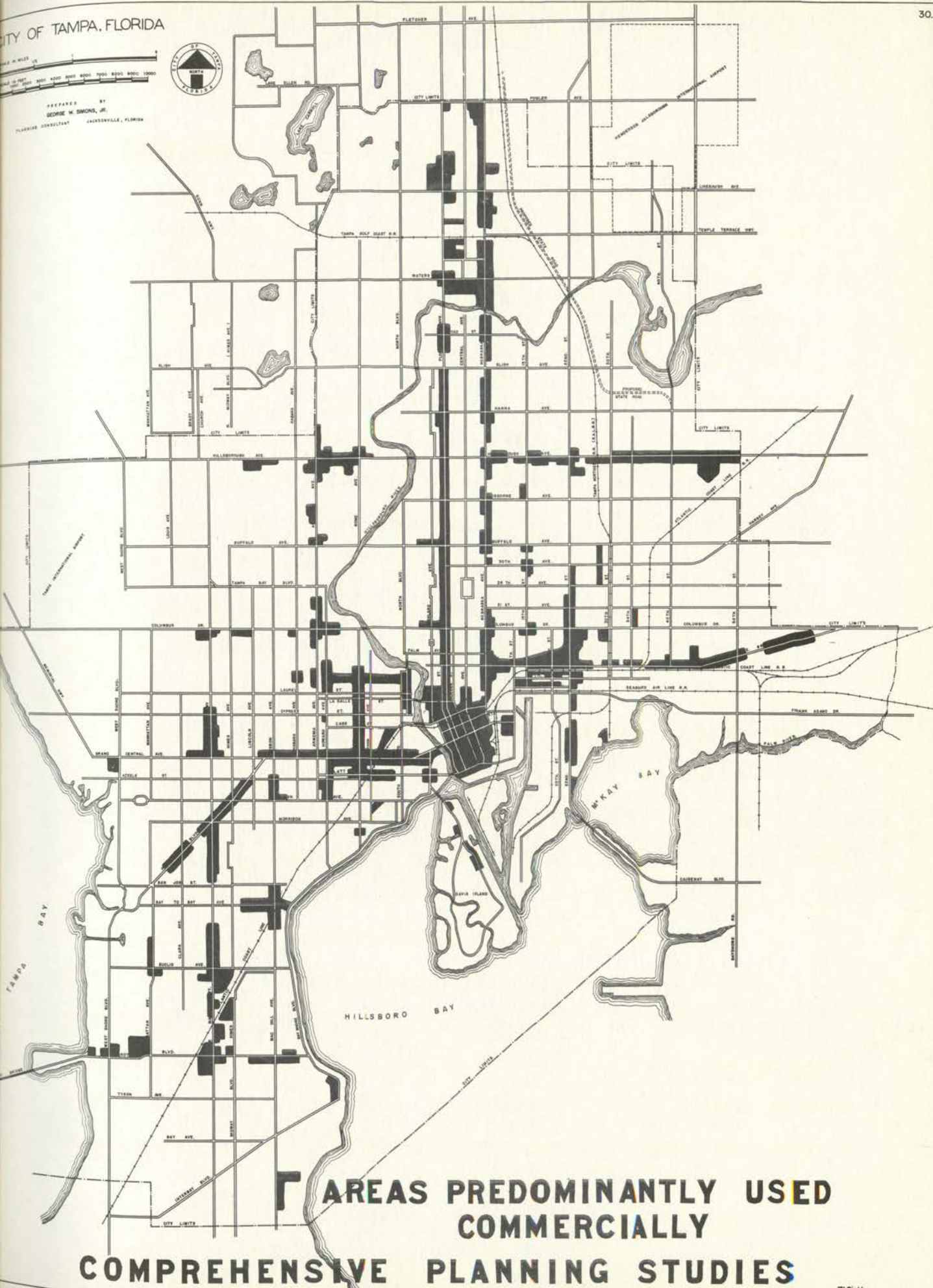
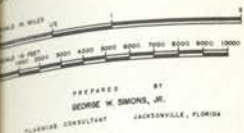


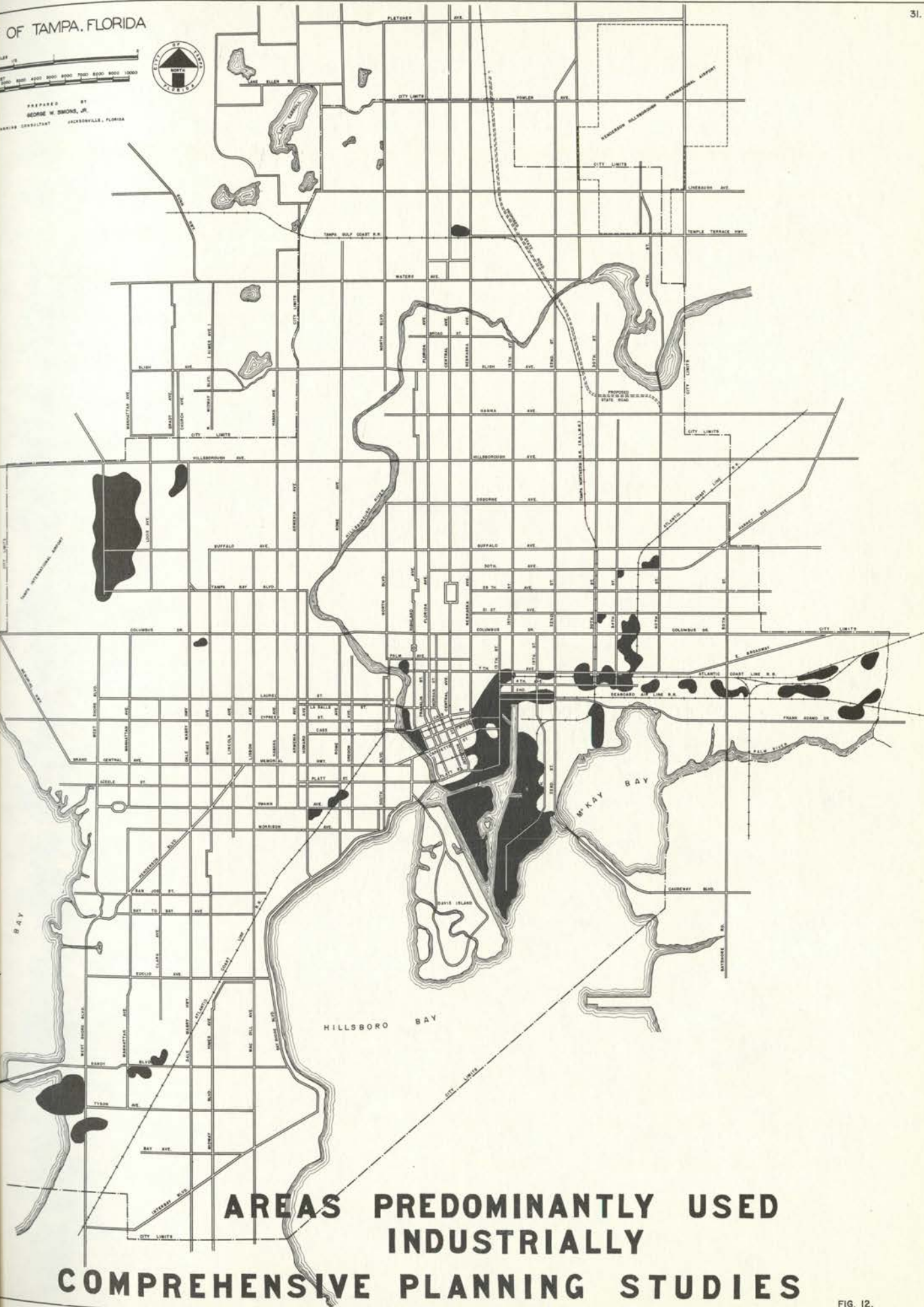
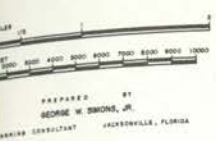
LAND USE PATTERN

The Land Use pattern of Tampa has developed around a gridiron system of streets that in the main followed the basic governmental section and quarter section lines. From the initial Jackson plat recorded in 1853 the city has expanded by successive land subdivisions and corporate areas (Figure 9) to its present size of 115.8 square miles (70.6 square miles land, 45.2 square miles water). The general land use pattern formed thru the years is shown in Figure 10.

Altho residential development extended in all directions from the central commercial core, in the more recent years it has been more intensive and active in the Interbay section, in areas to the north and on Davis Island. In the absence of land use controls prior to 1949, commercial uses were established along many of the principal streets (Figure 11). Industrial uses were originally established adjacent to the railroads and port facilities located for the greater part in the east and southeastern part of the city (Figure 12). In later years however, again in the absence of land use controls, spots of industry were established on the west side of the river notably in the Drew Park area, along Rome Avenue and along the bay south of Gandy Boulevard. After the war, Drew Field which had expanded into a major army air force facility reverted to the city to become the International Air Port under the direction of the Air Port Authority.

The extent of growth in the earlier years was limited primarily to those lands easily accessible to the central business district by electric railway, carriage and other means. In these years such residential districts as Hyde Park, Tampa Heights, Ybor City, Jackson and Seminole Heights came





**AREAS PREDOMINANTLY USED
INDUSTRIALLY**
COMPREHENSIVE PLANNING STUDIES

FIG. 12.

into being. Until 1923 and 1925, Seminole Heights and West Tampa, respectively, were not parts of the city, the latter being a separate entity of government. After 1920, with the greater use of the automobile residential development began to appear in the outer peripheral areas.

As the city and the region around it grew in population, area and economic opportunity the Central Business District expanded gradually into the older adjacent residential areas, much of which is now blighted. Similarly, portions of the Hyde Park section adjacent to Grand Central Avenue also became blighted. As one recedes from the central core the age and general conditions of residential areas improve.

LAND USE CONTROLS

Prior to 1944 there were no land use controls in Tampa. In that year the first comprehensive zoning ordinance and plan were adopted. Altho much land was used improperly prior to 1944, the zoning regulations did much to stabilize and guide subsequent land use development. In 1950, Hillsborough County applied zoning regulations to the areas outside of but adjacent to the city and these too contributed substantially to the stability of their character. In 1955, the zoning regulations of the city and those of the county included in the annexed area were reconciled and consolidated. Altho there are still large areas of vacant undeveloped land within the current corporate area, their future uses are now regulated by zoning.

The lands included within the corporate area prior to the annexation of 1953 are almost wholly occupied. Lands available and desirable for residential development in the Interbay section south of Cypress Street are being rapidly consumed and therefore are limited. Because of the holdings of

the Air Port Authority and those of the State Hospital, residential development north of Cypress Street, west of Dale Mabry is also limited. Residential development on the east side of the city has been slow primarily because most of this area is zoned for future industrial development or commerce. Consequently the principal remaining outlet for future residential growth of the better quality - excepting that still remaining in the Beach Park and Sunset Park areas - lies to the north much of which is now outside the city. Forest Hills, Sulphur Springs and Temple Terrace afford the principal outlets to the north. In this northern section between Nebraska Avenue and Temple Terrace lies the Henderson Air Port once owned by Hillsborough County, which is being held for industrial uses.

In recent years a new factor which may change the commercial land use pattern has entered the economic life of the city, the Shopping Center. These large strategically located centers with their varied retail shopping outlets and extensive parking areas attract shoppers from relatively large areas. As "one stop" centers they will tend to retard the utilization of lands for commercial purposes along heavily traveled highways. This will be even more effective whenever curbside parking is prohibited in order to utilize the full capacity of roadways for the movement of traffic. Much of the street frontage now zoned for commercial purposes along these highways will not be economically productive and ultimately will have to be utilized for some other purposes.

The land use pattern of Tampa as portrayed generally in Figure 10-~~is~~ is therefore the result of much planless development. As subdivision was added to subdivision, little thought was given to the effect each increment would

have on the future pattern of the city. Too often the streets of one subdivision not aligned with those of another adjoining, has resulted in needless jogs and dead ends. And even where the element of continuity was provided, right-of-way widths differed between subdivisions. One subdivider plotted large lots while his neighbor across the street plotted small ones. These diverse practices in subdivision planning have obviously influenced the land use pattern thruout the years.

Altho there have been many improvements in subdivision design in the later years, too many deficiencies still prevail to complicate the land use pattern. The eagerness of the promoter to get the maximum number of saleable lots per acre from a given tract of land has even eliminated or limited the neighborhood recreation area. Large areas of land have been developed residentially without any reserved spaces for either parks or recreation, which means that the streets become the principal recreation areas. Similarly, school sites have not been anticipated or reserved, or sites for such other public services as fire stations, community buildings or libraries.

STREETS AND HIGHWAYS

In 1930 there were 359,525 motor vehicles registered in the State of Florida of which 36,831 were registered in Hillsborough County; in 1956 (August) there were 153,400 registered in the County. Whereas in 1930 there were 4.15 people per registered motor vehicle in Hillsborough County, in 1956 there were 2.1 people. This indicates that the automobile population of the County increased nearly four times faster than the population of people. On the basis of the current population of Tampa (243,000) and automobile registrations it is reasonable to assume that more than 125,000 locally registered motor vehicles are circulating thru the street system of the city daily. This does not include the additional volume of vehicles that enter the city daily from the outside. It is conceivable that this volume of traffic will more than double in less than ten years. The movement of these increasing volumes of traffic expeditiously and safely into, around and thru the city is essential for the satisfactory functioning of the urban area. Closely related to the movement of vehicles is their storage or parking.

The streets of the city were designed primarily to accomodate animal drawn vehicles and not the large volumes of motor traffic now using them. In earlier days the type and durability of roadway surface or even the jogs and dead ends encountered caused no serious inconvenience. But today the picture has changed. The impact of the motor vehicle presents many new problems that must be approached realistically and boldly; the future welfare of the city depends on their solution. Whereas the immediate problem is to alleviate congestion and delay the ultimate problem is that of constructing an overall system of major thorofares of adequate capacity to

handle anticipated volumes of traffic incident to increased growth. It is an overall, comprehensive concept rather than one of expediency.

In developing a plan of major streets the various phases of the comprehensive plan must be correlated in so far as possible. The location of schools and recreation areas will be influenced by streets and further, areas devoted principally to residential uses will require different treatment than devoted to industries.

Movements of traffic within the urban area are between the places of residence and places of employment - the business and industrial districts. Altho most of the streets serve as access streets carrying relatively small volumes of traffic, certain of the principal streets attract large volumes of traffic. Because of this characteristic of traffic flow the street framework - the major street plan - can be divided functionally into streets of different types.

STREET TYPES AND FUNCTIONS

Radial streets extend outward from the central business district to serve the various residential sections and areas beyond the city. Most of these streets carrying the bulk of the traffic are now integral parts of County or State systems accomodating thru traffic as well as that generated within the various tributary residential sections.

A second class of street extends from one portion of the city to another or even thru the city without entering the central business district. Altho none of these streets penetrate the central business district they are of major significance in the over-all pattern and are commonly called Collector, Secondary or Cross Town streets.

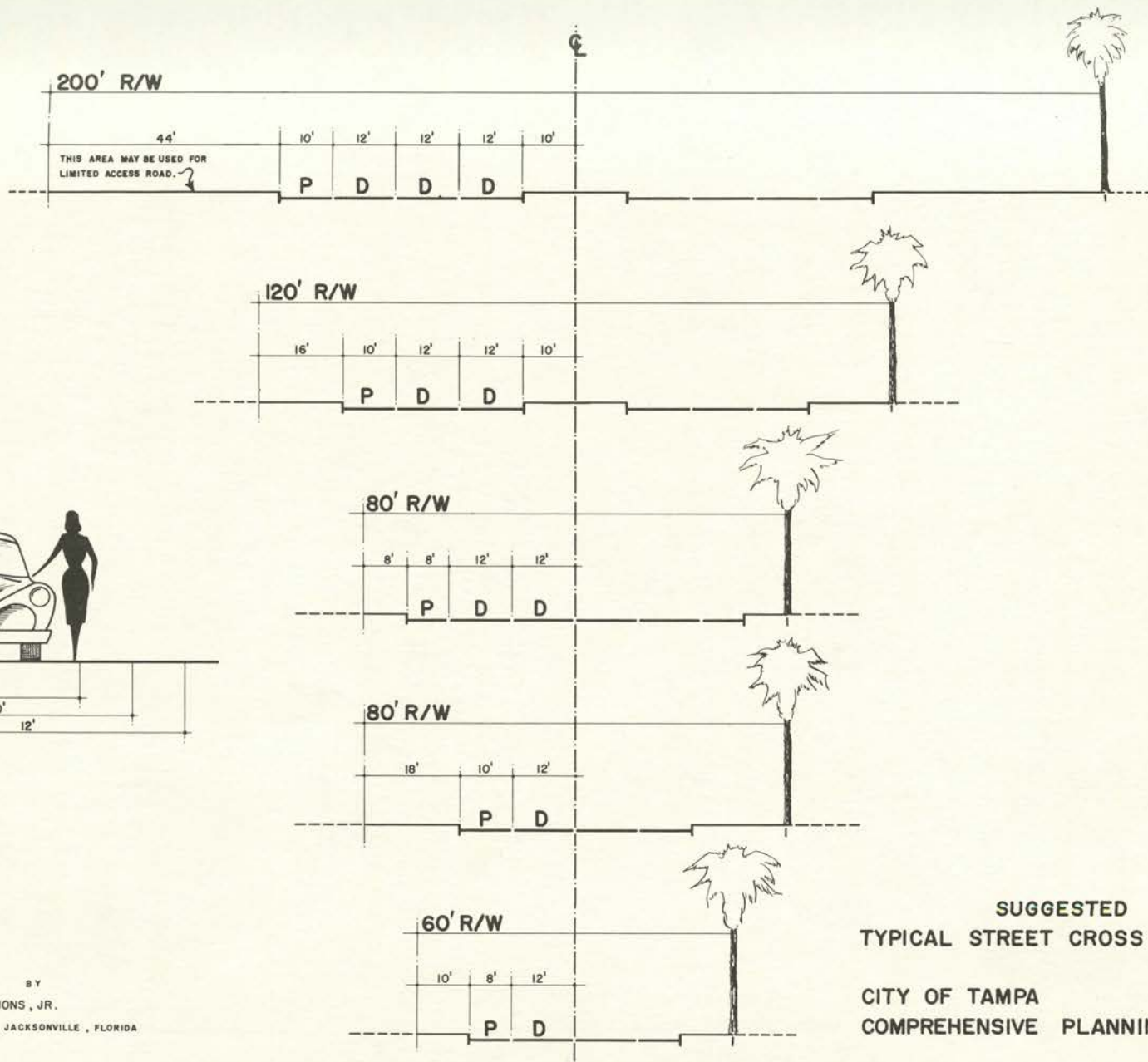
A third class of street is that which provides access and service to various types of property, mostly residential. Such Local Streets differ structurally according to the services rendered; those serving industrial districts must be more substantial and spacious than those serving purely residential sections. A major portion of the over-all street system consists of these local streets.

A fourth class of highway of comparatively recent origin is the Expressway, now being proposed thru Tampa. It is a limited access highway designed to move great volumes of traffic into and thru the city and the various areas thereof. Obviously to be most serviceable the Expressway must be coordinated with the other major elements of the overall street pattern to serve the city most advantageously.

STANDARDS OF STREETS

Streets of primary or secondary importance designed to carry large volumes of traffic must have rights-of-way sufficiently wide to accomodate roadways of adequate capacity to move the increasing volumes of traffic expeditiously with a minimum of hazard. In some cases where limited access is desirable, the right-of-way width should be sufficient to also accomodate access roads on either side of and parallel to the main roadway.

Design standards for interstate, state and federal highways, and for expressways, have been determined by the various federal, state and county highway agencies. Some local communities have established standards which often vary slightly from place to place but in general, they too seek to obtain an adequacy of both right-of-way and roadway.



**SUGGESTED
TYPICAL STREET CROSS SECTIONS**

CITY OF TAMPA FLORIDA
COMPREHENSIVE PLANNING STUDIES

The principal components of a major street plan designed to carry large volumes of traffic should have rights-of-way sufficiently wide to accomodate roadways of four moving lanes of traffic and two parking lanes and in some cases, six moving lanes. Moving lanes should be preferably twelve feet wide and parking lanes eight-ten feet; in some cases these widths might be reduced to eleven and eight feet respectively.

Secondary streets of lesser importance should have right-of-way widths of at least eightyfeet to accomodate roadways of two moving lanes and two parking lanes.

Access streets in residential areas should have right-of-way widths of at least sixty feet but in some cases widths of fifty feet would be permissible.

Suggested cross sections standards are shown in Figure 13.

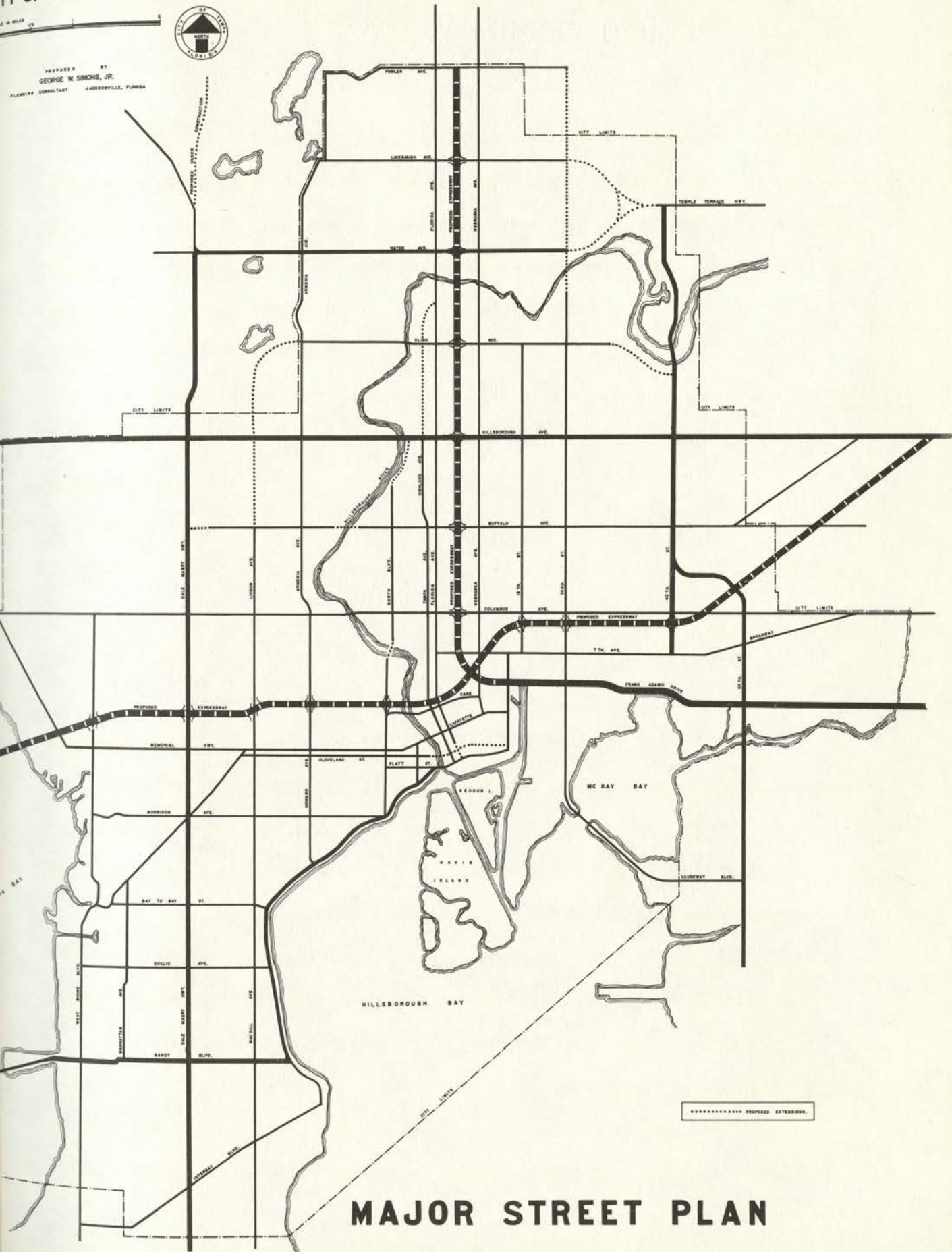
EXISTING STREET SYSTEM

With few exceptions the Tampa street system has adhered rigidly to the grid pattern established initially in the Jackson plat of 1853. Unfortunately, the right-of-way widths of 80 feet established in this plat were not adopted as standard right-of-way widths for streets extending from it in adjacent plats. Practically all the streets in the system follow the east-west and north-south government section lines or fractions thereof.

Thru years of growth and use a comprehensive framework of principal streets has been developed. Some of these extend outward as Radials from the Central Business District to serve residential sections and areas beyond the city. Among these are Florida and Nebraska Avenues, Tampa Street,



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MAJOR STREET PLAN

COMPREHENSIVE PLANNING STUDIES

FIG. 14

Adamo Drive, Platt Street, Bayshore Boulevard, Grand Central Avenue, Cass and Cypress Streets.

Others of these principal streets do not penetrate the Central Business District but carry traffic thru the city or from one section to another. Among the important streets of this class (Secondary or Cross Town) are Hillsborough Avenue, Boulevard, north and south; Columbus Drive, Armenia Avenue, Dale Mabry, 22nd, 40th and 50th Streets. Altho none of these streets lead directly into the Central Business District they are component parts of circumferential or ring road routes enabling traffic to circulate between various parts of the city without passing thru the Central Business District.

Then there are a number of intermediate streets that serve to connect various principal arteries. Among these are Morrison, Bay-to-Bay, El Prado, Euclid, Buffalo, Sligh and others.

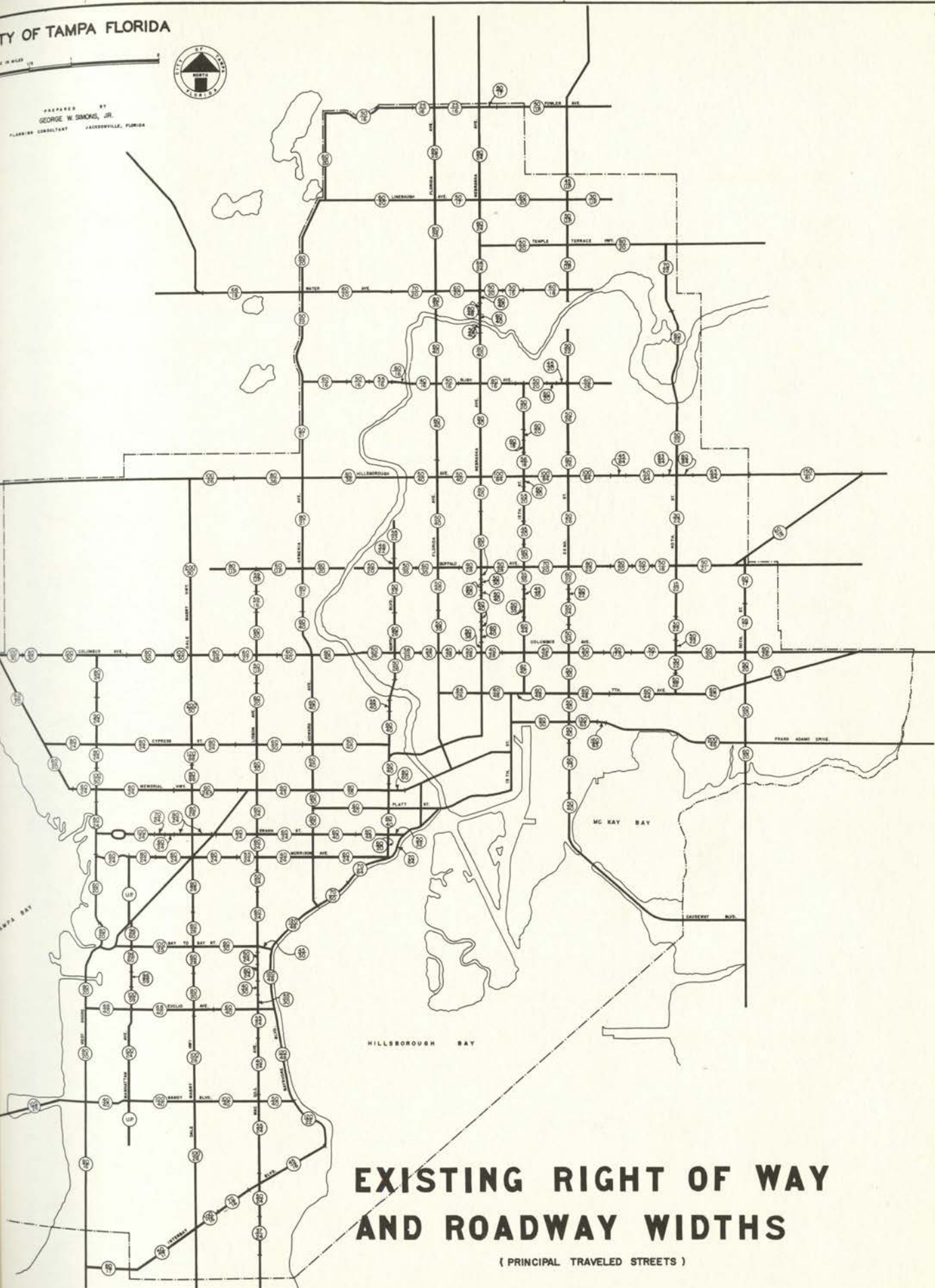
Together these principal streets correlated to the Expressway constitute the essential elements of the major street system (Figure 14).

The full utilization of these various streets would distribute traffic movements more advantageously and at the same time greatly minimize congestion on the various radials and within the Central Business District.

Ten bridges now cross the Hillsborough River and one crosses from the mainland to Davis Island. These will be augmented by a new bridge between LaFayette and Platt Streets at Krause Street and by one on the Expressway north of Cass Street. The old Garcia Avenue bridge will soon be replaced by a new and more adequate one at Boulevard. In the future, the Fortune Street bridge whould be rebuilt, also the one at Sligh Avenue and a new bridge should be located before too long at Buffalo Avenue. The Central

1 IN 1/4" = 1 MILE

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COMPREHENSIVE PLANNING STUDIES

Avenue leg of the Expressway will provide an additional outlet to the north serving the areas north of the river.

The efficiency of any major street framework as a means of circulating and distributing traffic depends on rights-of-way and roadways of adequate widths. Unless such provisions are anticipated the increasing volumes of traffic of later years will become a source of greater congestion and strangulation.

Currently the greater part of the street framework is deficient in right-of-way widths. Many of the principal streets or portions thereof with rights-of-way of only 50 or 60 feet do not permit of roadways in excess of 40 feet wide. Many miles of these streets extend thru densely built up areas where it is now difficult and costly to acquire land for street widening. The establishment of generous set back lines along these various streets is a step in the right direction. When structures are rebuilt or new ones erected, the set back lines established now would regulate the building line. On Figure 15 the right-of-way and roadway widths of the various principal streets are shown.

TRAFFIC FLOW AND VOLUMES

The adequacy of a roadway as a channel to carry the volumes of traffic, can be judged by the number of vehicles a given lane of width can carry expeditiously and safely. This volume obviously will depend on the number of intersections, the extent of signal control, width of roadway and the prevalence of curbside parking. The wider the lane, the fewer the intersections, the effectiveness of signal control and freedom of interference of

parking, the greater number of vehicles a lane will carry. Because the roadway is primarily a channel to expedite flowing traffic, the storage or parking of traffic on it may have to be eliminated in order to realize its maximum capacity. These fundamentals must be considered in defining the major street system.

Traffic flow studies made at selected points in the street system show the volumes of moving traffic. They also identify the streets used most extensively. Traffic flow studies made in 1939-1940, in 1947 and again in 1956 enable one to note whether there have been any radical changes in the traffic flow pattern generally and further, studies conducted by the State Road Department reflect the relative volume increases in the time interval 1947 to 1956. Neither the studies of 1939-1940 nor those of 1947 extended much beyond the corporate area prior to 1953 consequently the 1956 data is the most comprehensive and revealing.

The traffic flow pattern of today is almost identical with that of 1939-1940 and 1947. The same streets are still carrying the major traffic loads, augmented however by those streets in that portion of the city annexed in 1953. Growth and development in the Interbay area and the increased volumes of traffic crossing Gandy Bridge have accentuated the importance of such streets as McDill Avenue, Dale Mabry, Armenia Avenue, West Shore Drive, Henderson Boulevard, Manhattan Boulevard and also of such cross streets as Bay-to-Bay, El Prado and Euclid in addition to Gandy Boulevard. On the north the development of lands has emphasized the importance of Waters Avenue, Temple Terrace Highway and Linebaugh and on the east, 40th and 50th Streets.

The introduction of the one-way street system in 1951 plus the extension of Howard Avenue into Armenia Avenue and the extension of Tampa Street into

Highland to Hillsborough Avenue has changed the flow characteristics somewhat but not radically.

Comparing the twenty-four hour annual average of traffic volumes of 1947 with those of 1956 indicates generally that the volume of traffic using the principal streets has increased substantially since 1947. Since 1947 Adamo Drive has been extended eastward from 22nd Street as an important state highway. Whereas in 1947 the volume of traffic carried by this thoroughfare averaged 5,000-10,000 vehicles per day, today the average varies from 20,000 to 28,000. Similarly, whereas Hillsborough Avenue carried an average daily load of 8,000 to 10,000 in 1947, today it varies from 13,000 to 23,000. Even the volume carried on 22nd Street south of Broadway has more than doubled and that on both Florida and Nebraska Avenues has increased about 50%. The volume on Grand Central Avenue west of the river has also more than doubled. From these comparative data it is apparent that the volume of traffic using the principal streets of the city has greatly increased since 1947 - varying from a 50% increase to more than 200%. With the population of the city and tributary area increasing it is clear that provisions must be made to handle a larger volume than now.

MAJOR STREET PLAN OF 1941, 1947 and 1951

As a result of the traffic flow, land use and population distribution studies made in 1941, a major street plan was delineated, which even then was extended beyond the corporate area of that date into much of the area subsequently annexed to the city in 1953. In 1947 the State Road Department conducted a comprehensive study of highway needs in the Tampa area including traffic volume counts and origin and destination surveys, a report of which

was published in 1947. In this plan the State Road Department accepted the major street plan defined in 1941 but in addition, included a system of limited access routes utilizing in part the 1941 recommendations as they pertained to Columbus Drive and Central Avenue.

In 1951 the street system was again reviewed and further recommendations made. In the interim between 1941 and 1951, Tampa Street was extended northward and later, Howard Avenue was extended into Armenia Avenue; Frank Adamo Drive was constructed eastward from 13th Street; 19th and 20th Streets had been improved south from Adamo Drive and connected with the 22nd Street causeway. Plans were also prepared, in accord with the plan of 1941, to construct a new bridge at North Boulevard to replace the old Garcia Avenue bridge. Plans are now in course of preparation to construct a bridge at Krause Street into Cleveland Street on the west side of the river, pursuant to the recommendations made in 1951. In accord with recommendations in that report also, the system of one-way streets was installed. Ordinances were enacted providing for the establishment of set-back lines on a number of streets, pursuant to the recommendations of 1941 and 1951. So generally, considerable progress has been made during the years toward improving the street system to expedite the movement of traffic. Following the parking study report of 1951, a cooperative parking garage was erected at Polk and Tampa Streets, financed by merchants.

The study of 1951 also recommended the acquisition of the Atlantic Coast Line property on the river front between LaFayette and Cass Streets for conversion into an enlarged parking facility and for other purposes.

During 1955-1956, the State Road Department initiated new origin and destination, traffic volume and parking surveys preparatory to a revision of the limited access route plans of 1947. In September, 1956, the suggested route of the proposed Expressway was revealed in Tampa and steps initiated to bring plans to a final culmination. As an integral part of the proposed Expressway Plan is the Central Avenue leg suggested first in the report of 1941 and later, in the report of 1947.

THE MAJOR STREET PLAN

The plan of major streets now proposed in Figure 14 should be developed gradually over the next decade to provide the Tampa area with a coordinated system of principal streets to facilitate the movement and distribution of traffic thruout the city with a minimum of delay and congestion.

As stated previously many sections of the proposed street plan have right-of-way and roadway widths inadequate to accomodate the anticipated volumes of future traffic. To provide this adequacy at a reasonable cost over a period of time, set back lines should be established now to assure an adequate width when needed and this will require some revision of the currently effective set back ordinances.

A policy of land acquisition for future street widenings should be defined. Such acquisition should be made as soon as possible in sparsely developed or vacant areas traversed by any of the proposed major streets. In densely or well developed sections the rate of acquisition will be slower depending largely on the type of development encountered and the costs of land increments for needed widening. In any event the policy defined should anticipate acquisition over a period of time. In the more densely built up

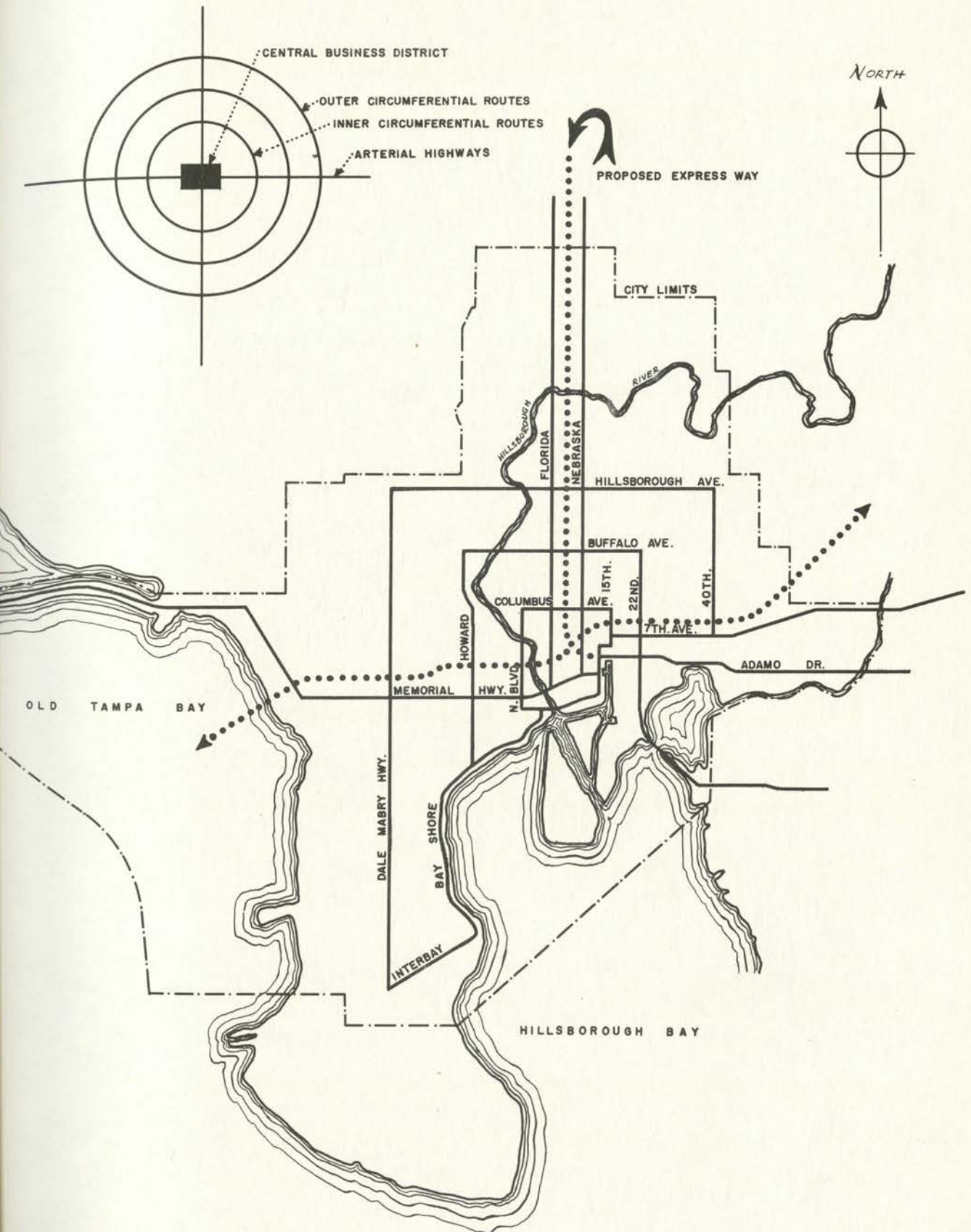
areas where ultimate widening is both desirable and essential, it may be necessary to extend the one-way street system until the various land parcels can be acquired.

The proposed Expressway into and thru Tampa will have a profound effect on the movement and volume of traffic handled, especially into and from the Central Business District and thru the city. It will change the driving habits of many people, diverting them from their former accustomed routes into new ones but notwithstanding, the necessity and importance of developing the comprehensive framework still prevails. With the completion of the Expressway the volumes of traffic on some of the more heavily traveled streets will be reduced temporarily but increasing volumes due to future growth will soon replace the temporary losses.

Altho the Central Avenue leg of the Expressway will greatly relieve the impact on both Florida and Nebraska Avenues to and from the north, these two streets will still be important in the overall pattern of circulation. Similarly, the Expressway will influence the flow of traffic into the Inter-bay sections and beyond to the west, but notwithstanding the importance of the principal streets now serving these areas will continue. The Expressway will also relieve the pressure at 13th and Adamo Drive. The Expressway, while modifying the traffic flow pattern of the city will not be a cure all in the over-all scheme of highways serving the various sections of the city as a whole.

The major street plan shown in Figure 14 is constructed around a number of selected north-south and east-west streets, many of which were included in the plans of 1941 and 1947. In this respect no radical proposals are introduced.

TAMPA'S CIRCUMFERENTIAL ROUTES



NORTH-SOUTH STREETS

The one-way traffic plan that has been operating so effectively on Florida Avenue should be extended to a point as near the river as possible. To do this will require a connection with and opening of Highlands Avenue north of Hillsborough Avenue.

Between 26th Street and the river, the roadway on Florida Avenue is 40 feet wide but south thereof it is 35 feet. This latter section should be widened to a minimum of 40 feet. To attain the ultimate capacity of Florida Avenue, the necessity of eliminating parking from it may be desirable and necessary.

Excepting a small section between Van Dyke Street and the river, Nebraska Avenue has right-of-way and roadway widths of 80 feet and 40 feet respectively. Currently it operates as a two-way traffic street. Because of the close proximity of the Central Avenue leg of the Expressway the widening of the Nebraska Avenue roadway may not be necessary for a long time, but should it be necessary the right-of-way width is sufficient to permit it excepting in the aforementioned section. Before widening the roadway however, parking should be eliminated to attain its full capacity.

East of Nebraska Avenue, the principal north-south streets included in the major street framework are 15th, 22nd, 40th and 50th Streets. Of these, 22nd and 40th are the most important. 22nd Street south of Hillsborough Avenue should have a right-of-way at least 50 feet wide and a roadway throughout its length of 40 feet. 40th Street should have a right-of-way at least 80 feet wide with a minimum roadway of 56 feet. It will become a most important street to serve the eastern industrial area.

West of Florida Avenue the principal component of the major system is Tampa Street-Highland Avenue which as stated previously should be extended northward with a connection into Florida Avenue. The most difficult section is that north of Hillsborough Avenue.

North and South Boulevard will become more useful with the completion of the new bridge replacing the old one now located at Garcia Avenue. North Boulevard can be readily extended northward into Hillsborough Avenue. The right-of-way of Boulevard should ultimately have a width of 80 feet north of Grand Central Avenue because in future years it will become one of the more important cross town streets between the Hyde Park area and the various residential areas north of Palm Avenue. It is also a segment of an inner circumferential system (Figure 16).

Howard and Armenia Avenues will continue as another important north-south primary streets. Already these two streets have been connected. These streets will provide north-south service from the Bayshore to the northernmost sections of the city and beyond and also be a part of an intermediate circumferential system.

McDill Avenue has been an important feeder into the Interbay area for many years. Since the establishment of McDill Field however, its importance has been accentuated. It should be widened and improved from McDill Field to Columbus Drive and be extended northward into a connection with Sligh Avenue. An ultimate right-of-way width of 80 feet should be established thruout its length.

Dale Mabry is the principal primary artery serving the Interbay area. It is also an important link in the Interstate system and should be extended northward from Hillsborough Avenue to U. S. 41. Not only is Dale Mabry a street of primary importance, it is a part of an outer circumferential system.

Excepting a small section between Morrison and Bay-to-Bay, West Shore Boulevard has a right-of-way width of 80 feet or more thruout its length from its southern extremity to Columbus Drive. The roadway, inadequate thruout most of its length, should be widened to at least 56 feet.

EAST-WEST STREETS

Waters Avenue is one of the important east-west streets north of the river and should be widened and improved from Armenia on the west to a point east of Nebraska where it should be extended into the Temple Terrace Highway. This street and the Temple Terrace Highway constitute principal cross town streets, serving the rapidly developing northeast section. Because of the industrial potential of the Henderson Air Port area these streets will be increasingly important and more particularly so, should the University of Florida also locate in that area. Both these streets should have rights-of-way at least 80 feet wide with ultimate roadway widths of 64 feet.

Linebaugh Avenue is a useful cross town street connecting Armenia Avenue on the west and the Henderson Air Port area on the east. The right-of-way width of Linebaugh should preferably be 80 feet because it will serve as a collector of traffic from the future residential areas to the north including Forest Hills.

Hillsborough Avenue, like Dale Mabry, is an improved member of the State-Federal system, also a part of the circumferential system with Dale Mabry and 40th Street.

Buffalo Avenue not only serves an area between Hillsborough Avenue and Columbus Drive but extends easterly into State Road 574 near Mango. A new bridge constructed at the river would greatly enhance the value of Buffalo Avenue as an east-west secondary cross town street, extended westerly to Dale Mabry. The right-of-way and roadway widths of Buffalo Avenue vary but for the most part are 50 and 20 feet respectively. A right-of-way width of 80 feet should be provided ultimately and a roadway width of at least 40 feet.

Excepting Hillsborough Avenue, Columbus Drive (Avenue) is the most important east-west street across mid-Tampa. From State Road 574 on the east, it bisects that part of Tampa between the Central Business District and Hillsborough Avenue on the north - one of the most densely built up portions of the city. On its westward course, Columbus Drive serves the International Air Port and also as the west approach to the Courtenay Campbell causeway across Tampa Bay to Clearwater.

Altho one of the must useful and heavily traveled streets in Tampa, Columbus Drive is one of the most inadequate as to right-of-way and roadway widths. Only is the right-of-way section between Lincoln Avenue and the Causeway of adequate width. In the remaining portions the right-of-way widths vary from 40 to 60 feet and roadway widths from 17 to 30 feet.

Columbus Avenue should have a right-of-way at least 80 feet wide thru the city and a roadway at least 56 feet wide ultimately.

With the construction of the Krause Street bridge Cleveland Street should be improved and widened westerly from the river. Easterly from Krause Street bridge, a street should be opened and improved to 13th Street.

Cass Street should be connected with Cypress Street in order to provide another radial street into the western area of the city. This connection has been recommended previously.

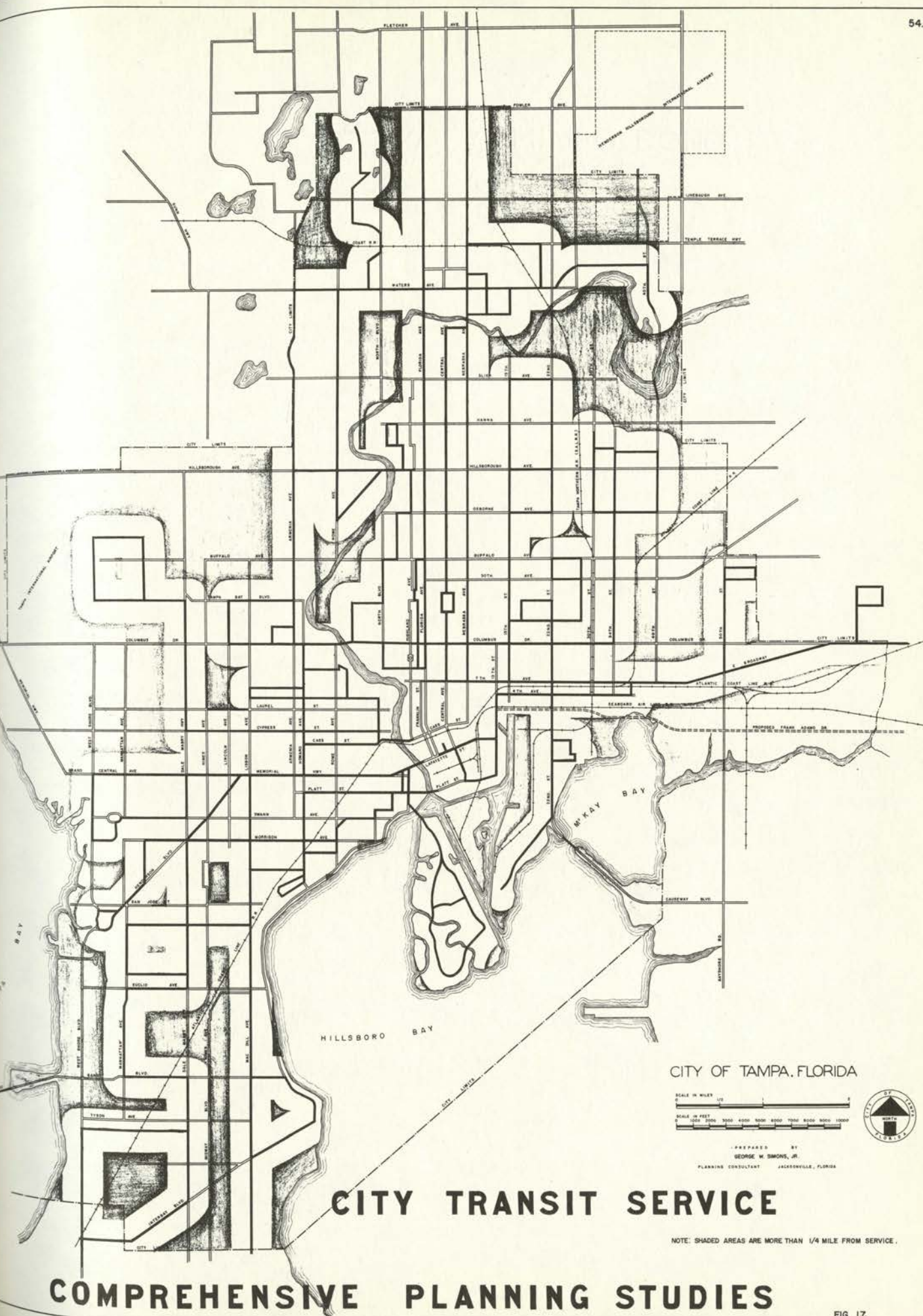
CIRCUMFERENTIAL STREETS

The street framework as projected here lends itself to the creation of several circumferential street systems which, when improved, would be most helpful in guiding and distributing the traffic volumes over wider areas. They would also assist in minimizing a needless flow of traffic thru the Central Business District. To effectuate such circumferential routes as indicated in Figure 16 should have a first priority in scheduling future street improvements.

SUMMARY

The Major Street Plan as delineated in Figure 14, together with the proposed Expressway, should adequately serve the Tampa urban area. It will provide for the utilization of existing streets arranged to promote a balanced growth yet fully protect residential neighborhoods.

It is not a plan to be effectuated in a short time but rather, one that should be brought to gradual culmination thru a period of years. The various widenings proposed may seem ambitious at the moment but one must realize that this is a plan to meet future rather than current needs. The principal current requirement is the establishment of set back lines along the various streets to facilitate ultimate widenings.



CENTRAL BUSINESS DISTRICT

The Central Business District is the heart of the city. It is the central core around which much of the economic life of the community has revolved since its beginning. Within it is found the greatest concentration of offices, banks, retail stores, amusements, governmental activities, hotels and a variety of other service enterprises. It is also the locus of the tallest buildings and the city's highest values. Because of the many and varied services offered within the Central Business District one finds therein the greatest intensity of pedestrian and automobile traffic. Into it lead the principal radial streets from the various sections of the city and from the tributary areas beyond; into and thru it operate the various bus lines of the mass transportation system (Figure 17) serving the urban and interurban areas.

The diversified establishments within the Central Business District attract great numbers of people, many to work and many others to shop, transact business or for other purposes. Not only do the facilities of the Central Business District attract people resident within the city and its immediate urban area but also those from the city's tributary area, who desire to avail themselves of the district's varied facilities and services. Peculiarly, it is an area of high daytime and low nighttime population, a fact that contributes substantially to the magnitude and complexity of its problems of traffic circulation and parking.

As the city's population has increased, its developed area expanded and its economy has been diversified, the Central Business District has also expanded gradually from its original confines into adjacent areas that were formerly occupied by residential structures.

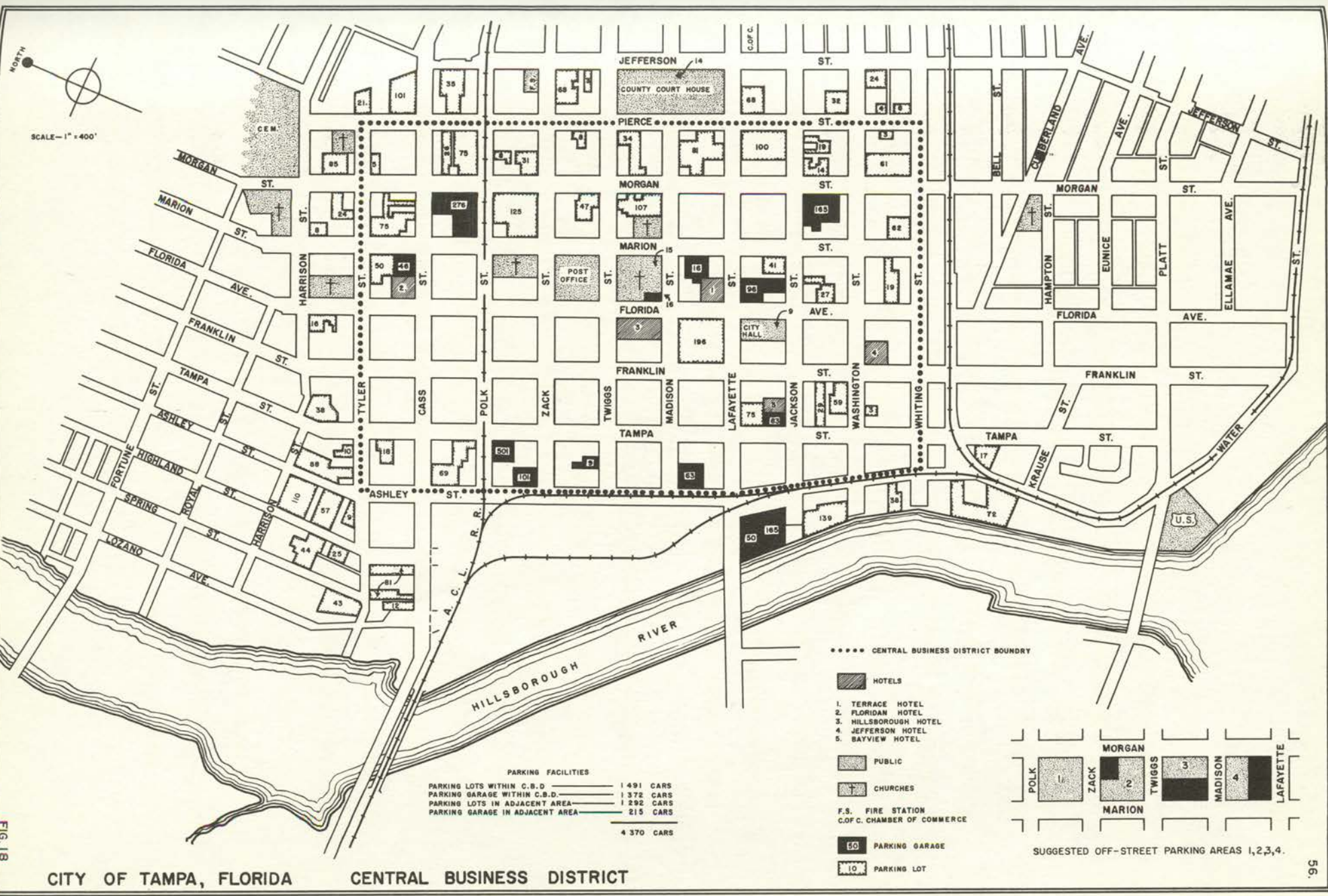


FIG. 18

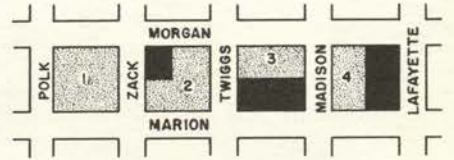
CITY OF TAMPA, FLORIDA CENTRAL BUSINESS DISTRICT

PARKING FACILITIES

PARKING LOTS WITHIN C.B.D.	1 491 CARS
PARKING GARAGE WITHIN C.B.D.	1 372 CARS
PARKING LOTS IN ADJACENT AREA	1 292 CARS
PARKING GARAGE IN ADJACENT AREA	215 CARS
	4 370 CARS

..... CENTRAL BUSINESS DISTRICT BOUNDARY

- HOTELS
- 1. TERRACE HOTEL
- 2. FLORIDAN HOTEL
- 3. HILLSBOROUGH HOTEL
- 4. JEFFERSON HOTEL
- 5. BAYVIEW HOTEL
- PUBLIC
- CHURCHES
- F.S. FIRE STATION
- C.O.F.C. CHAMBER OF COMMERCE
- PARKING GARAGE
- PARKING LOT



SUGGESTED OFF-STREET PARKING AREAS 1,2,3,4.

Altho the area of the Central Business District as a whole has expanded, its effective functional area at the center has expanded more in bulk and height than in area thereby concentrating increasing numbers of people within a relatively small space. The effective Central Business District has now virtually the same boundaries as it had thirty or more years ago, despite the city's population and area growth. During the years however many old outmoded structures have either been modernized or replaced with new structures; some have been demolished and converted into temporary parking lots and several new structures have been erected.

The central area of the city devoted principally to commercial and other non-residential uses, is shown in Figure 18 within which the Central Business District is located. Altho Franklin Street, with its department stores, banks, drug stores, theatres, professional offices, variety stores and shops, is still the principal commercial thorofare, Tampa Street, Florida Avenue and the several cross streets are becoming increasingly identified with similar activities.

The area of most intensive retail activity and the focal point of heavy pedestrian and vehicular traffic lies between Twiggs and Tyler Streets on both Franklin Street and Florida Avenue in which department and variety stores are located. The area south of Madison Street is utilized predominantly by banks, professional and governmental offices and service enterprises among which some retail activity is interspersed. The Thomas Jefferson and Bayview Hotels are located south of LaFayette Street but three other major hotels - the Floridan, Hillsboro and Terrace - are north of LaFayette Street on Florida Avenue. It is also noteworthy that within the Central Business District are four extensive church properties - Catholic, Episcopal,

Methodist and Presbyterian - also the Elks Club. On the west and south edges of the district are wholesale distribution activities. Within the district are a relatively few parcels of vacant land most of which are being used temporarily as parking facilities, one being the old Court House site. Public uses within the district are those of the City Hall and Police station and Federal Building. With the exception of the modernizations and new buildings referred to previously the general complexion of the district has changed little thru the years.

Within the district as defined approximately 4.8 million square feet of gross floor space is currently utilized in various ways as follows:

<u>USES</u>	<u>SQUARE FEET</u>	<u>PERCENTAGE</u>
Retail shopping	747,500	15.6
Professional offices, banks, services	997,600	20.8
Hotels	701,500	14.6
Transportation and utilities	279,000	5.8
Public & semi-public, including government	404,700	8.5
Non-retail	1,663,800	34.7
TOTAL GROSS	4,794,100	100.0

From these data it is apparent that a relatively small amount of floor space (15.6%) is retail merchandising in its various forms however 20.8% of the space is used by such services as banks, professional, real estate, insurance offices and others. The largest amount of space (34.7%) by non-retail and non-professional businesses, including garages, wholesale and distribution and the like.

ASSESSED VALUES

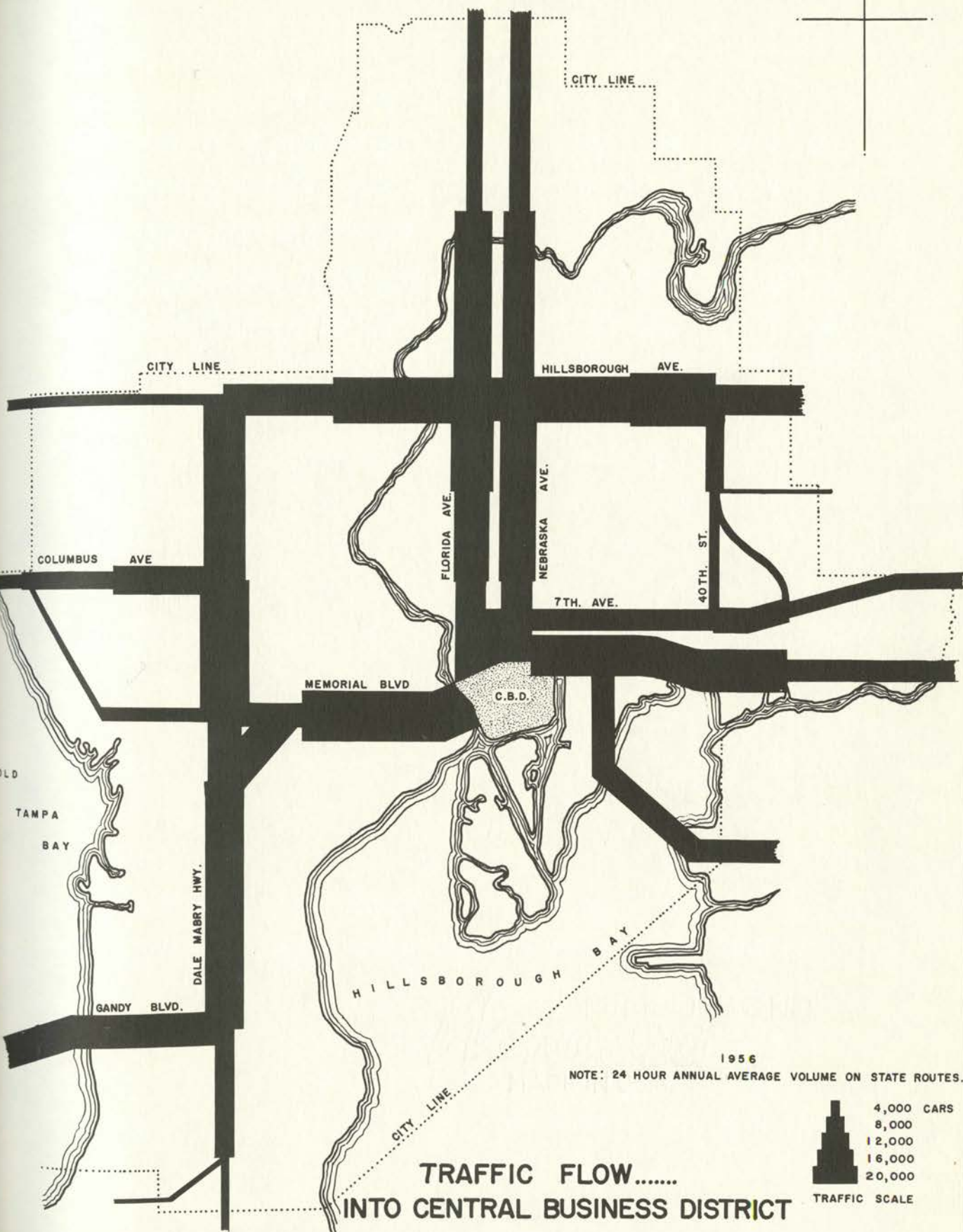
Because the aggregate value of land and improvements is proportionately higher in the Central Business District than elsewhere, its integrity and prestige should be preserved. Following are shown the assessed values of land and improvements including railroad and telegraph but excluding exempt properties for the city as a whole and the Central Business District for the years 1945, 1950 and 1955.

ASSESSED VALUE
NON-EXEMPT REALTY AND IMPROVEMENTS

	<u>CITY</u>	<u>C. B. D.</u>	<u>% CBD IS OF CITY</u>
1945	\$ 41,336.660	\$15,414.200	37.4
1950	94,272,937	28,434,000	30.2
1955	165,982,429	28,359,600	17.1

(Personal and exempt properties excluded)

Between 1945 and 1950, prior to annexation, the assessed value of non-exempt real estate and improvements for the city as a whole more than doubled and those of the Central Business District increased nearly 85%. After the annexation of 1953, the assessed value of non-exempt real estate and improvements for the city increased about 80% but in the same period the non-exempt value of real estate and improvements in the Central Business District was slightly reduced. Whereas in 1945 and 1950 the Central Business District was responsible for 37% and 30%, respectively, of the total value in 1953 this ratio dropped to 17.1%. But notwithstanding, this percentage of the total value (17.1%) is spread over only 0.13 of the city's 70.6 square miles of land area.



From the inception of the city, all roads were focused on the Central Business District (Figure 19). In earlier years it was the single center wherein all businesses and services were concentrated. With the advent of the automobile conditions changed and the movement to the periphery started. Business establishments sprung up along principal streets, in clusters at street intersections and more recently in neighborhood and regional shopping centers. These trends and developments have appeared as threats to the downtown business life and also as a threat to the major tax base providing income for the city's operations.

On an average day of 1947, 68,000 motor vehicles crossed the city limit lines of Tampa, 23,493 (34.4%) destined to the Central Business District. And of 31,000 vehicles originating within the corporate limits, 27,000 (87%) also had destinations within the Central Business District. In addition, some 11,000 vehicles passed thru the Central Business District. In other words, on an average day in 1947 more than 60,000 cars per day entered and left the Central Business District, a considerable portion to shop and transact business. Between 1947 and 1956, the volume of cars crossing the city limits increased from 68,000 to more than 95,000 - an increase of 40%. This increasing number of vehicles now entering the Central Business District obviously is the source of considerable apprehension to the business and property owners of the Central Business District.

Studies made in a number of cities in various parts of the country have shown that the increase in the population of business done outside the Central Business District in the last ten years is a reflection only of the

fact that cities have been growing. For cities between 250,000 and 500,000, approximately 50% of the total business is done outside the center. As far back as published records are available, in cities of over a million population, more than 60% of the total retail business has been done outside the Central Business District. Recognition of these facts emphasizes the necessity of doing something to maintain and improve the prestige of the Central Business District. Because of the types of services rendered, it has a definite and permanent place in the commercial and economic structure of the city. Records and experiences prove that people will still trade at the center providing three principal requirements are met: (1) improved accessibility; (2) improved circulation and (3) adequate parking. When people are able to reach the center with a minimum of delay and a maximum of safety and once there, can circulate freely without encountering undue congestion and delay and find conveniently located parking facilities, the Central Business District will not only survive but much of its former value and prestige will be restored.

The aforementioned major street plan was designed, in conjunction with the proposed Expressway, to facilitate accessibility and provide means whereby motor vehicles could circumvent the Central Business District and not contribute to congestion and delay. The removal of needless traffic movements from the center will encourage a better circulation within it. The third and very important requirement is parking.

PARKING

The parking problem of American cities has aptly been called the "No. 1 headache". The future importance and value of the Central Business District will depend considerably on the availability of adequate parking facilities and the definition of a parking policy. In the past great dependence has been placed on metered curbside spaces, open lots and storage garages. All or most of the open lot operations located on leased lands may be replaced momentarily by new structures. While some of the garage developments were designed as parking facilities others are adaptations of old structures which likewise could be devoted subsequently to other uses. The designed parking garages and curbside parking spaces are currently the only facilities having any degree of permanency and around the curbside facilities is an element of uncertainty. As the future volumes of traffic flowing into and thru the Central Business District increase it may be necessary to discontinue many if not all curbside parking. These existing conditions and probabilities emphasize the necessity of developing a plan of permanent facilities and a policy to motivate it.

As an initial step in this direction the State Road Department conducted a parking study during the early part of 1956 from which constructive proposals will doubtless be forthcoming. These studies will be augmented by those of Wilbur S. Smith and Associates who are currently making final studies pertinent to the Expressway. Altho reports of these studies will not be made until later, certain suggestions can be made now that should not be too inconsistent with any made subsequently.

There are currently available in the Central Business District and the areas immediately adjacent thereto, 5,923 parking spaces divided as follows:

	<u>NUMBER</u>	<u>URBAN AREA AVERAGE CITY (500,000 POPULATION AND OVER)</u>
Metered curbside spaces	1,234	2,933
Free spaces (curbside)	319	
Off street spaces (open lot)	2,783	6,564
Off street spaces (garage)	<u>1,587</u>	3,834
TOTAL	5,923	
Spaces per 1,000 or urban population	23.7	24.3
Turnover at curb	2.6	6.9

Since the parking survey of 1951 there has been a slight reduction in metered spaces but a substantial increase of off street spaces from 2,953 to 4,370. With an effective patrolling the present curbside spaces should be able to accomodate more than 30,000 cars per 10 hour day, on the basis of 2.6 times turnover per space per hour. This, with a turnover of 1.2 in open lots should permit the parking in all facilities of more than 100,000 cars per 10 hour day.

As a result of parking studies and surveys made by cities thruout the nation various indices have been arrived at to guide a city in determining the number of parking spaces it should provide to serve the many diversified types of businesses, services and enterprises found within a Central Business District. These studies indicate that the demand for parking space

varies according to the type of business or service. The requirement for hotels may be one parking space for each 3 guest rooms; for theatres or other places of assembly, 1 space for each 4-6 seats in the auditorium; for office buildings and banks, 1 space for every 1,000 square feet of floor area so used; for restaurants, 1 space for every 200 square feet of floor area; for specialty stores, 1 space for each 1,400 square feet of floor area; wholesale establishments, 1 space for every 2-5 employees and for department stores, 1 space for each 600-1,000 square feet of floor area devoted to retailing.

In the design of Regional or Neighborhood Shopping Centers the ratio of parking space to floor area varies from 2:1 to 3:1 (1 square foot of floor area for each 2 square feet of parking space). These ratios however are considered too generous for a Central Business District but they do give a clue to accepted practices and trends.

Applying the foregoing indices to the Central Business District of Tampa it would appear that the 5,923 spaces now available would adequately serve the present altho many of these are located rather remote from the core of the District (Figure 18). Studies made previously in Tampa indicate that few motorists will walk more than 800 feet from a parking space to the place of transacting business. Then too, whereas there is currently an apparent adequacy, the past studies disclosed that many workers in establishments located within the Central Business District usurp spaces for all day parking which limits the amount of space available to shoppers, or transients.

Sites selected and developed as permanent parking facilities should be located as close to the inner core of the central area as possible, keeping in mind the minimum distance people will walk. Sites conforming to such requisites and worthy of earnest consideration are:

1. The block between Marion and Morgan Streets formerly occupied by the DeSoto Hotel.
2. The block now occupied by the Greyhound Bus Terminal, exclusive of the building of the Peninsular Telephone Company. It is understood that the bus terminal will be moved from this site. A quarter of the block is now used for parking.
3. The east one-half of the block between Twiggs and Madison Streets, facing east on Morgan Street, which is now being used as a parking site.
4. The north one-half of the block between Morgan and Marion Streets, facing north on Madison Street. This block is now occupied by a one story structure.
5. The site west of Ashley Street now owned by the Atlantic Coast Line Railroad.

These sites can be augmented by others on the north and south.

In this first stage of development the lot surfaces would be used for parking and then later, as the demand for more space arises, multi-storied deck garages could be erected into which retail stores could also be included.

As stated in previous reports, the river front site west of Ashley Street should be developed as a multi-purpose area including parking.

STUDY OF CENTRAL BUSINESS DISTRICT - TAMPA

GEORGE W. SIMONS, JR.
Smith & Kennedy
Planning Consultants
First National Bank Building - Tampa, Florida

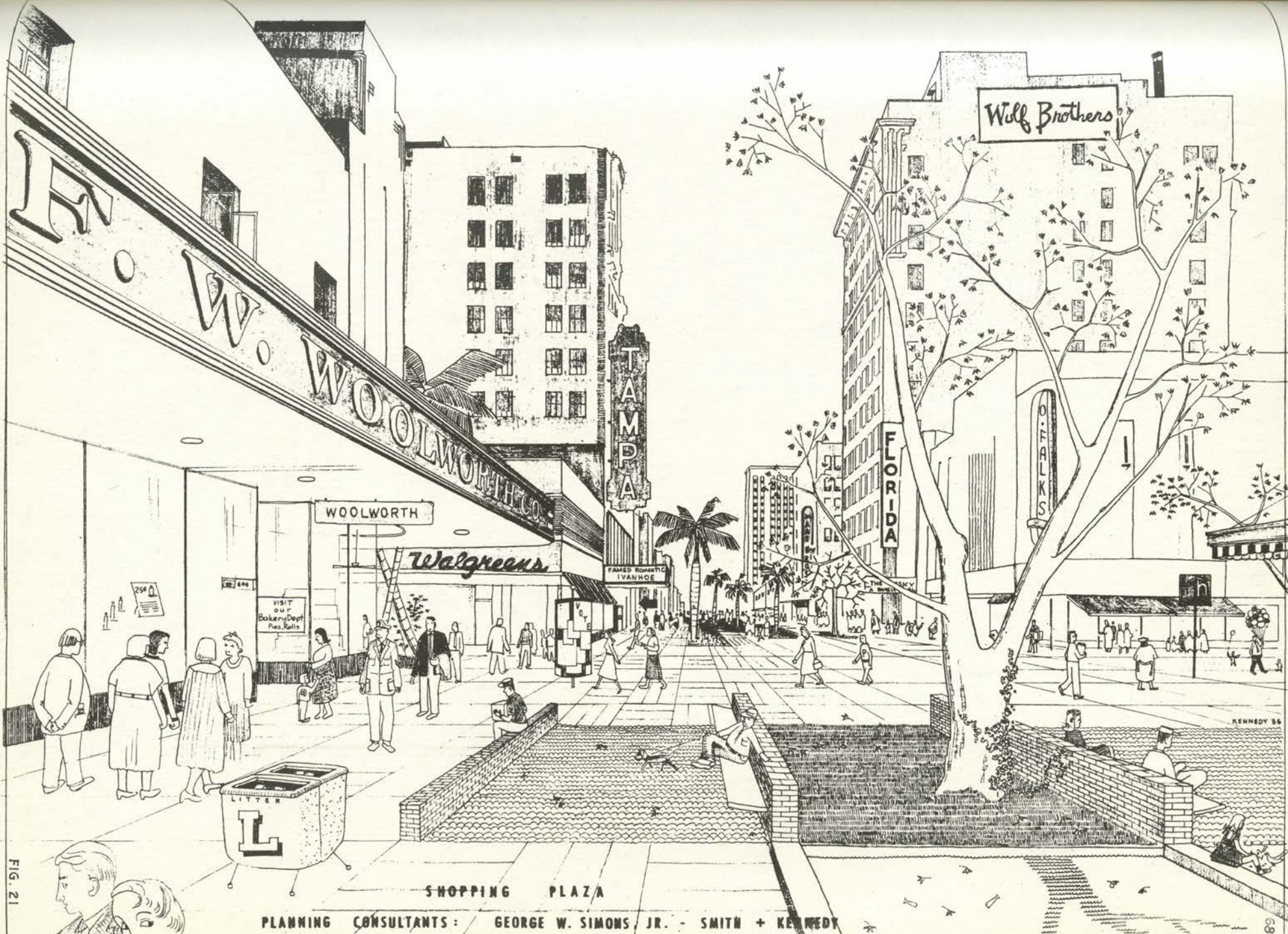


FIG. 21

PLANNING CONSULTANTS: GEORGE W. SIMONS, JR. - SMITH + KENNEDY

As a long range project, the river front reclamation should extend northward from the Cass Street bridge to replace many of the substandard dwellings now in that area with more productive, attractive and profitable uses, including parking. The entire river front could be converted into a great community asset. To ascertain what improvements can be made one need only examine a similar improvement at Jacksonville.

Many of the larger cities thruout the country are presently devoting much thought to the rehabilitation of their Central Business Districts to make them more easily accessible, and to provide more conveniently located spaces for parking. To make them more attractive and appealing to pedestrians some cities are considering the possibilities of converting the various streets of the central core into parks and parkways.

Portions of the Central Business District of Tampa would respond to a treatment of this kind, especially Franklin Street and the cross streets intersecting it between Tampa Street and Florida Avenue. Figure 20 suggests one plan and Figure 21 shows how Franklin Street would appear after such treatment. Obviously this plan of approach is a deviation from the orthodox but notwithstanding, it would result in something unique and dramatic.

Under such a plan, parking facilities would be located around the periphery of the core as proposed and the main movements of traffic would follow a circumferential pattern. The plan is offered here as a point of departure in providing a major rehabilitation project.

The acquisition of properties, the methods of financing improvements, the subsequent operation and extensions as needed are policy determinations

that must be made. To most effectively and expeditiously do the job it is recommended that the City sponsor special legislation at the forthcoming session of the Florida Legislature creating a Tampa Parking Authority empowered to acquire lands and structures, plan and finance improvements and subsequently operate them either directly or under lease.

The City of Orlando has such a Parking Authority that has achieved remarkable results within a relatively short period of time. They are authorized to issue certificates of indebtedness to pay for facilities and provide ways and means for the payment of certificates. Already this Commission has established three parking facilities, one of two stories, and currently it is extending the program. Under the Parking Authority all efforts related to parking are concentrated in a single organization that gets the job done quickly and effectively. The statutes of more than twelve states and the District of Columbia now authorize city parking agencies of one kind or another. The qualifications of the members of a Parking Authority, their terms of office and related matters are generally prescribed by ordinance of the governing body.

SUMMARY

The Central Business District as the major trading and servicing area of the city and its tributary area pays more taxes proportionately than any other area of the city. To secure and perpetuate its position in the economic structure of the changing city pattern and to preserve its character and value parking facilities adequate in scope must be planned and established. Such facilities must be located convenient and easily accessible to

the central trading core. To achieve the needed objectives most efficiently and effectively legislation should be prepared authorizing the creation of a Parking Authority with full powers to plan, acquire lands, erect structures, finance and operate parking facilities.

The Central Business District will always be the heart of the whole metropolitan area but its strength and vitality will depend on the measures adopted to improve it. It is not a program to be executed in a short time but rather one that will extend over the years. It is a long range idea.

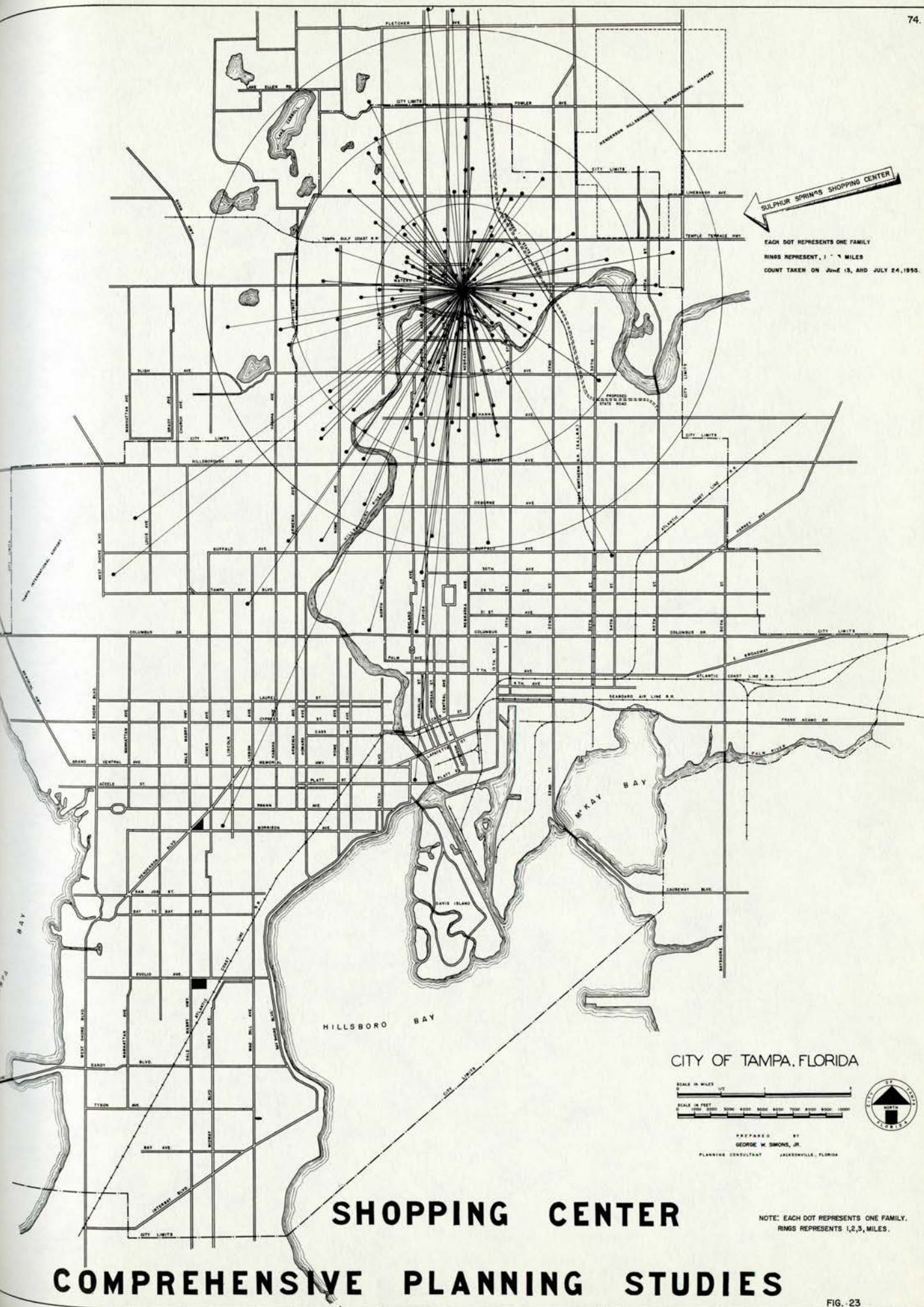
REGIONAL SHOPPING CENTERS

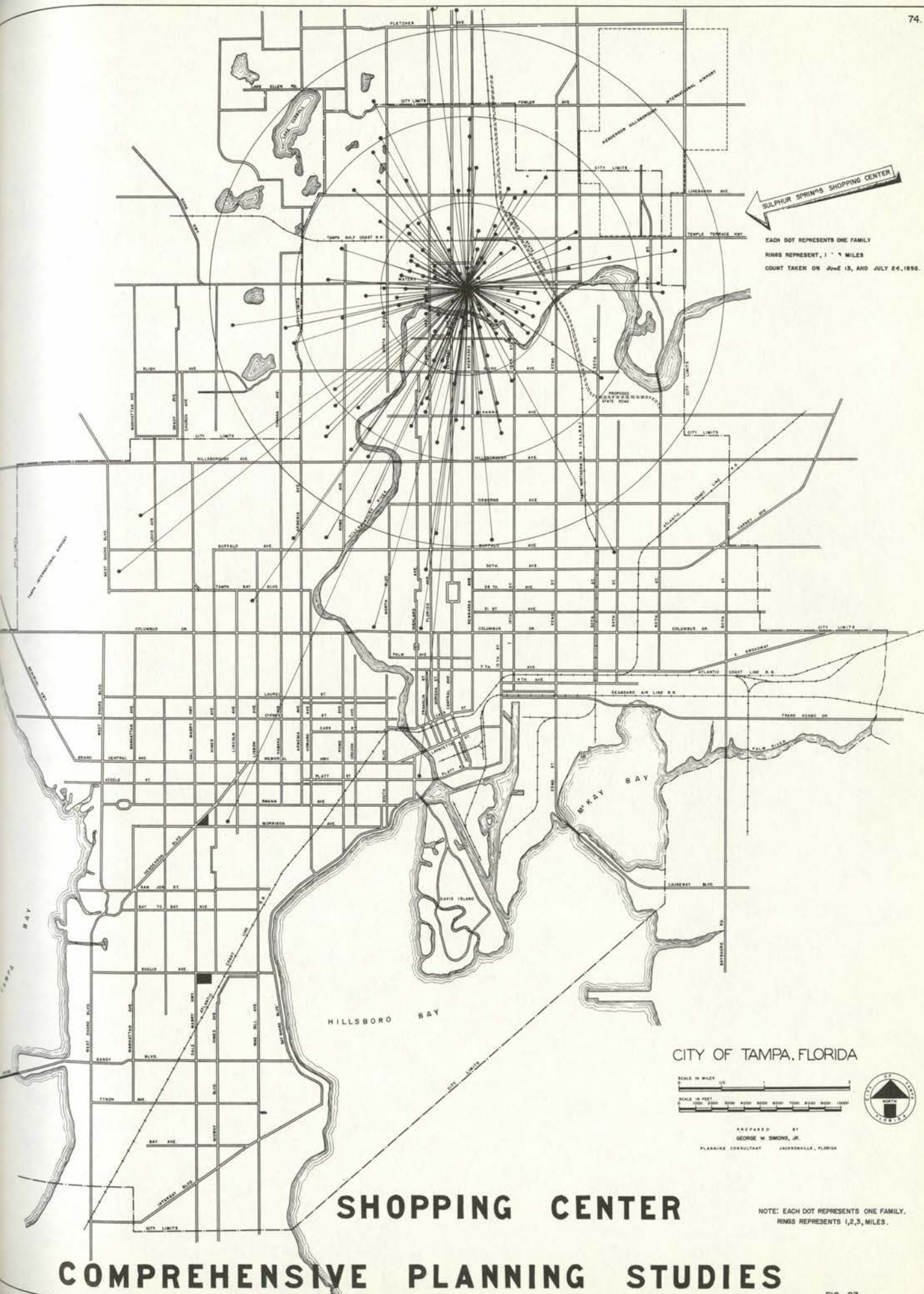
The establishment of the regional shopping area as exemplified by Northgate, Britton Plaza and others is a comparatively new development in city growth and building. Primarily these new developments are consumer, goods servicing areas with a limited range of effectiveness. They are especially attractive because they are readily accessible to the areas they serve, they provide ample parking space and by a diversification of businesses they enable the consumer to supply his daily needs. They are however the source of considerable apprehension to businesses located within the Central Business District.

Studies made within recent years in a number of large cities reveal that the regional, or even neighborhood, shopping center is here to stay but notwithstanding, it is neither a substitute for nor will it functionally replace the Central Business District providing the latter follows the suggestions hereinbefore made pertinent to parking and traffic circulation. For three main reasons the Central Business District is superior to the regional shopping area. First, in the Central Business District there is always a greater selection of goods; second, people can do several errands at one time and third, prices are generally cheaper downtown. Because of their nature, many goods and services cannot be found in the regional center.

The main problem relating to the regional marketing center is their proper spacing or location. Obviously they should not be spaced too close together. They represent a large capital investment and when spaced too close to each other, some one is liable to suffer.







SHOPPING CENTER

COMPREHENSIVE PLANNING STUDIES

To determine the area or zone of effectiveness of the shopping center, interviews were made at a number of those in Tampa. People were asked where they lived, how they traveled and why they came. The location results of these interviews are shown on Figures 22 and 24 from which it will be noted that the area of effectiveness does not extend much more than two miles from the center. People replied that they came to the center because plenty of free parking space was available and that most of their daily consumer needs could be purchased there. The majority of the shoppers are women.

The task of the leaders in the Central Business District is to provide the same ease of accessibility and the same parking facilities as are provided in the shopping center.

THE REGIONAL SHOPPING CENTER

	<u>NUMBER STORES</u>	<u>GROSS AREA ACRES</u>	<u>SHOPPING AREA SQ. FT.</u>	<u>PARKING SPACE</u>
Henderson Boulevard	6	3.5	52,800	600 cars
North Gate	31	24.0	258,600	2,000 cars
Britton Plaza	33	29.0	314,275	2,200 cars
Guernsey Plaza*	31	21.0	264,300	1,600 cars

*Projected

PARKS, RECREATION AND SCHOOLS

In addition to streets and other public utilities (water, sewerage, gas and electricity), the acquisition of lands for parks, recreation, libraries, fire stations, neighborhood centers and other public uses is essential to the welfare of every growing community. In a nation that is affording its people increasing amounts of leisure time the necessity of providing adequately for public recreation assumes a greater importance for both young and old. Not only should the lands be adequate in area for the various intended uses, but they should be located most advantageously to serve the needs of the people most effectively.

The eagerness and enthusiasm to build a city commercially and industrially often blinds the leaders to the great importance of those facilities intimately related to the lives of the people - cultural and recreational. Because they do not produce dollars and cents as such, they are too often ignored or submerged. Hundreds of acres of land have been subdivided into residential building lots without any provisions for playgrounds or other recreational facilities. When completely developed the streets will be the only play areas left to the youth, a condition that is not healthful for any community.

In earlier years recreation areas were planned for the youth only but today as a result of increased leisure time, recreation facilities must be planned for adults as well. And this is especially true in the Tampa area where a substantial part of the economy revolves around tourists and tourism. Adhering to a narrow, restricted policy at this time could easily penalize the city in a later year.

The National Park Service suggests as a general rule that one acre of park and recreation space either within the city or immediately adjoining its boundaries for each 100 population. Predicated on this standard Tampa should have today in the aggregate some 2,400 acres of land allocated to parks and recreation.

In evaluating the over-all park and recreation pattern of the future however, the geographical position of Tampa in a region of diverse natural resources should be considered. There are the Gulf beaches, many waterways for boating and fishing and the various state parks, all of which contribute to the recreational pattern of the area. Such resources that may well compensate to a considerable degree for any major deficiencies within the city. Within the corporate area therefore, the principal concern should be directed to the need for playgrounds, parks and other facilities to serve the continuing needs of the people, many of whom are unable to journey to the more remote spots.

CLASSIFICATIONS OF AND STANDARDS FOR PARKS AND RECREATION AREAS

Parks are divided into large parks designed to accomodate a variety of recreational facilities and small neighborhood parks. In addition to these types of parks there are parkways, public gardens, plazas and public triangles and squares planted as decorative areas. Lowry Park of some 100 acres is a good example of the large public park while the Seminole Garden Center, DeSoto Park and Jackson Heights Park are examples of the smaller neighborhood park. Planted areas along the Bayshore are examples of the parkway and Plant Park approaches the public garden type of facility.

The National Recreation Association has defined the various recreation areas and facilities as follows:

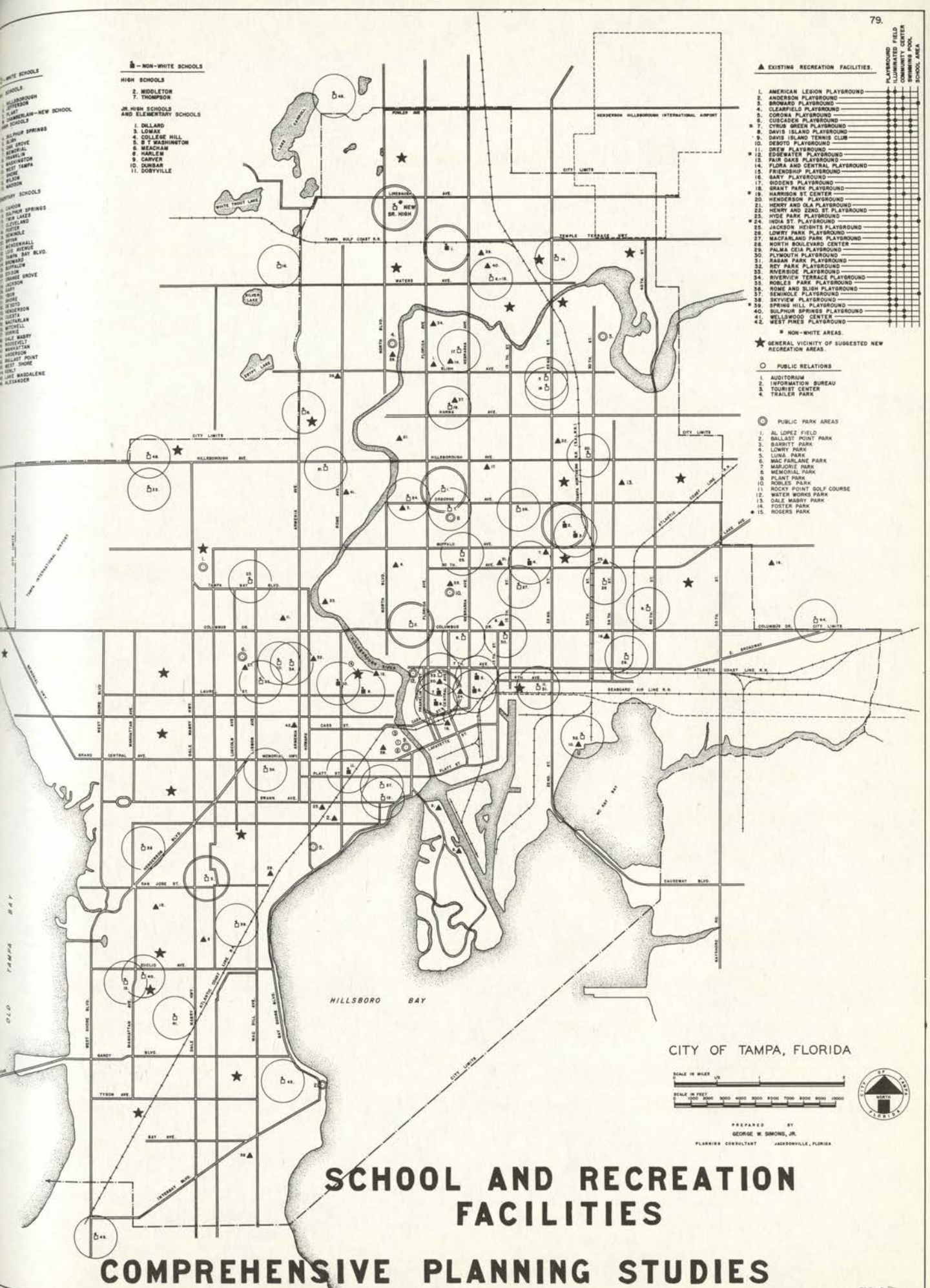
Neighborhood Playground: An area of three to six acres to serve the people of a neighborhood, located so that no person would be obliged to walk more than one-quarter mile in densely built up neighborhoods and one-half mile under most favorable neighborhood conditions. Altho provided to primarily serve youth from six to fourteen it can also be equipped to serve older youth and adults. There should be at least one acre of playground for each 800 of the present and estimated future population. Within the Neighborhood Playground a Community Building for neighborhood meetings and functions might also be located.

Playfield: An area of ten to twenty acres strategically situated to serve the people of several neighborhoods. There should be a playfield for at least 20,000 of the population. The playfield will provide facilities for adult sports primarily, such as, tennis courts, soft ball, shuffleboard, baseball, swimming pool, band shell, recreation building with some space allocated to children. The Playfield should be located not farther than one mile from any home served by it. In addition to these various land use facilities, the following standards are recommended for buildings: Gymnasium for each 10,000 population; Auditorium for each 20,000 population; social room or reading lounge for each 10,000; game room for each 10,000 and swimming pool for each 50,000; tennis courts for each 2,000.

From these various criteria a determination can be made of what facilities of the various types should be included in an over-all Parks and Recreation Plan.

- WHITE SCHOOLS**
- 1. HILLSBOROUGH
 - 2. LUTHER
 - 3. LUTHER
 - 4. LUTHER
 - 5. LUTHER
 - 6. LUTHER
 - 7. LUTHER
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 - 35. LUTHER
 - 36. LUTHER
 - 37. LUTHER
 - 38. LUTHER
 - 39. LUTHER
 - 40. LUTHER
 - 41. LUTHER
 - 42. LUTHER
- NON-WHITE SCHOOLS**
- 1. DOLLARD
 - 2. LOMAX
 - 3. COLLEGE HILL
 - 4. T. WASHINGTON
 - 5. MEACHAM
 - 6. HADLEY
 - 7. CARVER
 - 8. DANBAR
 - 9. DOBYSVILLE
- JR. HIGH SCHOOLS AND ELEMENTARY SCHOOLS**
- 1. DOLLARD
 - 2. LOMAX
 - 3. COLLEGE HILL
 - 4. T. WASHINGTON
 - 5. MEACHAM
 - 6. HADLEY
 - 7. CARVER
 - 8. DANBAR
 - 9. DOBYSVILLE

- EXISTING RECREATION FACILITIES**
- 1. AMERICAN LEGION PLAYGROUND
 - 2. ANDERSON PLAYGROUND
 - 3. BROAD PLAYGROUND
 - 4. CLEARFIELD PLAYGROUND
 - 5. CORDELL PLAYGROUND
 - 6. CUSACK PLAYGROUND
 - 7. CYRUS GREEN PLAYGROUND
 - 8. DAVIS ISLAND PLAYGROUND
 - 9. DAVIS ISLAND TENNIS CLUB
 - 10. DESOTO PLAYGROUND
 - 11. DREW PLAYGROUND
 - 12. EDEWATER PLAYGROUND
 - 13. FAIR DAKS PLAYGROUND
 - 14. FLORA AND CENTRAL PLAYGROUND
 - 15. FRIENDSHIP PLAYGROUND
 - 16. GARY PLAYGROUND
 - 17. GORDON PLAYGROUND
 - 18. GRANT PARK PLAYGROUND
 - 19. HARRISON ST. CENTER
 - 20. HENDERSON PLAYGROUND
 - 21. HENRY AND OLA PLAYGROUND
 - 22. HENRY AND ZEDS ST. PLAYGROUND
 - 23. HYDE PARK PLAYGROUND
 - 24. JACKSON HEIGHTS PLAYGROUND
 - 25. LOWRY PARK PLAYGROUND
 - 26. MACFARLAND PARK PLAYGROUND
 - 27. NORTH BOULEVARD CENTER
 - 28. PALMA CERIA PLAYGROUND
 - 29. PLANT PARK
 - 30. PLANT PARK PLAYGROUND
 - 31. RAGAN PARK PLAYGROUND
 - 32. RIVERVIEW TERRACE PLAYGROUND
 - 33. RIVERVIEW PLAYGROUND
 - 34. RIVERVIEW PLAYGROUND
 - 35. ROBERTS PARK PLAYGROUND
 - 36. ROBERTS PARK PLAYGROUND
 - 37. SEMINOLE PLAYGROUND
 - 38. SPRING HILL PLAYGROUND
 - 39. SULPHUR SPRINGS PLAYGROUND
 - 40. WELLSWOOD CENTER
 - 41. WEST PINES PLAYGROUND
- NON-WHITE AREAS**
- 1. AUDITORIUM
 - 2. INFORMATION BUREAU
 - 3. TOURIST CENTER
 - 4. TRAILER PARK
- PUBLIC RELATIONS**
- 1. AUDITORIUM
 - 2. INFORMATION BUREAU
 - 3. TOURIST CENTER
 - 4. TRAILER PARK
- PUBLIC PARK AREAS**
- 1. AL LOPEZ FIELD
 - 2. BALLAST POINT PARK
 - 3. BARNETT PARK
 - 4. LOWRY PARK
 - 5. LUNA PARK
 - 6. MAC FARLANE PARK
 - 7. MARJORIE PARK
 - 8. MEMORIAL PARK
 - 9. PLANT PARK
 - 10. ROCKY POINT GOLF COURSE
 - 11. WATER WORKS PARK
 - 12. DALE MABRY PARK
 - 13. FOSTER PARK
 - 14. ROGERS PARK



SCHOOL AND RECREATION FACILITIES

COMPREHENSIVE PLANNING STUDIES

CITY OF TAMPA, FLORIDA

SCALE IN MILES

SCALE IN FEET

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

FIG. 24

EXISTING CONDITIONS

ADMINISTRATION

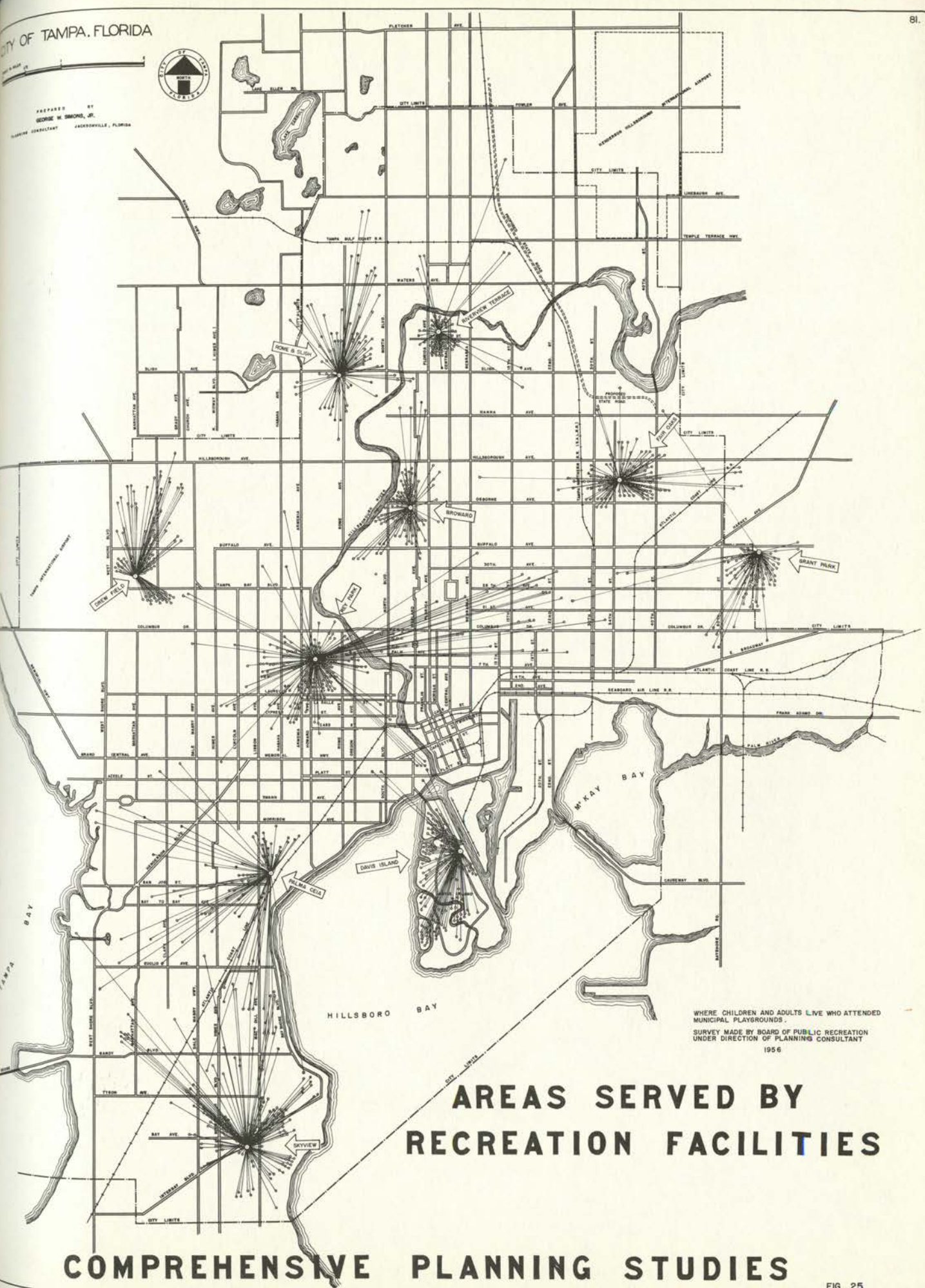
The Park Department is responsible for the operation and maintenance of all parks and parkways and the Recreation Department for all recreation facilities. Altho the Park Department has nothing to do with recreation as such, some of the activities of the Recreation Department are carried on in park areas.

RECREATION DEPARTMENT

The Recreation Department has been in operation for many years during which it has formulated and administered one of the most effective comprehensive community wide recreation programs to be found anywhere, for young and old - resident and transient. The Department heads have ever been conscious of the various recreational needs of the people and to that end have striven constantly to provide added lands and new facilities commensurate with growth. This activity is best reflected by the extension of facilities into the areas annexed in 1953. Since that time at least 15 new recreation areas have been established in the annexed areas. For a revealing picture of public recreation in Tampa, one is referred to the Annual Report of the Recreation Department, October, 1955, to October, 1956. Currently, recreation activities are carried on under city supervision in more than 50 areas distributed thruout the city as shown in Figure 24.

In addition to the operations of the various playgrounds much activity is conducted within Community Center Buildings of which nine have already been established thruout the city as follows:

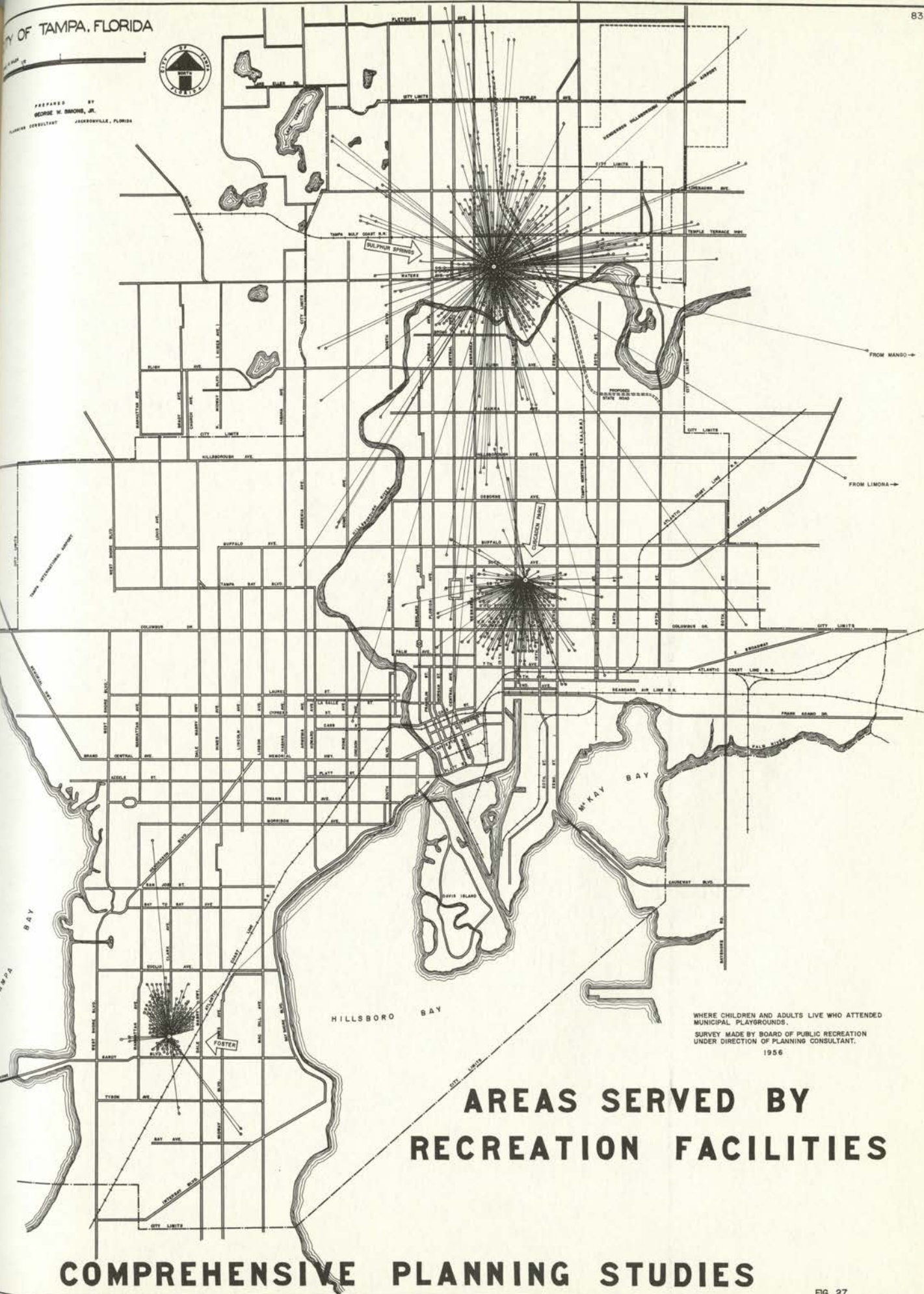
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WHERE CHILDREN AND ADULTS LIVE WHO ATTENDED
MUNICIPAL PLAYGROUNDS.
SURVEY MADE BY BOARD OF PUBLIC RECREATION
UNDER DIRECTION OF PLANNING CONSULTANT
1956

AREAS SERVED BY RECREATION FACILITIES

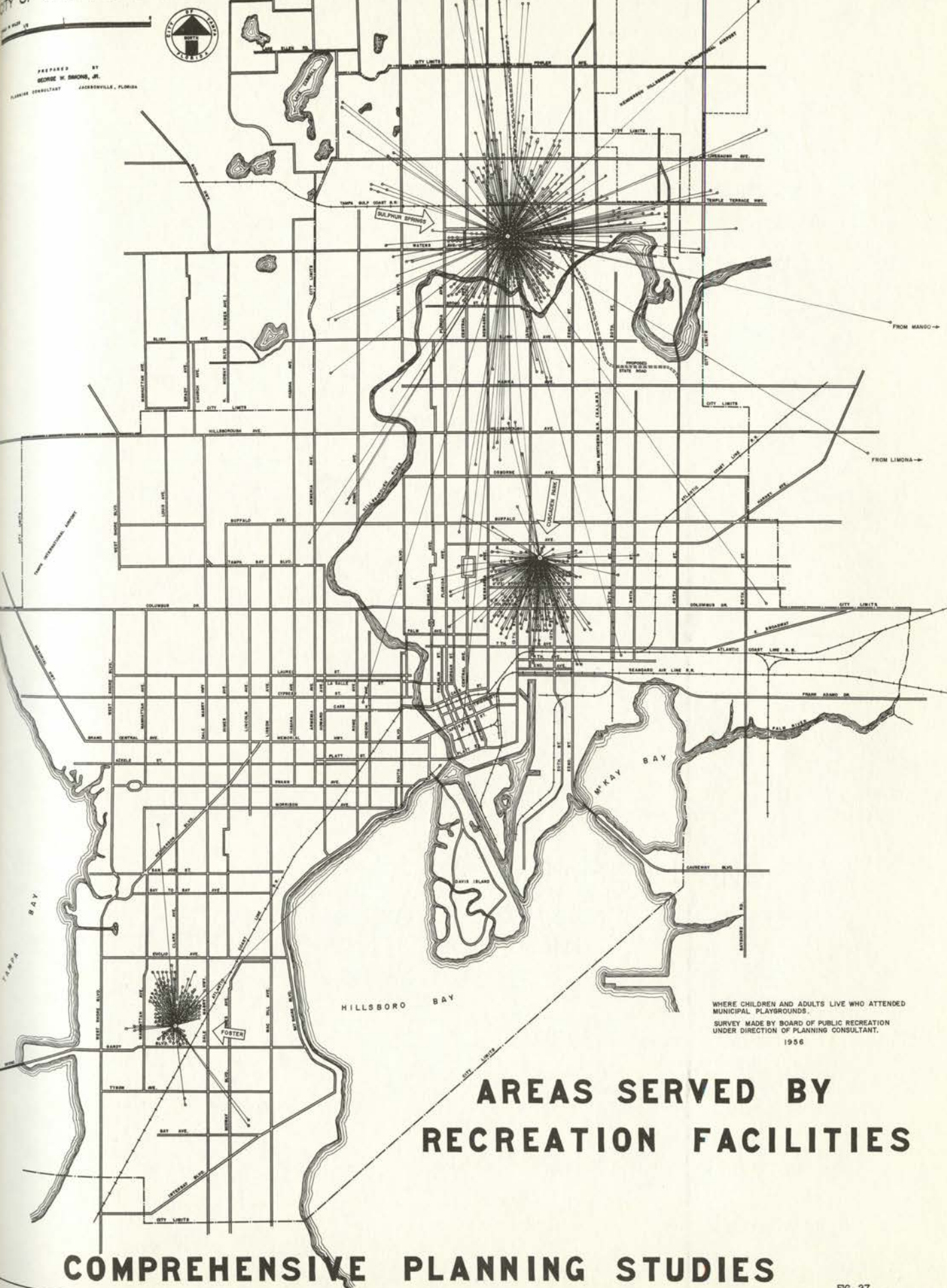
PREPARED BY
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WHERE CHILDREN AND ADULTS LIVE WHO ATTENDED
MUNICIPAL PLAYGROUNDS.
SURVEY MADE BY BOARD OF PUBLIC RECREATION
UNDER DIRECTION OF PLANNING CONSULTANT.
1956

AREAS SERVED BY RECREATION FACILITIES

COMPREHENSIVE PLANNING STUDIES



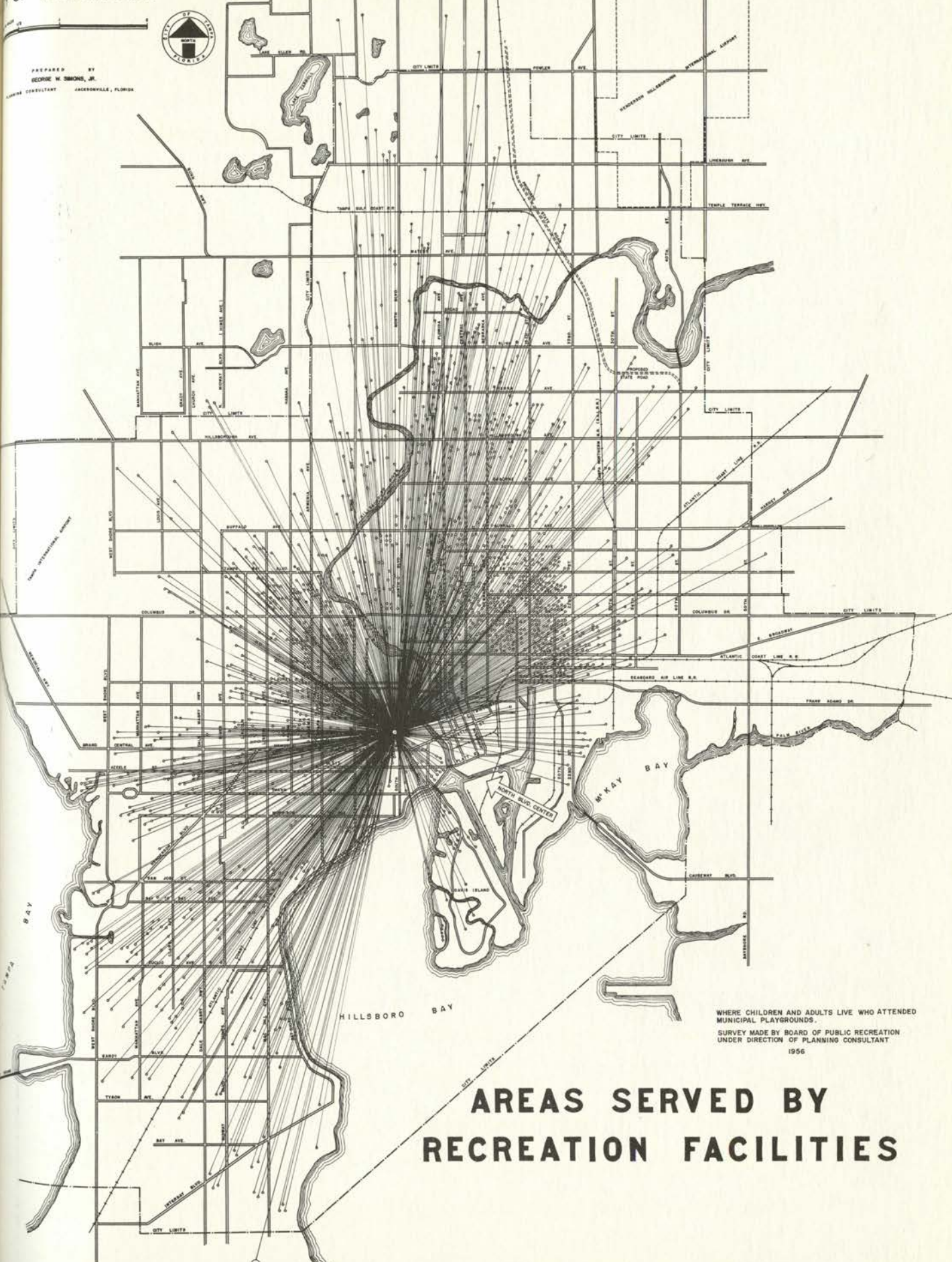
North Boulevard Center	214 North Boulevard
Anderson Community Center	821 South Rome
Clearfield Community Center	Clearfield & Indiana
West Tampa Community Center	Howard & Cherry
Sulphur Springs Community Center	12th & Seward
Gary Community Center	34th & Columbus Drive
DeSoto Park Community Center	Stuart & 24th
Cordelia B. Hunt Community Center	Lauber Way & Hesperides
Wellswood Civic Club	Wishart Boulevard

These centers provide for the many social needs of neighborhoods and also provide places where neighborhood group meetings can be held. The fact that an aggregate of 233,150 persons attended functions at these centers during the year 1955-1956 attests to their usefulness in the community. Most of them are located in park areas.

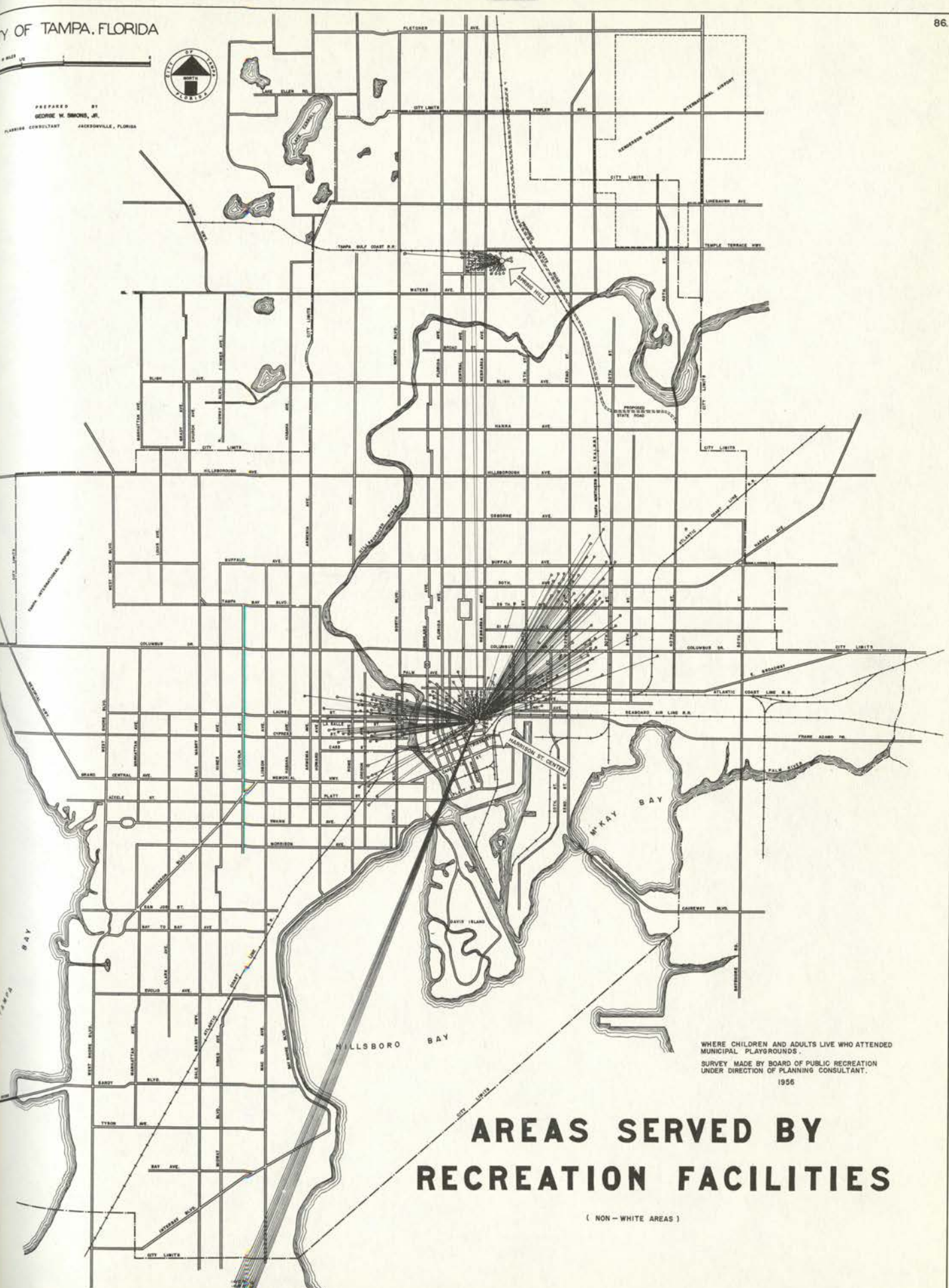
On six of the playgrounds programs are conducted for pre-school age children: Fair Oaks, Flora and Central, Friendship, Gary, Hyde Park and Palma Ceia.

During the year 1955-1956, the various activities of the Recreation Department were attended by nearly two million boys and girls and by some 217,000 adults which also attests to the services being afforded the people by the city.

During the summer of 1956 surveys were conducted at each of the recreation facilities to determine the extent of area served by them. Figures 25, 26, 27, 28, 29 and 30 reveal pictorially the results of these surveys at some of the areas. Such Neighborhood Playgrounds as Rey Park, Rome and Sligh, Grant Park (Figure 25); Plymouth, American Legion, West Pines,



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Corona (Figure 26); Foster, Sulphur Springs (Figure 27), have an effective area of influence with a radius of $3/4$ to 1 mile. On the other hand, Figures 28 and 29 show that the Community Centers have a much larger area of influence. The North Boulevard Center (Figure 28) and the Harrison Street Center (colored) (Figure 29) draw from the city as a whole.

Cuscaden Park is one of the few Playfields in the system, which according to Figure 27 has its primary attraction in the Ybor City area.

These data emphasize particularly the standards of the American Recreation Association referred to earlier, i. e., facilities must be located to serve neighborhood populations living within $\frac{1}{2}$ to 1 mile of the facility. In extending its new facilities into the annexed areas the Recreation Department has endeavored to follow this pattern - a pattern which was previously defined in our Planning Report of 1945.

FUTURE PROJECTIONS

The establishment and location of new recreation facilities will depend on the growth and development of the city, especially its residential development. The Recreation Department should constantly observe the progress of growth revealed by the filing of subdivision plats and issuance of building permits and from such information select desirable sites for Playgrounds, observing as closely as possible the standards of size and location specified by the American Recreation Association. By following such a course, Playground areas will be properly located and the functions of one will not overlap those of another. On Figure 24 future probable sites to be explored are indicated.

During the current year the Wellswood Playground should be completed - west of Mendenhall Drive. Also during the current year and 1958 additional playgrounds should be established:

1. In the vicinity of North Boulevard, north of Linebaugh Avenue and east of Forest Hills - about 3-4 acres.
2. At Howlette, in the vicinity of Yukon and 22nd Street.
3. At 22nd Street and the River.
4. In the vicinity of Manhattan and Oklahoma Streets, bounded on the south by Iowa Street, 10 acres.
5. In the area north of Grand Central, west of Dale Mabry and south of Cypress Street.
6. In the area south of Grand Central, west of Dale Mabry and north of Henderson.
7. In the old Palma Ceia area, east of Dale Mabry, south of Swann Avenue.
8. In the area south of Gandy west of McDill Avenue.
9. In the area south of Temple Terrace Highway in the vicinity of 40th Street.
10. South of Waters Avenue between Nebraska Avenue and 22nd Street.
11. South of Lake Avenue between 40th and 50th Streets.
12. In the vicinity of the Oak Grove School at Armenia Avenue.
13. In the vicinity of Manhattan, South of El Prado.
14. North of Hillsborough Avenue near the Alexander School.
15. In the Ybor City area, south of Broadway, east of 14th Street.

NEGRO RECREATION FACILITIES

Recreation facilities for the negro population are located in areas not accessible and convenient to them. The Recreation Center at Harrison and Jefferson Streets is an especially useful facility as shown in Figure 29.

The need of future facilities should be explored in the following areas:

1. An area near Lincoln Gardens, west of Dale Mabry near Spruce Street.
2. An area west of the Atlantic Coast Line right-of-way in the vicinity of Osborne Avenue.
3. An area in the vicinity of 25th Street and Buffalo Avenue.
4. An area for a negro Community Center in the vicinity of Osborne Avenue and 24th Street.
5. A swimming pool in the West Tampa area.

PLAYFIELDS

Currently the most complete Playfield is Cuscaden Park. Additional fields of this type should be located elsewhere in the city. One could well be established in the vicinity of the Al Lopez baseball field on Dale Mabry to serve the area north of Grand Central Avenue, west of the river. A second could be located in the Interbay Area somewhere in the vicinity of Dale Mabry and Euclid Avenue; a third, north of the river to serve the Sulphur Springs area and a fourth, to serve the area south of Hillsborough Avenue west of 50th Street. These facilities should be spaced from 3 to 4 miles apart.

SPORTS CENTER

The city should explore the many possibilities of establishing a Sports Center and large park in the western part of the city in the vicinity of Old Tampa Bay and the Courtney Campbell Causeway. This area lends itself to a multi-purpose development with water sports, boating and various land facilities including a stadium. A site of adequate expanse could also be developed and utilized by the Florida State Fair Association in the future and thereby relieving a large centrally located site for more useful purposes.

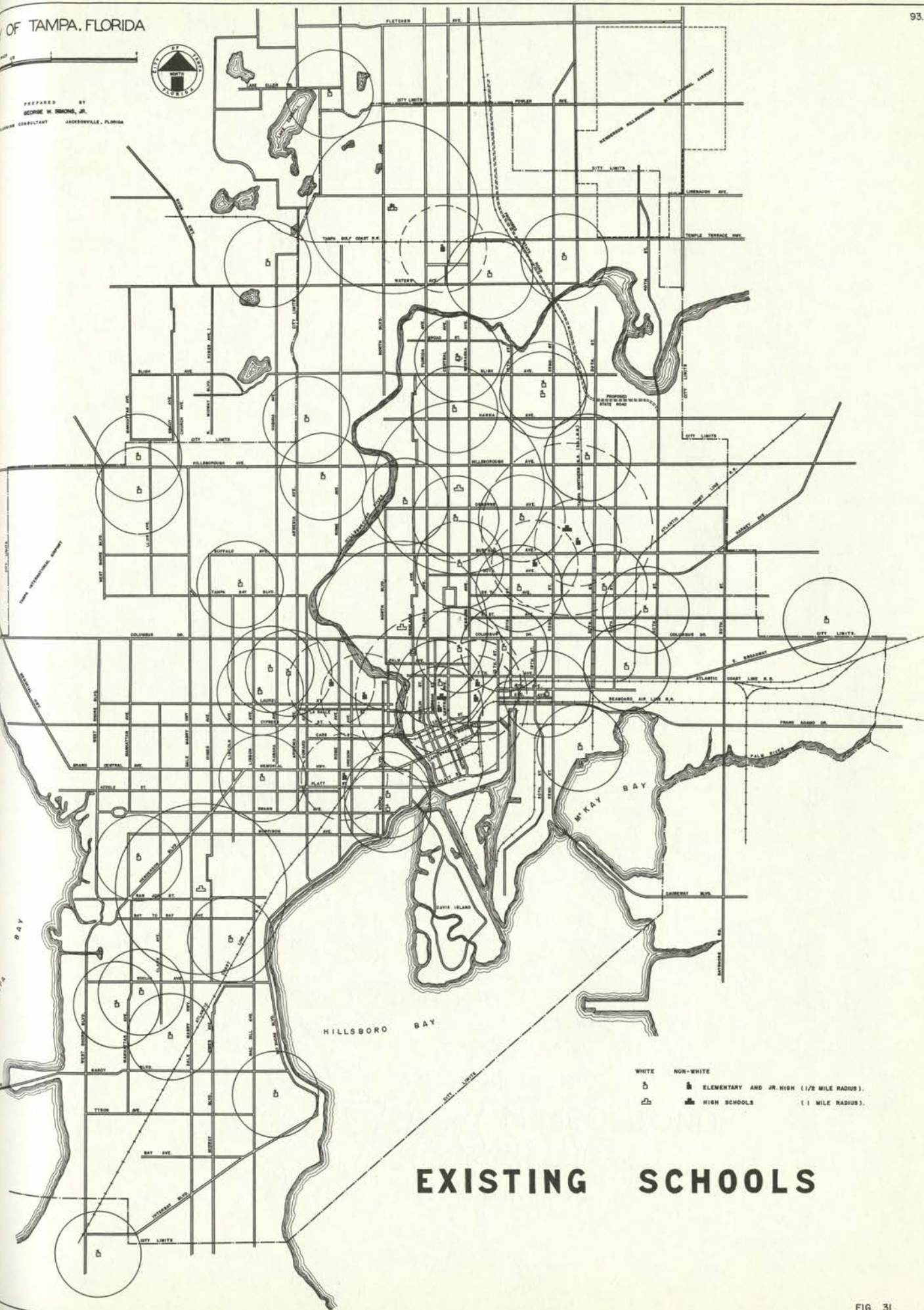
SCHOOLS

Elementary school sites are closely identified with the residential neighborhoods they serve. On each, space is allocated for play purposes, the amount depending on the size of site and type of school. In some places, the schools and the city cooperate to the extent that school play areas are used by the recreation staffs of the city during hours when the schools are not in session. Altho this practice is not common it does have merit where school areas can serve the neighborhood advantageously and other open spaces are not available.

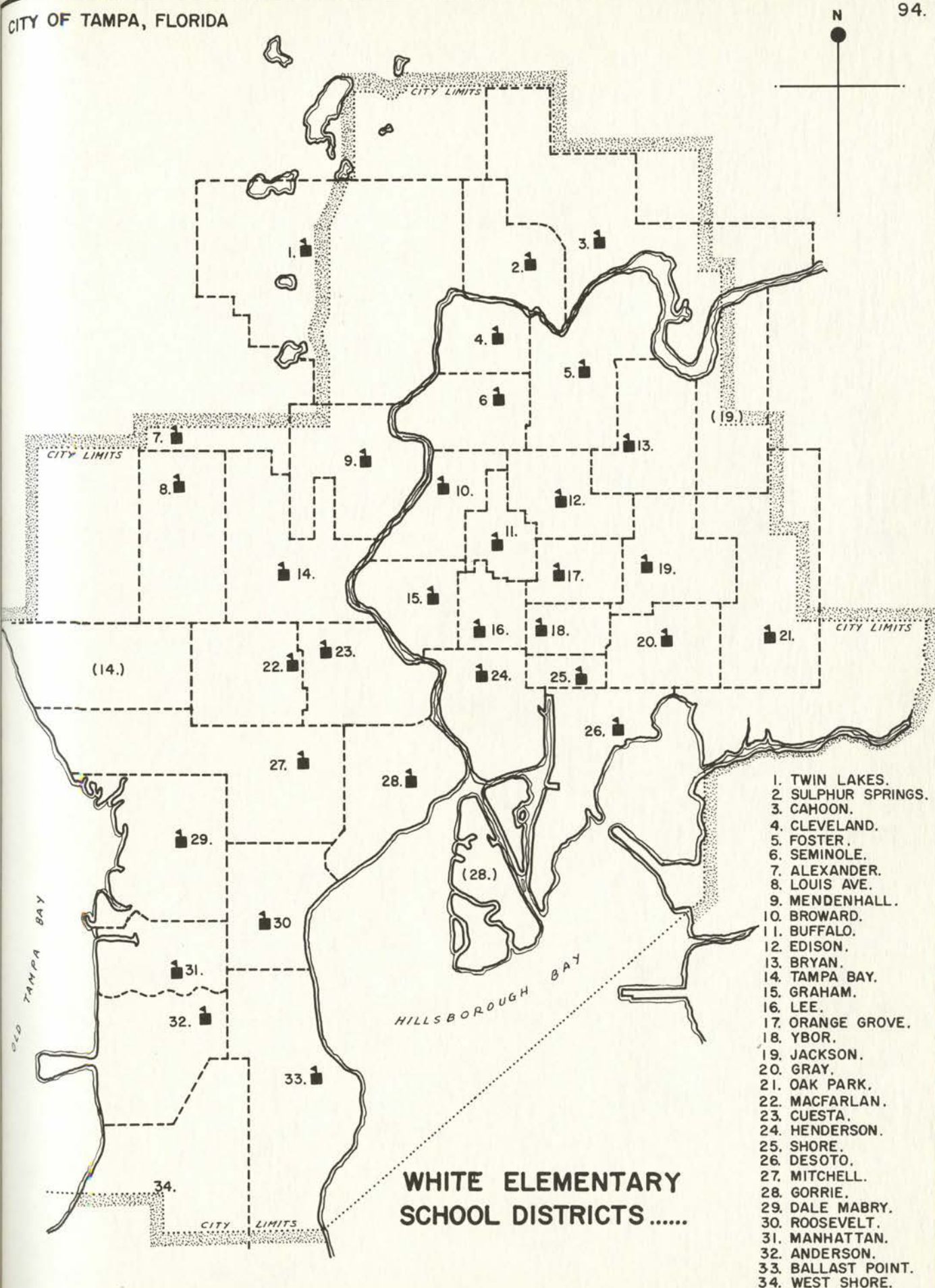
Because cities in Florida have no control over the selection or acquisition of school sites, schools in many places are improperly located. Too often they have been located unwisely on heavily traveled highways, near industrial plants or other objectionable uses. A liaison between the school authorities and the Planning Boards would be very helpful in locating schools on more acceptable and favorable sites. Each group would benefit by an exchange of ideas. Fortunately, in Hillsborough County, the Board of Public Instruction has pursued a sound and rational course thru the years in making provisions for its expanded school plant.

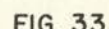
In 1926 the Board had a survey made of capital plant needs by Columbia University, at which time basic policies were defined. The building program proposed then adjusted itself admirably to the growth pattern of the city and its contiguous area. The present sites and subsequent structures of Plant High, Hillsborough High, Benjamin Franklin Junior High were the result of that survey, each of 20 acres which at that time seemed large. At that time Tampa was considerably smaller in population and area than it is now.

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EXISTING SCHOOLS





In general the ideas proposed in that report have guided the extension program followed since.

Figures 31, 32 and 33 show how the schools of various types are distributed thruout the corporate area.

The population growth in the Tampa area since 1940 has imposed on the Board of Public Instruction many problems of complexity and magnitude, which have been approached rationally and most boldly. An analysis of the population figures presented earlier in this report, especially the age groupings, reflects the immensity of the problem. Since 1940, the birth rate in Florida increased from 17.8 per 1,000 inhabitants to 24.4 per 1,000 inhabitants in 1955. Since 1948, fifteen new school plants have been constructed in Tampa as now constituted.

Table V reflects the current status of the school plant - years built, number of classrooms, memberships (enrollment) over a period of several years. Whereas school memberships generally have increased, those in some schools in the older areas of transition have remained more or less stationary (DeSoto, Gary, Seminole) and others have declined (Henderson, Ybor). In the areas annexed to the city in 1953, especially in the Interbay section south of Memorial Boulevard, the percentage of membership increases has been greatest.

Mitchell Elementary	120% since 1945; 25% since 1950-1951
Dale Mabry Elementary	150% since 1950-1951
Manhattan Elementary	39% since 1953-1954
Anderson Elementary	38% since 1955-1956
Ballast Point Elementary	60% since 1950-1951
Roosevelt Elementary	25% since 1945; 3% since 1952
Madison Junior High	110% since 1952-1953
Plant High	115% since 1950-1951

TABLE V

TAMPA SCHOOL MEMBERSHIPS

ELEMENTARY (WHITE)	YEAR BUILT	1944 1945	1950 1951	1951 1952	1952 1953	1953 1954	1954 1955	1955 1956	1956 1957	NO. CLASS ROOMS	ROOM RATIO 1:
Alexander	1950				363	586	686	590	574	20	29
Anderson	1955							738	1,022	24	43
Ballast Point	1924		648	702	727	825	737	911	1,036	30	35
Bayside	1948		45	55	60	75	65	60	67	8	8
Brewster	1925		287	292	162	208	868	1,014	915	27	34
Broward	1926	412	531	552	570	596	625	574	563	20	28
Bryan	1926	499	644	671	663	630	635	629	657	22	30
Buffalo	1913	431	468	464	484	692	647	640	560	21	27
Cahoon	1952				505	735	814	712	830	24	35
Cleveland	1926	452	660	687	735	614	605	582	599	22	27
Cuesta	1915	342	363	388	421	517	589	531	563	18	31
DeSoto	1913	445	430	376	475	493	477	446	442	15	30
Drew Park	1953					22	47	63	65	8	8
Edison	1925	389	527	545	607	569	566	534	515	19	27
Foster	1948					335	455	456	554	16	35
Gary	1914	230	271	263	264	254	272	249	247	12	21
Gorrie		527	660	692	714	775	790	712	803	24	33
Graham	1925	420	966	497	541	598	572	558	541	19	28
Henderson	1885	308	500	207	224	211	193	180	252	19	13
Jackson	1925	262	399	424	465	468	485	478	480	15	32
Kenly		204	351	363	367	353	420	423	423	14	30
Lee	1911	466	489	514		522	523	493	559	16	35
Lois	1954							406	646	14	46
Mabry	1946		385	468	514	758	796	886	958	27	36
MacFarlane Park	1926	258	367	342	357	401	397	414	413	12	34
Manhattan	1954					681	1,150	878	947	26	36
Mendenhall	1946		459	508	568	607	656	660	674	22	31
Mitchell	1915	381	688	771	797	796	814	847	857	26	33
Oak Park	1899	451	485	484	531	577	574	568	543	17	32
Orange Grove	1926	421	603	598	664	671	666	576	548	20	28
Roosevelt	1926	440			770	731	734	758	792	25	32
Seminole	1921	675		760	795	759	728	709	697	23	30
Tampa Bay Boulevard	1926	164	462	502	416	474	477	438	450	15	30
West Shore	1926		388	586	406	193	492	488	488	16	31
Ybor	1903	525	487	485	493	500	482	431	432	18	24

<u>ELEMENTARY-JUNIOR HIGH</u> <u>(WHITE)</u>	<u>YEAR</u> <u>BUILT</u>	<u>1944</u> <u>1945</u>	<u>1950</u> <u>1951</u>	<u>1951</u> <u>1952</u>	<u>1952</u> <u>1953</u>	<u>1953</u> <u>1954</u>	<u>1954</u> <u>1955</u>	<u>1955</u> <u>1956</u>	<u>1956</u> <u>1957</u>	NO. CLASS ROOMS	ROOM RATIO 1:
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Sulphur Springs			1,455	1,487	1,128	1,058	1,053	1,061	1,064		
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JUNIOR HIGH
(WHITE)

Franklin	1926		711	730	736	784	828	857	913	28	33
Madison	1952				736	779	1,037	1,291	1,535	32	48
Memorial	1925	1,202	1,194	951	992	1,103	1,203	1,252	1,249	34	37
Oak Grove	1926			619	708	800	1,084	1,100	1,153	30	38
Shore	1920		237	292	350	442	461	463	476	15	32
Sligh	1948		495	471	522	550	541	732	808	23	35
George Washington	1915		939	881	891	907	966	936	967	31	31
West Tampa	1926		306	371	347	369	437	504	615	14	44
Wilson	1925		1,039	1,009	858	835	940	1,056	1,155	32	36

SENIOR HIGH
(WHITE)

Chamberlain	1955								1,113	36	31
Hillsborough	1927		1,992	1,996	2,146	2,266	2,350	2,614	2,101	72	29
Jefferson	1909	931	858	820	782	817	830	914	950	32	30
Plant	1926		781	963	972	1,105	1,166	1,353	1,670	45	37

<u>ELEMENTARY (NEGRO)</u>	<u>YEAR BUILT</u>	<u>1944 1945</u>	<u>1950 1951</u>	<u>1951 1952</u>	<u>1952 1953</u>	<u>1953 1954</u>	<u>1954 1955</u>	<u>1955 1956</u>	<u>1956 1957</u>	<u>NO. CLASS ROOMS</u>	<u>ROOM RATIO 1:</u>
College Hill	1951				877	999	923	1,007	1,131	32	35
Dillard	1949		173	184	185	193	185	176	196	6	33
Dobyville	1913	159	143	156	215	218	134	160	187	6	31
Dunbar	1926	444	717	784	776	803	806	817	792	26	30
Harlem	1889	450	524	490	381	378	345	328	384	12	32
Lomax	1921	614	993	1,114	741	768	829	769	816	25	33
Meacham	1933	427	605	615	447	456	841	892	881	26	34

ELEMENTARY-JUNIOR HIGH
(NEGRO)

Carver	1915		377	385	442	472	713	759	576	21	27
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JUNIOR HIGH
(NEGRO)

B. T. Washington	1925		748	730	760	775	876	980	1,131	22	51
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SENIOR HIGH
(NEGRO)

Middleton	1934	426	531	521	552	599	642	661	654	16	
Thompson	1942		356	458	294	272	394	329			

In the area north of Memorial Boulevard, west of the River, the percentage increases of memberships has been:

West Tampa Junior High	100% since 1950-1951
Tampa Bay Boulevard	remained stable
Cuesta Elementary	65% since 1945-1946
MacFarland Park Elementary	60% since 1945-1946
Lois Elementary	60% since 1955-1956
Alexander Elementary	58% since 1952-1953
Mendenhall Elementary	47% since 1950-1951
Oak Grove Junior High	decline since 1950-1951 (10%)

North of the River, there has been a 28% decline in memberships in the Sulphur Springs Elementary-Junior High since 1951-1952, but an increase of 65% in the Cahoon Elementary school.

East of 15th Street, the memberships of the DeSoto and Gary schools have remained almost stationary since 1944-1945 but in the other schools the percentage increases have been comparable to those found elsewhere:

Sligh Elementary	63% since 1950-1951
Foster Elementary	65% since 1953-1954
Bryan Elementary	32% since 1944-1945
Jackson Elementary	83% since 1944-1945
Franklin Junior High	28% since 1950-1951
Gary Elementary	7% since 1944-1945
Shore Junior High	100% since 1950-1951
DeSoto Elementary	stable

On the basis of 35 pupils per room in elementary schools and 35 and 30 respectively in Junior and Senior High Schools and the memberships of 1956-1957, Table V shows that the capacities of many schools, white and negro, have already been reached or are rapidly approaching saturation. The Anderson, Lois, Madison and West Tampa white schools and B.T. Washington Junior High negro school have currently exceeded their respective capacities.

An examination of the records of the Board of Public Instruction shows how a difficult and complex problem has been met. To meet the demand for space the Board has not only built many new schools but added classrooms to existing plants. In 1949-1950 as a typical example, the Dale Mabry school of 8 classrooms was constructed. In 1951, 6 classrooms were added and in the years 1953 and 1954, 3 and 7 more rooms. In 1952, the Madison Junior High School was constructed with 18 classrooms; in 1954 and 1955, 8 and 6 additional classrooms were provided. Since 1950, at least 60 additional classrooms were added to existing structures. In 1955, the Anderson and Lois elementary schools with 24 and 14 classrooms respectively were constructed and in 1956 two new High Schools were added to the system - Chamberlain with 36 classrooms and Blake for negroes with 37 classrooms. It is now proposed to construct another Junior High School in the Interbay area and another elementary school of 24 classrooms on Watrous Avenue. But obviously with a continuance of growth more schools will be needed.

The policy of the Board has been aimed at sites of adequate area located in areas where the population can be served most efficiently. Fortunately the Board has made a study of available sites and has defined a policy for their acquisition. The only retarding influence is funds with which to build.

SUMMARY

From the foregoing data the current nature of the structural school needs of the Tampa area are revealed. The present schools are well distributed to serve their respective areas but unfortunately most of them are fast reaching their capacity and some have already exceeded it.

TRANSPORTATION

The growth and development of Tampa as an important distribution, marketing and manufacturing center has been due in no small measure to its various transportation facilities - water, rail, air and highways - which serve the immediate tributary areas, the nation and the world.

From its beginning, the port has been the focal point for every form of transportation; it has served as a magnet to attract other modes. Of 107 cities having populations in excess of 100,000 only 11 are not located on navigable waters or along the borders of the Great Lakes and sea coastlines.

Transportation will always be a potent factor in the growth of Tampa and its environs. Increased production and processing in the tributary regional area, an expanded industrial and commercial economy within the immediate urban area and an improved economy generally thruout the state and region reflect the need of coordinated systems of transportation.

In one respect the city is fortunate. The major railroad and port activities are currently concentrated within the southeasterly quadrant of the city, an area for many years identified with industrial growth. The availability of large undeveloped land tracts on the east side of the bay and around McKay Bay and the port improvements proposed by the Hillsborough County Port Authority south of Hooker's Point, favor this area for future industrial and port expansion. The various properties are accessible to rail and highway facilities.

RAILROADS

The two trunk line railroads (Atlantic Coast Line and Seaboard) enter Tampa from the east in parallel lines adjacent to the major port developments. In the Uceta area the shops, storage and principal classification yards of the Coast Line are located. The principal Seaboard storage and classification yards are located westerly of 11th and north of Platt Streets.

The Coast Line extends along Polk Street thru the Central Business District, across the Hillsborough River, and thence southeasterly to Port Tampa where phosphate loading docks and petroleum storage tanks are located. On the west side of the river a spur track extends northerly along Rome Avenue to a point near Columbus Drive. South of Gandy Boulevard a spur track extends westerly to serve warehouses and industrial sites on Old Tampa Bay in the vicinity of the Hendry Corporation. The Coast Line also extends northeasterly from the main line in the vicinity of 36th Street and Broadway (Thonotassassa branch) serving industrial sites in the eastern part of the city. From this line a spur track can be extended into the proposed industrial park area at the site of the former Henderson Airport. In the center of the city the Coast Line has storage and freight facilities. . . also a line extending southerly along Ashley and Water Streets to serve the docks on the Garrison Channel.

The Seaboard extends westerly from its central yards to serve freight terminals on Whiting Street also along Water Street to serve the docks. A third line crosses Garrison Channel to Seddon Island to serve the phosphate loading terminal located thereon. From its main line, the Seaboard also extends northerly along 30th Street to a point near the Temple Terrace Highway where it divides into two branches, one extending westward to Pinellas

County and the other northward to a connection with the main line at Waldo. From the line extending into Pinellas County in the north part of the city, a spur track extends southerly into the International Air Port area.

These various rail lines and their locations relative to the industrial areas and port facilities are shown in Figure 2.

When Tampa was a small town and the chief means of moving goods and people were railroads, horse drawn vehicles and street cars it was desirable to locate freight terminals and other facilities as near the central business district as possible. In those days, Port Tampa was the principal terminus of the Coast Line; there the classification and storage yards were located. Then, the line along Polk Street was not objectionable because traffic flow within the Central Business District was light. Since the advent and wide usage of automobiles and especially trucks, the railroad picture generally has changed.

Railroads universally have been obliged to modernize and improve their various facilities to better serve the requirements of the public and to meet competitive forces. New classification and freight terminals have been relocated in more remote spacious areas and conditions formerly acceptable but now objectionable, have been eliminated. Railroad unification has also been undertaken in many places. The removal of Seaboard freight facilities from a down town central location in Jacksonville, the removal of Coast Line tracks from a central business street in Gainesville, Florida, and the unification of rail facilities in New Orleans are but a few of the current trends. The rail lines in Tampa could advantageously explore the possibilities of modernization, relocation and unification.

The relative location of the two trunk line railroads entering Tampa is such that all freight handling and yard classifications could be established in the eastern part of the city. The Coast Line long ago recognized this advantage when their yard operations were moved from Port Tampa to Ucita. The Seaboard could readily consider a similar pattern and thereby release valuable centrally located lands for industrial and other uses.

In the final planning of the new Expressway across the central portion of Tampa the possibility of relocating the Polk Street line to overcome present conditions should be fully explored. Finally, the central freight storage yard between LaFayette and Cass Streets should be relocated. If the City of Philadelphia could induce the Pennsylvanis Railroad to remove the objectionable "China Wall" from the heart of that city, there should be a ray of hope for the City of Tampa.

The railroad pattern of Tampa is especially conducive to the creation of a single terminal operation shared and controlled by the railroads. A Tampa Union Terminal Railroad could readily be responsible for all railroad operations within a given described area, which would not only efficiently serve all port facilities but all industrial sites as well. The possibilities of such a plan should be explored by the city and the railroads working jointly.

In the Tampa area a number of industries are located on water front sites, some on the Hillsborough River north of the Cass Street bridge, some on Old Tampa Bay south of Gandy Boulevard and some at Port Tampa.

The major port facility however is that referred to earlier, located in the southeast quadrant of the city. This is the general area in which future

port facilities should be established. The improvements currently contemplated by the Port Authority for this area will provide the port with added land for industrial development and dockage facilities. The east shore of the Bay offers many possibilities for future port development as far south as Obsonton. It is not improbable that this area could become over the years one of the principal industrial sites of the whole region.

MOTOR TRUCKS

Railroads and water are but two of the transportation means so far considered. A third relates to motor trucks. To minimize the competitive positions of these various means of transportation (rail, water, trucks) there should be a higher degree of coordination and correlation between them.

In the recent past much has been written about "piggy-back" operations. Railroads in other parts of the country operate trucks for pick up, load them on cars, carry them hundreds of miles, unload them and discharge the cargo at the store, warehouse or industry. Not only is the "piggy-back" operating on land but "piggy-backs" are now being loaded on specially designed vessels for export. Altho this operation is new in the field of transportation it offers possibilities in the general pattern of Tampa development. Such operations require specially designed loading facilities and equipment.

Currently there are some sixteen truck terminals located in various parts of Tampa (Figure 2). Most of these operations are interstate in character and therefore should be considered in the solution of any major

transportation problem. Obviously this form of transportation should be accessible to major highways that enable easy, safe and quick access into the community and at the same time access to the rail and port facilities without intensifying congestion and delay on streets used principally by passenger vehicles. The circumferential routes referred to earlier will be important in meeting the requirements of the trucking industry. Some of the trucking lines have already established large loading and unloading terminal facilities. The possibility of establishing a truck terminal area should be explored in conjunction with the various truck lines.

AIR PORT

The commercial airplane is one of the major means of mass passenger transportation. The privately owned and operated plane is also being used increasingly by corporate executives and others and in addition, the handling of freight and express by planes is in the ascendency. Along with these expanded air services, larger, speedier planes are coming into use. To meet the requirements of modern aviation, adequate air ports and air port facilities must be provided. Many air ports considered adequate only a few years ago have suddenly become cramped and inadequate.

The Tampa International Air Port operated by the Tampa Air Port Authority occupies the site of the former Drew Field. It is a large area located in the northwest quadrant of the city, west of the Dale Mabry Highway and between Columbus Drive and Hillsborough Avenue. Altho the lands surrounding the air port property are presently sparsely settled they will be more intensively occupied and populated with the passage of years. In

the area south of Buffalo Avenue, west of the Dale Mabry Highway, the large structure of the State Tuberculosis Hospital is located. Three of the six flight zones now blanket lands that are either developed now or are in the process of development.

The gradual intensification of land uses on the south and east of the air port, much of which lies under the flight zone patterns, poses a question as to the future of the air port. With the introduction and use of jet propelled commercial planes of larger capacity and speed, measures of precaution must be taken. Already cities finding themselves in similar situations are being obliged to establish new air ports where adequate ground controls can be observed. Because of the lands owned by the Authority to the west and the predominantly undeveloped lands to the north, the Tampa problem may solve itself but notwithstanding the growth and development being experienced by the city justifies a mention of it here. In as much as aviation is a major facet in the over-all transportation problem of Tampa everything should be done to protect the industry. It would be well to investigate the problem with the authorities of the C. A. A. and if necessary, explore the possibilities of future air port sites.

Transportation plays an important role in the economy and development of Tampa. As the city grows, greater attention should be devoted to a coordination of the various facilities.

PUBLIC BUILDINGS

The city is a corporate entity established to provide various services, utilities and facilities to the people more economically and efficiently than each individual could provide those same services for himself. In addition to the basic needs of streets, water supply, sewerage, bridges, power and light, the city is required to provide fire and police protection, garbage collection service, traffic control, recreation facilities, library service, auditoriums and community buildings. The larger and more dynamic the city, the broader and more complex becomes the structure of government and its requirements for more space to accommodate the ever-increasing departmental administrative functions. And also, greater become the demands of the people for more services and facilities.

When Tampa was much smaller and more compact a relatively few services and facilities satisfied the needs of the people. A City Hall, when built, was of ample capacity to accommodate all the requirements of government. A single public library then close to the center of population, was built large enough to serve the community for all time. Only a few fire stations were needed to conform to the requirements of the National Board of Fire Underwriters. The demand for auditoriums, community centers, recreational structures and facilities was nil. But, thru the years of growth and expansion the demands on government have become greater and those facilities provided earlier have now become outmoded and outdated. The city has grown up.

The City Hall is wholly inadequate to properly accommodate the various departments of administration and operation. Likewise the Public Library

is too small, obsolete and poorly located to service the needs of its patrons. And, more fire stations are needed as well as more community neighborhood centers, recreational facilities and auditoriums.

LOCATION CRITERIA

Such public buildings as the City Hall, Federal Building and Court House should be centrally located and easily accessible to serve the citizens most advantageously, with the least expenditure of time, money and effort. And because the automobile plays such an important role in the lives of people, new public buildings should provide ample areas of free parking space. These general basic requirements should be decisive in the selection of sites for new structures - location, accessibility and parking.

In considering the probable location of any new governmental structures one must be conscious of such existing conditions as the street and general land use pattern of the central district and the costs of land. Altho high today, will land costs be relatively lower later?

IDEAL PLAN

The ideal plan for the future would involve a complete reorganization and reconstruction of the Central Business District. The redesigned area would include a spacious governmental civic center around and within which the various governmental and other public structures would be erected. The ideal would utilize the river front to the fullest and even convert some streets into parkways. This is the dramatic approach to stir men's blood and one not beyond the realm of realization.

ALTERNATE NO. 1

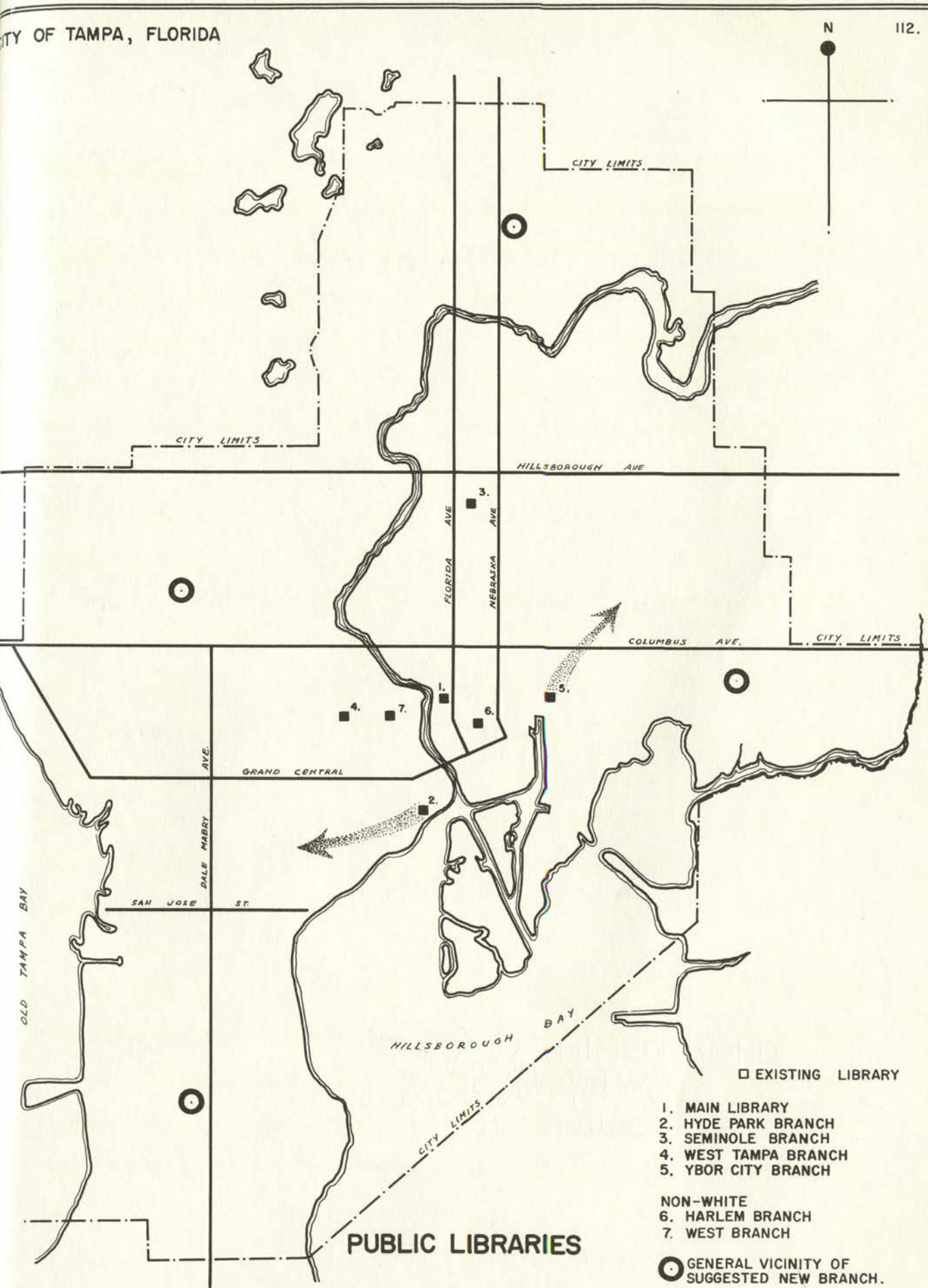
As an alternate, how can the ideal be approached without reconstructing the Central Business District? The new Court House as one fixed point of governmental operation suggests the general location of a spacious center to accomodate other public buildings. Within a radius of several blocks there are currently a number of vacant lots as well as a number of run down dwellings. There has been a relatively small amount of new construction in this area. It is therefore one of promise and worthy of exploration.

ALTERNATE NO. 2

The ideal plan contemplates the utilization of the river front property. Within this area, a limited amount of structural development would not be amiss. A magnificent City Hall located on an axis with the Court House would have a dramatic effect. Also within this same area a new auditorium could be established. In the design of the area for both City Hall and Auditorium, care must be exercised to provide adequate parking areas to serve the needs of the Central Business District.

POLICE STATION

To relieve the pressure at the City Hall and to acquire additional space, the Mayor has recently acquired land extending from Tampa Street to the river between Scott and Estelle Streets, on which to erect a new Police Station. Altho the removal of the Police Department from the present location will make additional space available for administrative functions, it will not erase the ultimate necessity of a new City Hall. As stated in the



beginning it is outmoded and inadequate to efficiently serve the needs of the people; sooner or later it must be replaced.

LIBRARIES

Standards of the American Library Association suggest that a Central Library should be located centrally in the main stream of pedestrian circulation, preferably within the Central Business District. Where such a preferred location is not available, it should be as near thereto as possible.

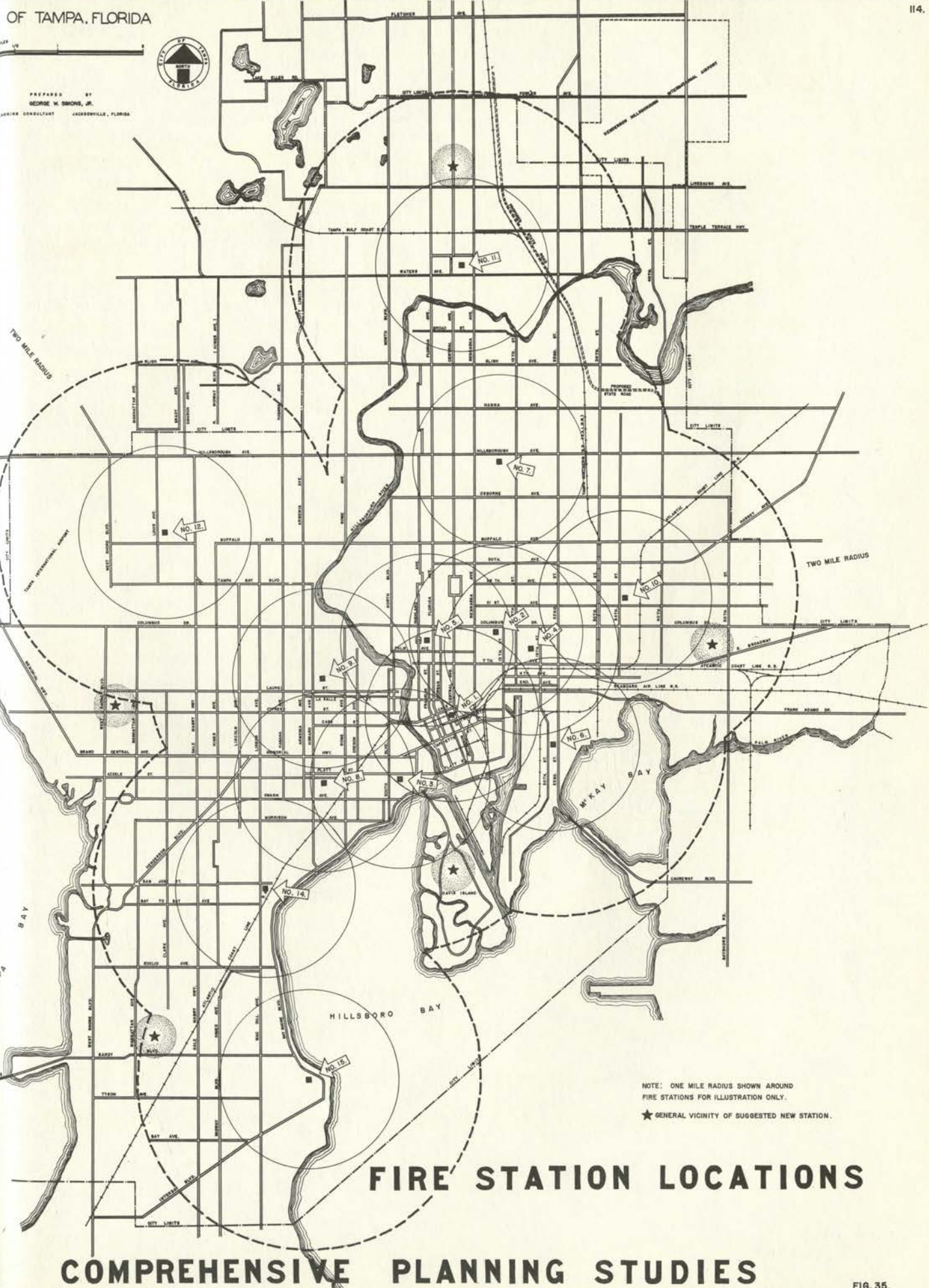
The present Central Library is poorly located to serve effectively its patrons. It is also inadequate and obsolete. In the ideal plan the Central Library would occupy a prominent place. It could be included in a river front development or on a portion of land to be made available by the removal of the Fair Association.

The Fair Ground site could well be allocated to a number of worthwhile uses. A portion could be devoted to the expansion program of Tampa University; a portion could be developed into a comprehensive tourist recreation center having divers facilities and a portion could be utilized by a new Central Library and an Art Museum. A library and a museum adjacent to the University would create the nucleus of a cultural center.

As a result of their experiences with bookmobiles, the Library officials have doubtless acquired knowledge as to where neighborhood branch libraries should be established. In the growing, expanding community, the Central Library should be augmented by conveniently located branches to readily serve tributary areas. At present there are 6 small branches.



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FIRE STATION LOCATIONS

COMPREHENSIVE PLANNING STUDIES

FIG. 35.

distributed as shown on Figure 34, two of which are for non-white patrons. No branches have yet been established in the annexed areas. Four (4) additional branches should be established ultimately in the general areas also indicated on Figure 34. Two of the existing branches, Hyde Park and Ybor City, should be relocated to serve more effectively the areas tributary to them. The Hyde Park branch should be relocated on a site farther to the west and the Ybor City branch could well be moved to a site farther to the north.

FIRE STATIONS

The National Board of Fire Underwriters prescribes standards and rules governing the organization, equipment and operation of fire departments, an important part of which are fire stations. In their rules, the National Board of Fire Underwriters suggest that no part of a built up residential area be farther removed than $1\frac{1}{2}$ - 2 miles from an engine company. Figure 35 shows the location of the various fire department stations now operating and their types. Around them is drawn a circle with a radius of 2 miles which clearly defines areas not yet adequately served. On this Figure are shown also the probable or approximate site of stations that should ultimately be added to the system.

YBOR CITY REDEVELOPMENT

That portion of Tampa known as Ybor City has contributed immeasurably to the life and economy of Tampa. Founded about 1886 as a cigar manufacturing center by Senor Vicente Martinez Ybor, it attracted Latins from Cuba, Spain and Italy. A Latin community resulted, which thru generations of families has given much to the cultural, spiritual and economic life of Tampa. Imparted to the characteristic of Tampa is the colorful, dynamic vivacity of the Latin with its overtone of the castenet and guitar. During those days when Cuba was seeking freedom from Spain, Tampa harbored the great hero of that struggle, Senor Jose Marti. Ybor City should be to Tampa what its counterpart the Vieux Carre is to New Orleans.

Unfortunately, thru the years of economic advance, Ybor City has sacrificed much of its atmosphere to modernization. Many of the old marquees, iron grills, balconies and other features characteristic of the Latin have disappeared. But fortunately a group of enterprising, aggressive Latins headed by the Ybor City Chamber of Commerce is striving to restore Ybor City - a worthy project.

As soon as the State of Florida can avail itself of the Housing Act of 1954 relating to Urban Renewal, a project should be undertaken to restore to Ybor City its prestige of former years. Ybor City is today the logical site of an International Mart to which the countries of Latin and South America can come to trade and exchange ideas. A cultural center could also be established where thruout the year forums and lectures could be presented and exhibits be staged. The opportunity is great - the cause just and reasonable.

HOUSING

The survey of substandard housing made for the Housing Authority of Tampa in 1950-1951 revealed a substantial number of substandard dwelling units in the city as then constituted, the greater part of which were located in three areas - Dobeyville, the Scrub and North 22nd Street. Since that survey many of the slum dwellings of the Scrub area have been replaced by Public Housing units and likewise Public Housing has eliminated many in the North 22nd Street region. Consequently the substandard dwelling situation currently is not as unfavorable as it was in 1950-1951. Yet it must be recognized that new slums and new blighted areas are being created constantly.

As business enterprise invades a residential district or even approaches it, the seeds of blight and decay begin to grow. In the first stage of the process the owners reduce the upkeep, painting stops, the substandard rooming house appears and repairs slow up until finally the property passes thru the successive stages of blight to slum. Many hundreds of standard dwellings can be saved the curse of blight and slum by the strict, rigid enforcement of zoning. Zoning should be valued as the tool to prevent blight rather than as the tool to initiate it. Too frequently it is the latter.

To rehabilitate dwelling areas in which the first evidences of blight are appearing or those that may have reached the status of slums, the city should enact a Minimum Housing Code - a measure that must accompany or precede Urban Renewal. A minimum housing code provides minimum standards for the facilities, occupancy and maintenance of existing housing. It is a compliment to ordinances regulating construction, plumbing and electric

wiring or even land uses. In addition to prescribing minimum standards, most codes include provisions for administrative enforcement. The minimum standards provisions of the ordinance usually relate to lighting, ventilation, dwelling and room space per occupant, sanitary facilities and structural deficiencies. Its object is to rehabilitate blighted and substandard dwelling areas and prevent them from degrading further.

Slum and blighted areas of the city are a needless expense to the tax payer. In them many of the sordid seeds of crime and delinquency germinate. The expense of police, fire and welfare departments are increasingly higher because of them. Therefore any measure that will tend to improve housing conditions and morals should be acceptable.

In recent years at least eighteen (18) cities in the south have enacted Minimum Housing Codes, among them being Charlotte and Wilmington, North Carolina; Columbus, Augusta and Savannah, Georgia; Jackson, Mississippi; Houston, Texas; New Orleans, Louisiana and Miami, Florida. Such codes when enforced make a significant contribution to the improvement of the community and therefore it is recommended that the Board of Representatives adopt one for Tampa.

SUBDIVISION REGULATIONS

The "Suggested Land Subdivision Regulations" prepared by the Housing and Home Finance Agency (U. S.) says: "The regulation of land subdivision for residential and other uses is widely accepted as a function of municipal and county government in the United States. It has become widely recognized as a method of insuring sound community growth and the safeguarding of the interests of the home owner, subdivider and the local government".

"Subdivision regulations should prevent excessive governmental operating costs. At the same time they should assure to the maximum degree possible the means whereby land can be developed for the highest possible use with all the protections against deterioration and obsolescence".

The subdivision regulation is primarily a guide to proper, coordinated land subdivision. By it the city and county prescribe certain procedures and adopt minimum design standards as prerequisites to the approval and recording of a plat. The structure of such a regulation conforms generally to the following form:

1. Pre-Application Procedure: Before preparing a plat in final form the subdivider will present a preliminary plan and statement to the Planning and Zoning Board for review. This plan will show street widths and curvatures, lot arrangements and sizes and easements. It will show also how the subdivision fits into the street pattern of the area surrounding it and especially its relationship to major thoroughfares. Following the approval of the preliminary plan the subdivider will prepare his final plan for final review.

2. Design Standards: These include such minimum requirements as the following:

- (a) Lot width, minimum dimensions, area.
- (b) Street widths, grade, curvature and alignment.
- (c) Types of improvements to be installed.
- (d) Easements and alleys.
- (e) Block lengths.

3. Rules for preparing and submitting final plat for approval.

Subdivision regulations do not impose undue hardships on the developer; they merely guide him in the best development of his land consistent with accepted rules of design.

It is recommended that the Planning and Zoning Board prepare tentative Rules and Regulations for Subdivisions for discussion with realtors and land developers. Subsequently after the various reactions have been crystallized a final draft can be prepared and recommended to the Board of Representatives for adoption.

Currently the Department of Public Works of the City and the Engineering Department of Hillsborough County are operating under the provisions of Bill No. 1244 passed by the Florida Legislature. This act permits the control and regulation of subdivisions. The City has adopted a set of minimum standards which has been the source of criticism. To unify the procedure of the City and County the foregoing procedure is recommended.

INDUSTRIAL PARKS

"The planned industrial district is a tract of land which is subdivided and developed according to a plan for the use of a community of industries, with streets, rail lead tracks and utilities installed before sites are sold to prospective occupants". The planned industrial area is a feature recently introduced into the economic and land use plan of the community.

The Henderson Airport area of the County lends itself to the development of Industrial Parks. The area between the bay and the Atlantic Coast Line right-of-way east of the city also could be developed in this manner.

The organized industrial district or park offers many advantages to prospective occupants as well as to the community. Sites of various sizes can be provided. Allied industries can be located and over-all, a pleasing pattern of development attained. In Atlanta, Dallas, Los Angeles and Wichita successful planned industrial districts have been established.

FUNCTIONS OF THE PLANNING AND ZONING BOARD

The Planning and Zoning Board occupies an important place in the governmental structure of the city. As an appointed body of civic minded citizens whose principal concern is the general welfare of the community, it can be of invaluable service to the Mayor, the Board of Representatives and the citizenry generally.

The functions of the Planning and Zoning Board are many and varied. Altho its chief objective is always a well rounded, well coordinated plan of physical development, fundamentally it is a research as well as planning agency. In this role it can readily serve the various departments of government.

As a research agency, the Board should acquire and keep in current form basic information essential to an understanding of the city's various problems. These data will enable the Board to evaluate present conditions, trends of movement and the many forces at work to cause changes in these conditions. Among the information the Board should acquire and keep current and the records it should maintain are:

1. Economic data having a bearing on the economy of the city.
2. Population information - distribution and characteristics with special emphasis on trends of population movements.
3. A map showing the location of all subdivisions as recorded and a record as to the pertinent features of these subdivisions.
4. A map on which are recorded currently all building permits and types of structures.
5. Maintain a Land Use Map in a current status.

6. Keep a record of all new street improvements.
7. Keep a record of traffic flow and volumes.

As the work progresses the necessity of adding to this list will become apparent.

As a planning agency, the Board should devote constant attention to the problems incident to growth, striving especially to improve subdivision practices commensurate with economic practices. This study may resolve itself into the preparation of subdivision regulations. In this same capacity the Board should also examine and report to the governing body matters relating to zoning. Its task is to maintain the validity and spirit of the zoning plan. Where its studies reveal the necessity, the Board should from time to time recommend major changes or revisions in the zoning plan and regulations to the Board of Representatives.

Complimentary to its work of accumulating and maintaining current information, the Board should from time to time initiate special studies that may have a considerable bearing on the city of the future. Among such would be: (a) studies of blighted areas to determine whether they can be rehabilitated or be converted to more useful purposes; (b) studies of the Central Business District and its relationship to neighborhood shopping areas; (c) studies of parking habits and practices and (d) recreation needs in cooperation with the Recreation Department. These are but a few of the special studies that might be initiated.

The Board should also maintain its maps in a current position. To date Tampa does not have a first class city map. So one of the first tasks of the Board should be the preparation of a suitable base map.

Continuous planning should be the primary and foremost function of the Board. Supplied with basic data from the various planning studies, the Board should maintain a continuous study. The various recommendations in the present plan should be studied by the Board and then overtures made to the Board of Representatives in their behalf.

Because of their importance it is suggested that the Planning and Zoning Board give precedence to a consideration of the following matters:

1. Urge upon the Board of Representatives a bill for enactment by the forthcoming 1957 session of the Florida legislature, creating an Off-Street Parking Authority.
2. Conduct a study of the Fair Ground area to determine its best possibilities.
3. Maintain thru the office of your Secretary a close contact with the office of Wilbur S. Smith who is engaged in making engineering studies for the Expressway. By such a liaison relationship the Board will be kept advised constantly as to developments.
4. Maintain close contact with the Board of Public Works as regards new bridges at Krause Street, North Boulevard and Buffalo Avenue. The Board should have access to the status of these projects.

As stated before, the Planning and Zoning Board can perform a useful service to the governing body and to the people but to be most effective, it must have the wholehearted support and encouragement of the Mayor and Board of Representatives. Without such support its work may be in vain.

