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## Zoning Plan City of Tampa, Florida

Simons-Sheldrick Company

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# ZONING PLAN CITY OF TAMPA, FLORIDA

## *Including*

Extent and Nature of  
and Trend of Blighted Areas



Transportation and Transit



Regional Aspects of Problem



REPORT NO. 2

SIMONS-SHELDRIK COMPANY  
PLANNING ENGINEERS  
JACKSONVILLE, FLORIDA



# THE SIMONS-SHELDRIK COMPANY

MUNICIPAL ENGINEERING  
RESEARCH AND PLANNING

GEORGE W. SIMONS, JR.  
MEM. AM. SOC. C. E.  
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HILDEBRANDT BUILDING  
JACKSONVILLE, FLORIDA  
November 23, 1942.

Honorable Franklin O. Adams, and  
Honorable Members,  
Tampa Zoning Commission,  
Tampa, Florida.

Dear Sirs:

We have the honor to present herewith our report on the Zoning Plan for the City of Tampa. The ideas reflected herein pertinent to Zoning have already been presented to the Commission at its several meetings and approved by them. The plan as now submitted is pursuant to the action of the Commission following its several public hearings.

Accompanying this report as Appendix 1 and 2 are the (a) Ordinance for the consideration of the Board of Representatives and (b) Zoning Atlas which shows the zones into which the city is subdivided.

Included as a part of this Report No. 2, are the following additional reports:

- (1) Extent and Nature of and Trend of Blighted Areas
- (2) Transportation and Transit
- (3) Regional Aspects of the Problem.

Respectfully submitted,

THE SIMONS-SHELDRIK COMPANY

BY: George W. Simons, Jr.



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REPORT ON  
ZONING PLAN AND  
ORDINANCE



## I

DEFINITION OF ZONING

Zoning has been variously defined. One authority has said that zoning regulates the use which may be made of private land (1); another has said that zoning is the governmental process of dividing municipalities into districts and imposing on private property uniform building restrictions relating to height, bulk and use (2). One of the best and most recent definitions of zoning is that of Bassett, "the regulation by districts under the police power of the height, bulk and use of buildings, the use of land and the density of population" (3).

Contrary to some public opinion, zoning is not a part of any city beautification scheme. Neither is zoning an unlawful invasion of property rights. Most of our cities just grew. They started in a small way and as the exigencies warranted, territorial expansion was effected. Cities in the past exercised little or no control over the manner in which expanding land areas were subdivided, or as to the uses to which such land was put. With the exception of those land subdivisions regulated to a certain extent by deed restrictions or deed covenants, a land owner could use his property for any purpose and in any way he chose, providing he did not create a specially offensive nuisance. That a given parcel of land was an integral part of a correlated whole and its use or abuse bore a definite relationship to the city as a whole, and its general welfare, was given little or no thought.

The resulting haphazard, unregulated growth and development led to most of the difficulties encountered today. Residential areas into which the savings of many workers were poured for home development, have been invaded by commercial or industrial enterprises. Areas favorably situated for the spacious, roomy development of homes have been subdivided into small lots of inadequate area and dimensions resulting in much unnecessary over-crowding, congestion with

the creation of health and fire hazards. Overzealous property owners have established business uses aimlessly without regard to the economic necessity of such uses or without regard to the effect such uses would have on adjoining land uses and values. By so doing they have sown the seeds of depreciated values and aided in weakening the tax structure of the city. Miles of properties abutting certain thoroughfares have been seriously blighted and rendered almost valueless by the adherence to such an unregulated policy.

People of wealth and influence are usually able to protect themselves against irrational invasions of property uses. But in the case of the small home owner who predominates in every city such is not always true. He must rely on the protective legal measures of the city of which he is a part. For this purpose the protective provisions of zoning are his sole reliance.

## II

### HISTORICAL DEVELOPMENT OF ZONING

Historically, the principles of zoning have been recognized for many years but the intensive, widespread application of them is relatively recent. The first ordinance in the United States that sought to restrict businesses to certain areas was adopted by the small town of Modesto, California, in 1885. Subsequently in 1909 the City of Los Angeles adopted an ordinance which is now recognized as the first comprehensive zoning ordinance in the United States. In that ordinance the city was divided into one large residential district and several industrial districts. The ordinance was more general in its scope than those developed since.

In the interim between the passage of the Los Angeles ordinance in 1909 and the passage of the New York City ordinance in 1916 much progress was made in the scope, extent and technique of zoning. Prior to 1916 the subject of "use



control" was the sole consideration but New York introduced the element of height and area, or bulk, regulations. Therefore New York is credited with having promulgated the first comprehensive zoning ordinance, also the first one designated as a zoning ordinance. The earlier ordinances were popularly referred to as "districting" rather than zoning.

Since the adoption of the New York ordinance in 1916 cities and towns throughout America have been preparing and enacting zoning regulations, each one a little more refined or improved over its predecessor. Today more than 1,300 cities and towns, and many counties, throughout the country are operating under comprehensive zoning regulations. Of the ninety-two cities in the United States that had populations of 100,000 or more in 1940, eighty-eight have enacted and are operating under comprehensive zoning plans according to the National Resources Planning Board. Tampa is one of the four not yet zoned.

Florida cities and towns have made considerable progress in zoning during the past decade. To date Tampa, Pensacola and Lakeland are the only major unzoned cities in Florida. Within the past four years Winter Haven, Lake Alfred and Bradenton in the Tampa area were zoned.

It is interesting to note that since the adoption of the Modesto (California) ordinance in 1885 and the subsequent pioneering ordinances of Los Angeles and New York in 1909 and 1916, respectively, a volume of interpretative law has been written by the various courts of the country, local, state and federal. Through these many judicial opinions and interpretations the validity and meaning of zoning has been definitely established.

### III

#### AUTHORITY TO ZONE

The authority of a city to prepare, enact and enforce zoning regulations must originate with the state, the source of a municipality's power. The state is the source of the so-called police power which traditionally was said to be the power of the state to protect the health, safety and morals of the community. Of late however there has been added to this concept another, which goes beyond health, safety and morals, namely, "the promotion of the general welfare". The United States Supreme Court has held that the police power of a state embraces regulations designed to promote the public convenience or the general prosperity, as well as those to promote public health, morals or safety (Justice McKenna in a case of *Eubank v. Richmond*).

Prior to 1939, zoning in Florida was made effective pursuant to special legislative acts enacted specifically in behalf of the city or town seeking the protective provisions of zoning. In this period, prior to 1939, thirty-five special legislative enabling acts were passed. The 1939 session of the Florida legislature however enacted a general zoning enabling act (Laws of Florida, Chapter 19539, No. 541) applicable to all cities and towns of Florida. This act approved by the Florida legislature in 1939 authorizes a city to prepare and enact a zoning ordinance and prescribes the mechanics of operation, administration and enforcement. The grant of power conferred on the city is:

"Section 2. Grant of Power. For the purpose of promoting health, safety, morals, or the general welfare . . . . the municipalities are hereby empowered to regulate and restrict the height, number of stories, and size of buildings and other structures, the percentage of lot that may be occupied, the size of yards, courts and other open spaces, the density of population, and the location and use of buildings, structures,



and land and water for trade, industry, residence or other purpose".

To utilize the foregoing grant of power and to effectuate a zoning plan the act in Section 4 stipulates that "the governing body may divide the corporate area . . . . into districts of such number, shape and area as may be deemed best suited to carry out the purposes of the Act". And then further, respecting the regulations within a district (or zone) Section 4 states:

"within such districts it may regulate and restrict the erection, construction, reconstruction, alteration, repair or use of buildings, structures or land".

Section 4 refers to the "purposes of the Act" which are really the fundamental, basic purposes of zoning. These purposes are fully elucidated in Section 5 of the Act as follows:

"Such regulations shall be made in accordance with a comprehensive plan . . . . designed (1) to lessen congestion in the streets, (2) to secure safety from fire, panic and other dangers, (3) to promote health and the general welfare, (4) to provide adequate light and air, (5) to prevent the overcrowding of land, (6) to avoid undue concentration of population, (7) to facilitate the adequate provision of transportation, water, sewerage, schools, parks and other public requirements". (Numerals are writer's).

From the above legislative provisions it will be noted that the city has a specific grant of power to accomplish certain objectives enumerated under the section "Purposes", and to accomplish these objectives, the city has the right to divide the corporate area into districts and promulgate certain regulations in these districts. The act then proceeds to specify the mechanics of developing the plan so that the work may be done in a thorough, comprehensive manner.

Section 8 of the enabling act provides for the appointment of a Zoning Com-

mission,

"to recommend the boundaries of the various original districts and appropriate regulations to be enforced therein. Such Commission shall make a preliminary report and hold public hearings thereon before submitting its final report."

The enabling act then provides for a Board of Adjustment, Amendment to the Ordinance and its Enforcement.

#### IV

#### ATTITUDE OF COURTS TOWARD ZONING

Since the enactment of the first districting or zoning regulation the judiciary of the country including the United States Supreme Court have written the law and defined the limitations of zoning. Thru the maze of hundreds of decisions and opinions handed down by the courts, however, three warning signals stand out clearly, namely, (1) that the zoning of any land or buildings must be a part of a comprehensive plan, (2) that zoning must not be arbitrary and finally, (3) that zoning regulations must be reasonable. In sustaining the constitutionality of the zoning ordinance of Little Rock, Arkansas, the United States Supreme Court expressed its attitude toward zoning in the following language:

"So long as the regulation in question is not shown to be clearly unreasonable and arbitrary, and operates uniformly upon all persons, similarly situated in the particular district, the district itself not appearing to have been arbitrarily selected, it cannot be judicially declared that there is a deprivation of property without due process of law, or denial of the equal protection of the law within the meaning of the Fourteenth Amendment". (Reinman v.

Little Rock, 35 Sup. Ct. 511 (1914).



In November, 1922, the City Council of Euclid, Ohio, passed a comprehensive zoning ordinance which completely districted the place. The area lay adjacent to the City of Cleveland, Ohio, and in what was apparently the line of industrial growth of that city. By the Euclid ordinance the industrial growth of Cleveland was largely barred from Euclid and was obliged to stop or detour. The Ambler Realty Company assailed the ordinance on the ground that it invaded constitutional rights, and asked for an injunction restraining the enforcement of the ordinance. This case found its way to the United States Supreme Court and was decided by that body in October, 1926. This was the first time this court was required to pass squarely upon a comprehensive zoning ordinance. The court upheld the authority of the city to zone, and established principles which have since been recognized thru the country as the leading principles on zoning. The court upheld the right to create strictly residential districts, even to the exclusion of apartment houses. In effect, the court classed apartment houses and industry with other things which, altho not nuisances per se, become such "when in the wrong place - like a pig in the parlor instead of in the farm yard". (Village of Euclid v. Ambler Realty Company, 272 U. S. 365, 1926 - opinion by Mr. Justice Sutherland)

In a California case, *Tahu v. Board of Public Works*, 195 Cal. 497, the Supreme Court of that state said,

"The enactment by a municipality of an ordinance, pursuant to a general comprehensive plan, based upon considerations of public health, safety, morals, or the general welfare, applied fairly and impartially, which ordinance regulates, restricts and segregates the location of industries, the several classes of business, trade, or calling, and the location of apartment or tenement houses, clubhouses, group residences, two family dwellings, and the several classes of public and semi-public buildings, is a

valid exercise of the police powers".

Not only have the courts of the several states and the several districts of federal jurisdiction and the United States Supreme Court validated zoning, but the courts of Florida and the Florida Supreme Court have repeatedly recognized the validity of zoning. So today, from a legal standpoint, Zoning is recognized as a valid municipal procedure providing it is done in a comprehensive manner, is reasonable and not arbitrary. The courts recognize in Zoning an attempt to control the use of private lands for the common good, without, however, an imposition of unreasonable hardship on individuals or groups.

## V

### MERITS OF ZONING

By classifying lands according to their uses under the provisions of zoning a degree of certainty and security is impressed on all properties. An area restricted solely to the building of single family homes is at once stabilized in character of development and value. Every property owner in an area of such classification is assured that his investment will not be seriously impaired and his property unnecessarily blighted by the invasion of commerce and industry into the neighborhood.

The division of the city into residential commercial and industrial districts, defined after careful study and public hearing insures a more orderly, rational development and growth of the city as a whole. No longer will the kitchen range be placed on the front porch and the dining room in the attic. Zoning connotes order - the right thing in the right place.

Open space provisions in the several districts - front, side and rear yards introduces the element of spaciousness - will mean better light, air and ventilation around homes, also a better freedom of movement. Lessening of congestion



and overcrowding means better public health and less danger from contagion. It also permits better and more expeditious fire fighting. By having fewer people cover the lands there will be more space in the streets and less congestion from parking and mass car movements.

Municipal finances for operations and maintenance and for capital expenditures will also be minimized by zoning. Heavy duty thoroughfares designated in the Major Street Plan (July, 1941) will require a sturdier paving surface than mere access or neighborhood streets. All other utilities can likewise be planned along more functional and economical lines once the character of community development has been established by zoning. In a meeting of the American Society of Civil Engineers in 1925 (Proc. Am. S. C. E. Feby. 1925) a number of nationally known engineers testified to the value of zoning as influencing the design of public utilities.

By allocating industry and commerce to certain suitable specified areas, the zoning plan will protect residential areas from undue amounts of dust, odors and smoke.

Zoning also enables the transit lines to better operate their schedules and routings more efficiently.

Zoning is a common sense procedure. It seeks basically to do those things an individual would do for himself in planning a home. In such a simple planning undertaking, one endeavors to proportion certain space for certain work. He allocates within the home a certain area for cooking and the preparation of foods, another area for eating of food, another area for sleeping and another area for living. That is zoning reduced to its simplest form. What an individual seeks to do for himself, the city seeks to do for itself because in the final analysis, the city is the collective home of the people.

## VI

PROCEDURE IN DEVELOPING THE PLAN

The preparation and development of a zoning plan and set of zoning regulations requires the accumulation and exhaustive study of a vast amount of detailed information. Just as the medical specialist subjects his patient to numerous tests and diagnosis before prescribing treatment, so must the Zoning Commission study and analyze the city before drawing a plan.

The statute authorizing the city to zone says, "such regulations shall be made with reasonable consideration, among other things, to the character of the district and its peculiar suitability for particular uses and with a view to conserving the value of buildings and encouraging the most appropriate use of land thruout such municipality".

It can readily be seen from this that zoning regulations must be predicated on facts and not on mere personal opinions. Many of the adverse court opinions of the past have been due to improperly prepared and arbitrarily defined regulations. Courts have also stated that zoning must be done "in accordance with a comprehensive plan", inferring thereby that the welfare of any part contributes to the welfare of the whole.

How the city of Tampa came into being, how it grew in population, area and influence; what characteristics and qualities were impressed on the city during its formative and growing stages and what trends are indicated at this time are a few of the general lines of study that were pursued prior to the definition of the zoning plan and regulations.

A city is a vibrant, dynamic organism. It is not something static and unchangeable; it is constantly moving - either ahead or backwards. As a virile organism a city is comprised of a number of dynamic inter-related cells of life, each dependent upon the other. The wholesomeness and balance of the entire

organism is dependent upon the healthfulness, virility and wholesomeness of each individual cell.

From its beginning as Fort Brooke, the City of Tampa has steadily and substantially grown in population and area to its present corporate limits - and even beyond. The latter is added because today, the life and influence of a city does not terminate at corporate limit lines. In its period of growth the city has assumed certain definite characteristics - it has gotten a distinctive personality. Also in this period of growth, lands comprising the city have been applied to certain uses - some industrial, some commercial and some residential. In this way the various residential, commercial and industrial areas came into being.

The population of a city, and more particularly its growth from year to year, decade to decade, is always a matter of interest and pride to any city. But in any zoning study one must go beyond mere figures in the aggregate - totals. It is necessary to know something about the composition, nativity, age groupings, social and racial characteristics of the population comprising the whole and further, study its distribution into the several component parts of the city. Population is not static either - it moves constantly and these movements or trends of movement are significant in defining the boundaries and sizes of the various zones or districts. Within recent years, population in American cities has been moving from the center toward the fringe and beyond. That tendency is quite noticeable in Tampa. Then too, population tends to shift within an area, from one spot to another, leaving older residential sections for newer. And as these shifts take place - slowly, not suddenly - the older areas frequently undergo changes for the worse.

As the city grew in population and importance the demands for additional living and working space led to the active subdivision of lands both in and out-



side the city. These successive subdivisions of land tracts, one after another finally resulted in what is commonly referred to as the city's "land pattern". As one studies the plat records filed in the Hillsborough County Court House it is quite apparent that as each tract of land was planned for subdivision little or no thought was given to the method or plan of subdivision of adjoining tracts. The subdividers of those early days were planning solely for that immediate moment and for their own individual profit. It was planning for horse and buggy days. This practice led to many of the difficulties and trials being encountered in Tampa today. As the land subdivisions were populated the demand for city services and facilities followed and by successive steps, the corporate area was expanded to its present size.

The study of city growth by successive land subdivisions also included a study of subdivision practices such as areas of lots, lot dimensions and street facilities. These minute details obviously exerted a definite influence on the subsequent utilization of lands for residential, commercial and industrial uses. A land subdivision policy was established that later determined the intensity of land use and the density of population.

With lands subdivided, with transportation and city facilities available the population began to distribute itself. Some areas settled quickly, others slowly. Some were provided with expensive homes, some with modest homes while others with shacks. There was no regulation. Those of wealth and position lived in the so-called "best parts of town", the remaining, figuratively speaking, lived "across the tracks". To follow the trends of building construction within recent years the records of the Building Inspector were examined and a map of building trends prepared.

The population of the city, its growth, characteristics and distribution are important as are also the practices of land subdivision responsible for the

present land pattern. But most significant are the uses to which those lands are now being put. Before any use districts could be defined by the Zoning Commission it was necessary to know how every parcel of property in the corporate area is used, also the character and use of every building. From an existing conditions map showing the uses of all land parcels the current status of the land area is determined, the facts are learned. Fortunately for this particular study the records and maps of the Real Property Survey made in 1940 thru WPA and sponsored by the Tampa Housing Authority, were available.

## VII

### AREA AS A WHOLE

The corporate limits of Tampa envelope an area of 24.1 square miles of which 5.1 square miles is water and 19.0 square miles is land. According to the 1940 census this area had a population of 108,391 or an average density of 8.9 people per acre.

The land area of 19.0 square miles is subdivided into blocks, tracts and streets, 14.5 square miles into blocks and tracts and 4.5 square miles into streets (23.1% of the land area is streets). The blocks and tracts are further subdivided into about 45,000 lots of which about one-half are developed or built upon.

The water area of 5.1 square miles consists principally of Hillsborough Bay, McKay Bay and the Hillsborough River. From its confluence with the bay to a point about two and one-half miles north thereof, the river flows entirely thru the corporate area. North of Tampa Bay Boulevard the river lies wholly within the county area, its east and south shores being the corporate limit line.

The terrain of the corporate area is relatively flat, sloping gently from

the bay northward on the east side of the river. That portion of the area west of the river and north of Grand Central Avenue is less sloping than that area east of the river.

The river and bay were from the beginning directive influences in dividing the city functionally into residential, commercial and industrial areas. When the railroads came into Tampa in 1884, from the east, their lines were located near the waters which early gave rise to the creation of a definite industrial section. The central business section was first established along Franklin Street in the neighborhood of Whiting and thru the years has been gradually moving northward. For many years after the filing of the Jackson plat in 1853, the central business district, the river was a barrier to an extension of the city westward, especially of a business extension. That area known as Hyde Park, accessible only by ferry until 1889, in the late eighties and early ninties began to develop as one of the "best" residential sections of Tampa. It was near the down town section and near the bay with a commanding vista. After the first highway bridge crossed the river at Lafayette Street in 1889, residential development intensified on the west side of the river. The completion of the exclusive Tampa Bay Hotel in 1889 (now Tampa University) was influential in drawing residential development to the west side of the river and into Hyde Park and West Tampa.

North of the central business area defined by the Jackson plat of 1853, on high lands in the vicinity of Henderson, Palm, Oak and Ross Avenues the principal residential area of Tampa developed. Subdivision plats in this area were filed during the period 1883-1890. In this area the Tampa Heights residential section of large, fine homes developed. Because of the river barrier to the west, this Tampa Heights area developed first.

In 1887, Vicente Martinez Ybor, founded Ybor City on lands northeast of



the central district. The first Ybor City plat was filed in 1886. Ybor City became the center of Tampa's extensive cigar making operations and the center of Latin life and culture.

The West Tampa area was a separate, independent corporate entity until 1925. As a cigar making and residential area it began to assume definite form in the early ninties. It was made more accessible to Tampa with the opening of the Fortune Street bridge in 1897 - the second bridge across the river.

Also in the early ninties a subdivision was started in the Palmetto Beach -DeSoto Park section. Growth in this area was slow and much of it did not come into the city until 1923.

The 1890 population of Tampa was 5,532 all of whom lived in the Tampa Heights, Hyde Park and Garrison sections of the city which were a part of the corporate area of 1899.

From the three nuclei (Tampa Heights, Hyde Park and Ybor City), all located within a radius of two miles from the central district and easily accessible thereto, the residential areas extended and expanded in all directions. This activity was intensified by the construction and operation of the street railway system in 1885. Soon after this time the drift of development was outward toward the fringe.

Until 1884 there was no manufacturing or wholesale establishments in Tampa. Soon thereafter, in 1886 the first cigar factory was established in Tampa. The upsurge of industrial activity followed the World War No. 1 in 1918, since which time the industrial areas have been becoming more and more active and important.

To get a picture of the early Tampa, to see how it has grown and developed one need only read from the midwinter edition of the Tampa Tribune of 1900. In

this we find Tampa described:

"Like an emerald in a golden crown, adding lustre to all its surroundings, Tampa, the Queen City of the Gulf, is set, in its robes of resplendent green, in the beautiful, semi-tropic wealth of the West Coast of Florida. The city is a gem, the rare beauty of which at once charms the beholders; its hundreds of refreshing shade and fruit trees, flowers, lawns and magnificent edifices, impress with force and favor every visitor who chances to enter its fascinating domain."

This statement was made in 1900. How would it be modified today?

According to this historic document in 1898 there were no paved streets nor sewage, both of which came in 1899. At this time there were one hundred and twenty cigar factories employing 5,000 - 8,000 operatives. In 1900 "the city is now lighted by fifty arc street lamps and two hundred and fifty gas lights while five thousand incandescent electric lights are used in business offices".

From this brief resume it can be seen that Tampa's big growth has taken place during the past forty years. If there had been a plan of development prepared then as Washington and L'Enfant did for the national capital in 1791, what a different city Tampa may have been today. But today Tampa is on the threshold of generations to follow - what will those who populate Tampa forty years hence be able to say of their forebears who now have the opportunity before them to plan and build wisely and well?

## VIII

AREA CHARACTERISTICS

The population growth of the City of Tampa from 1890 has been steady and substantial. Likewise its importance as a manufacturing, distribution, commercial and financial center has been greatly enhanced in the same period. In the first instance Tampa was primarily a cigar manufacturing city - a one industry town. Later however with the intensive growth of south Florida, Tampa expanded into a city of diversified industry. Today there are more than two hundred industrial operations in Tampa.

The periods of greatest growth were from 1890 to 1910 and 1920 to 1930 during which the population settled in areas surrounding the three original nuclei - Hyde Park, Tampa Heights and Ybor City. As a result there are today several rather definite and distinctive neighborhood or sectional areas which considered together, constitute the city (Figure 1). These are Jackson Heights, Ybor City, Palmetto Beach, Estuary, Hookers Point and Seddon Island, Tampa and Central Heights, Seminole Heights, West Tampa, Hyde Park, Garrison, Davis Islands. Each of these ten areas are comparable to the cells of an organism, each is a dynamic part contributory to the life processes of a dynamic whole. It is difficult to draw any definite boundary lines around any one of these areas because of their functions and interests overlapping, so instead, arbitrary areas are designated for purposes of discussion, areas that reflect the major characteristics in the aforementioned neighborhood classifications.

AREA NORTH OF BUFFALO AVENUEAREA NO. 1

This area comprises that part of Tampa located north of Buffalo Avenue, between Fifteenth Street on the east and the river on the west and north brought into the corporate area in 1923. It includes the Seminole Heights neighborhood.



MAP SHOWING  
ENUMERATION DISTRICTS (RPS)  
AND  
NEIGHBORHOOD AREAS

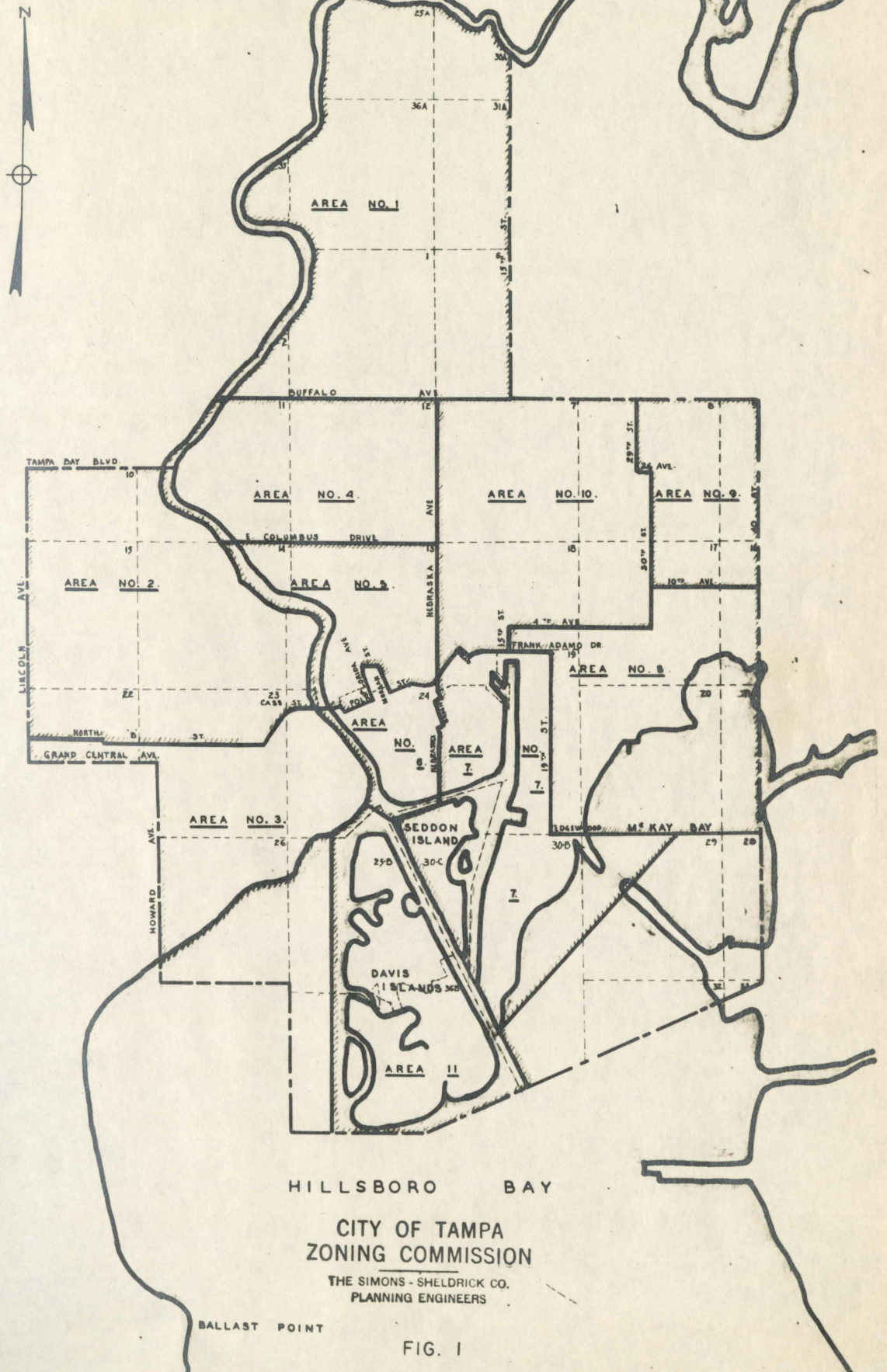


FIG. 1

It is traversed north and south the the primary arteries, Nebraska and Florida Avenues, and east and west, by such principal streets as Osborne, Hillsborough, Hanna and Sligh Avenues. This section is one of the fastest growing in Tampa and is devoted principally to single family home occupancy. With the exception of two parcels of property subdivided in 1886, most of the area experienced its most active subdivision in the early 1900's.

This section, north of Buffalo Avenue, has a gross area of about 2,400 acres of which 1,940 acres are divided into blocks and tracts and about 460 acres are allocated to streets (19.2% of the gross area). The area of this section comprises approximately one fifth or 20% of the gross area of the city.

Of the 1,940 acres subdivided into blocks and tracts, 1,010 acres (52%) are developed with structures of all types and of the 1,010 acres developed with structures, 856 acres or 85% of the developed area is used by single family homes.

In 1930 this area had a population of 14,455; in 1940 its population was 18,670, an increase of 4,225 in the decade. The density of population on the net area of developed land approximates 18.6 people per acre. In the area are some 900 acres of vacant land suitable yet for similar development. Currently it contains 4,765 single family homes, 127 two-family homes and 33 structures for four or more families. Of the 340 single family homes built in Tampa during the period April, 1941, to May 1, 1942, 116 were built in this area north of Osborne Avenue. It is also of interest to note that more than fifty per cent (50%) of the homes in this area were owner occupied.

Subdivision practices thruout this area have not been uniform. North of Sligh Avenue lot widths approximate fifty feet with depths in a majority of cases less than one hundred and ten feet. There are of course some exceptions, of depths exceeding this figure (110'). However in this particular section the



prevailing lot areas are less than 6,000 square feet but equal to or in excess of 5,000 square feet. In the area between Wilder and Sligh Avenues, east of Florida Avenue and between Buffalo and Minnehaha Avenues west of Florida to Osborne and west of Ola to Buffalo, the lot widths and depths are greater than fifty and one hundred ten feet respectively and lot areas are generally equal to or in excess of 6,000 square feet. The lots in this area are more spacious. Between Wilder and Buffalo Avenues, east of Ola Street, the lot subdivision practices were similar to those north of Sligh Avenue. Lot areas in this section were predominately less than 6,000 square feet, altho as in the other cases there were exceptions.

The character of the development that has been going into this area for more than twenty years, which has remained unchanged, is a typical single family area with parts suitable to lot areas of 5,000 square feet and the remainder suitable to a minimum of 6,000 square feet.

#### WEST TAMPA AREA

##### AREA NO. 2

This area comprises the former City of West Tampa, absorbed by the City of Tampa in 1925. West Tampa was planned and brought into being as an independent cigar industrial city about 1889, by a group of land owners of that day. From the date of its incorporation, until its absorption by the City of Tampa in 1925 the City of West Tampa developed and grew as a governmental entity independent of the City of Tampa. It was essentially a satellite city. It had its own business district, industrial areas and residential subdivisions. But thruout all its years of existence it never did grow to any great proportions. As a matter of fact in the decade 1930-1940 the area showed a reduction in population. At present it is the site of several large cigar factories, some industry but the remainder is devoted to homes and vacant land. The development is scattered.



For purposes of zoning the entire area west of the river and north of North "B" Street is considered as the West Tampa area. Occupying some six blocks in the east central portion of the section is "North Boulevard Homes" a low income housing project for negroes, erected by the Tampa Housing Authority. This project has 534 dwelling units, all occupied. Since the completion of this project there has been an increased migration of negro residents into the surrounding residential areas. North of the "North Boulevard Homes" project is a large municipal tourist auto trailer park and north of that, at the intersection of Rome Avenue and Columbus Drive, is the large canning plant of the Polk Company.

Extending northward along Rome Avenue from the main line of the Atlantic Coast Line Railroad, to the canning plant of the Polk Company is a spur track, along which thru the years a variety of business and industry, storage warehouses, novelty works, lumber storage, saw mills and bottling plants has located.

This section has a gross area of about 1,720 acres of which some 1270 acres are subdivided into blocks and tracts and the remainder, 450 acres (26%) in streets. Of the 1,270 acres in blocks and tracts about 465 acres (37%) are devoted to developed structures of one kind or another. There are some 2,514 single family homes located in this West Tampa area and about 240 two-family dwellings.

The 1930 census gave the area north of Cypress and Gray Streets, west of the Boulevard and south of Tampa Bay Boulevard as 11,884; this same area in 1940 had a population of 10,733. Building activity in the West Tampa area has been light during the past five years. During the period April 1, 1941, to May 1, 1942, there were only forty-four houses built in the West Tampa area, nine of these being in Bowman Heights.

There are more tracts of vacant land in West Tampa available for development than elsewhere in the city, some eight hundred acres still vacant and unproductive.

West Tampa was laid out on the gridiron plan, streets at right angles to each other thruout. Whereas in the City of Tampa subdividers were less considerate of the alignment of streets in successive subdivisions, in West Tampa they were more careful to maintain street alignments - especially on north and south arteries.

Subdivisions in the West Tampa area were filed as early as 1889, but most of them after 1890. In 1890 such plats as the Collins Addition, Philip Collins Addition, Woodlawn Park and Extension to Collins Addition were recorded. In 1893 Collins Second Addition, Benjamin's Second Addition and the MacFarlane Addition were filed. The latter (Benjamin's Second Addition) was the largest subdivision recorded, comprising that area between Beach Street on the north to Laurel Street on the south and between Rome Avenue on the east and Gomez Avenue on the west. Villa St. Louis and the Bouton and Skinner tracts were recorded in 1892 and 1895 respectively.

Thruout the West Tampa area the prevailing lot sizes were 50 by 95 feet, or a lot area of 4,750 square feet. At least one-third of the lots in the City of Tampa having a width or frontage of fifty feet are located in the West Tampa area (more than 5,000). And in the section known as MacFarlane Park, recorded in 1909, the prevailing lot widths vary from 33 to 41 feet and the depths from 95 to 135 feet. Fully eighty per cent of the land in the West Tampa area is subdivided into lots of less than 5,000 square feet.

HYDE PARK, BAYSHORE AND WEST HYDE PARK

AREA NO. 3

In the growth and development of Tampa that area west of the river and south of Grand Central Avenue was one of the earliest to receive the attention of subdividers, especially the Hyde Park section. The first Lafayette Street bridge was built in 1889 when the attractiveness of the bayshore property was appealing to prospective residents. Such subdivisions as Washington (1886), Packwood (1891), Bayside (1898), Hyde Park Place (1897), Jackson's Addition (1892), Beach Place (1894), Riverside (1890) and Hyde Park formed the nucleus around which the whole area developed. The tracts of lands east of South Boulevard and immediately south of and adjoining Grand Central Avenue received the first attention, the highest grade development being along and east of Hyde Park Avenue. As these tracts were developed and settled, additional lands to the west, to Howard Avenue were opened between 1903 and 1916. In 1911 the Morrison Grove subdivision was recorded - that area south of Swann Avenue and east of Willow.

The first subdivisions in this area started as high class residential developments but with the advance of years the older sections were invaded by multi-family uses until today many of the original tracts are devoted to such uses. As these sections broke down in character the higher class development moved westward and southward along the bayshore.

As constituted, the section south of Grand Central Avenue has a gross area of about 800 acres and south of North Avenue "B" of about 1,017 acres. Of the 1,017 acres, 673 acres are subdivided into blocks and tracts and 344 acres into streets (34%). Of the 673 acres of blocks and tracts, 518 acres (77%) are utilized by structures and of that land so utilized, 324 acres (63%) is devoted to single family home development. There are 2,182 single family homes, 376



two to four family dwellings and 94 dwellings of more than four-dwelling units in this area.

South of Gray Street and east of Howard Avenue this area had a 1940 population of 13,800, an increase of only 1,724 over its population ten years earlier in 1930. The greatest part of this increase, 1,046, was in that fractional area south of the Coast Line tracks and east of Willow Avenue.

Altho building activity in this area has been active it has not been comparable with other sections of Tampa. In the period April, 1941, to May, 1942, while 210 single family homes were being built in the area north of Columbus Drive, only 11 were built in the Hyde Park area.

This is still predominately a residential area but as stated previously <sup>is</sup> much of the original area/in process of being converted into multi-family uses, losing its original character.

The gridiron plan of development was followed generally thruout the Hyde Park area, altho this pattern was varied slightly along the shore line. Subdividers in this area were more generous in providing lots of larger areas than elsewhere in Tampa. Lot widths were generally in excess of fifty feet, with a majority of sixty feet or more. Lot depths varied from 100 to 150 feet or more. Very few lot areas are less than 7,000 square feet in this section.

#### CENTRAL, TAMPA HEIGHTS AREA

##### AREA NO. 4

This area is located on the east bank of the Hillsborough River, between Columbus Drive and Buffalo Avenue and west of Nebraska Avenue. Part of this area was admitted to the city in 1911 and the remainder in 1923. It is one of the older developed parts of the city, devoted to residential uses. That part of the area between Nebraska Avenue and Ola Avenue is well built up; west

of Ola Avenue it is sparsely developed. It is an attractive section and should appeal to more home owners in the future.

Parcels of land in this area were subdivided and recorded as early as 1886 but the most intensive subdivision effort was in the years following 1900. A few of the subdivisions are Robles (1886), Fairburn (1903), Arlington Heights (1905), North Arlington Heights (1907), Bellmere (1907), Piney Woods (1904), Warren and Keys (1902), Buffalo Heights (1909), River Heights (1905), West Arlington Heights (1907) and Suburb Royal (1925).

Subdividers followed the general gridiron plan of development but in many instances did not maintain street alignments as successive subdivisions came into being.

Lot sizes of varying dimensions characterize the area, lot widths vary from 50 feet to 60 feet and there are some lots 100 feet by 165 feet (section between Florida Avenue and Morgan Street and between Florabraska and Columbus Drive). Lot areas in the area generally equal or exceed 6,000 square feet altho in some portions of the area they are less. For instance in that section bounded by Buffalo Avenue on the north, Florida Avenue on the east, Woodlawn Avenue on the south and Ola Avenue on the west the lot dimensions are only 50 feet by 100 feet and the resulting areas 5,000 square feet.

This section has a gross area of 1,060 acres of which 793 acres are subdivided into blocks and tracts and 267 acres into streets and alleys (25%). Of the 793 acres of blocks and tracts 418 acres (53 $\frac{7}{8}$ %) are occupied by structures and 375 acres are vacant. Of the 418 acres occupied by structures, 287 acres are occupied by 1,823 single family dwellings, 23 acres by two to four family dwellings and 2.8 acres by multi-family units.

In this area much new construction has been completed in the past few years. It is predominately a single family area by usage.

This area experienced a population increase of more than 600 in the decade 1930-1940.

### TAMPA HEIGHTS AREA

#### AREA NO. 5

This area located on the east side of the river between Cass Street on the south and Columbus Drive on the north and west of Nebraska Avenue comprises one of the first built up sections of the city. Most of it was a part of the corporate area of 1899 and contains the "Heights" portion of the city devoted in years past to some of the city's finest and oldest homes.

During the past two decades the central business district has extended gradually northward into this area, imparting to its southern half a commercial atmosphere. This drift or tendency has also influenced the conversion of many of the homes in the upper half of the area to multi-family uses. Many of the older homes have disappeared or are now being used as rooming houses. Despite this tendency toward blight however, much of the area is still unblighted and untarnished by the encroachment of commercial enterprise. It still has possibilities as a residential area, especially for multi-family uses.

This section has a gross area of about 688 acres of which 410 acres are subdivided into blocks, the remaining 278 acres being allocated to streets and alleys (42%). Of the 410 acres of blocks, 366 acres (89%) are occupied by structures, and of this acreage, 263 acres (72%) are devoted to residential uses (218 acres to single family use, 37.4 acres to two to four family dwellings and 7.6 acres to apartments), the remainder or about 100 acres (27%) to commercial uses. There are in this area 2,510 single family, 259 two-family, 50 four-family dwellings and 40 apartments.

This area lies immediately north of the original Jackson Plat of 1853. Comprising it are such original subdivisions as Mitchell's Subdivision of 1883,



Mobley's of 1885, Giddens of 1884, Carruth and Spencer of 1891, the Jane Bourquardez Sub of 1888, Lykes Sub of 1890, Highland Park 1st Addition of 1889, Clark's Sub of 1883, Charles Sub of 1883, Sparkman Sub of 1892, Campbells Sub of 1891, Munroe and McIntosh Sub of 1886, West Highlands Sub of 1903, Ridgewood Park Sub of 1894 and a number of smaller subdivisions and resubdivisions of later years. From this it can be seen that this area was active in real estate developments at an early date in Tampa's corporate experience.

The pattern of the area adheres to the rectangular gridiron plan. Lot dimensions thruout the area vary but most of the lot areas are equal to or exceed 6,000 square feet. In that section west of Florida Avenue to the Boulevard, lot widths vary from 60 to 80 feet but west of boulevard, between the river and Columbus Drive, lot widths drop to 50 feet but depths exceed 100 feet. East of Florida Avenue to Central Avenue lot areas exceed 6,000 square feet but between Central Avenue and Nebraska Avenue many lots have areas of less than 6,000 square feet.

In the southeast portion of this area the "Scrub" is located in which lots are small and settlement is dense. In a small part of this section, north of Polk Street to Constant, Scott and India Streets and between Morgan Street and Nebraska Avenue - an area of about fifty acres, some 2,400 people reside, a density of population of 48 per acre. This southeast "Scrub" area experienced a population increase in the decade 1930-1940 instead of a reduction. The section from Polk Street north to Henderson Avenue and between Florida and Nebraska Avenues increased in population from 5,693 in 1930 to 6,600 in 1940.

In the decade 1930-1940 the area as a whole reflected a population gain of less than 10%, an increase from 14,081 in 1930 to 15,090 in 1940. Practically all this increase was incident south of Henderson Avenue between Florida and

Nebraska Avenues and more than thirty per cent of it was in the "Scrub" area.

It is interesting to note that the land proprietors who subdivided lands north of the Jackson Plat of 1853 did not follow Jackson's concept of wide thoroughfares. All streets leading north from the Jackson Plat have widths less than those within the plat - as well as blocks of irregular dimensions.

#### CENTRAL BUSINESS DISTRICT - GARRISON AREA

##### AREA NO. 6

This is a relatively small area of approximately 268 acres, occupied principally by the central business district, warehousing properties, some light industry and a portion of wharfage property fronting the east bank of the Hillsborough River and the north shore of the Hendry and Knight Channel. A considerable portion of this area was originally devoted to residential uses and even now a number of residential uses still occupy the land, but it is predominately commercial and industrial in character. In this area Tampa had its beginning, the outgrowth and extension of old Fort Brooke and the settlement around it.

Of the 268 acres in the area, 150 acres are divided into blocks, the remaining 118 acres (41%) are devoted to streets. The large percentage of land devoted to streets in this particular area is due to the spaciousness of the original Jackson Plat of 1853 with its streets of eighty feet. Of the 150 acres of blocks, 138 acres (92%) are occupied by structures. Only about 20 acres (14%) are now used for residential purposes, the remainder, 118 acres (86%) being used for commercial, transportation or industrial uses. There are 147 single family homes in the area.

The original John Jackson Plat of 1853 contributes to the greater part of this area. To the south of it is Bell's Addition filed in 1899 and the Hendry and Knight Sub of 1905 and Drews Addition to Tampa of 1884. The subdivision of the area generally follows the gridiron pattern.

The permanent population of this area did not change perceptibly in the decade 1930-1940. It approximated 1,750 in 1930 and today it still approximates that figure.

#### ESTUARY - SEDDON ISLAND - HOOKERS POINT AREA

##### AREA NO. 7

This area with an acreage of approximately 981 acres is the dynamic center of Tampa's industrial and transportation life. It is located to the east of and contiguous to the central business district. In no sense of the word is it a residential area. Of some 260 acres occupied by structures devoted to various purposes, only about 5 acres are occupied by residences which are confined to that small section east of Nebraska Avenue and immediately north of Water Street. Included in this area is Seddon Island, all of which is practically vacant and Hookers Point. Central in the area is the Ybor Estuary and Sparkman Channel along which the extensive shipyard activities are now located. Also in this area are the principal storage and switching tracks of the Seaboard Railway, large refrigeration and cold storage plants, and the Municipal Wharves and Municipal Belt Line Railroad. This area bids fair to become the focal point of Tampa's future industrial plant. In it are some 700 acres of vacant land accessible to rail, water and air, which are available for industrial usage.

#### PALMETTO BEACH - DESOTO PARK AREA

##### AREA NO. 8

This industrial-residential section is located in the southeast portion of the corporate area between 19th Street on the west and McKay Bay on the east. It forms the base of the peninsular section of land terminating at Hookers Point referred to in the previous discussion of Area No. 7. This area as here designated also extends northward from Frank Adamo Drive to Fourth Avenue between 15th Street and 30th Street and to 10th Avenue from 30th Street to the city



limits. That portion north of Frank Adamo Drive is mixed commercial, industrial and residential merging into the Thor City area, subsequently designated as Area No. 10. That part of the area south of Garden Street on the west shore of McKay Bay, to Edgewood Avenue and east of 20th Street is predominately residential. The remainder of the area is characteristically industrial or potentially industrial.

Area No. 8 comprises some 858 acres of which 710 acres are subdivided into blocks and tracts, and 148 acres in streets and alleys. Of the area, however, less than 100 acres is utilized for residential purposes. The remainder is either utilized by industry, transportation or is vacant. Only about 200 acres is utilized by structures. There are in this section 747 single family dwellings.

A portion of this area was absorbed by the city in 1899, another portion in 1911 and the remainder in 1923.

The residential section known locally as Palmetto Beach was subdivided and filed as East Tampa in 1894. Subsequently the H. T. Lykes tract south of Chapin Street was filed in 1910 and the Edgewater Park section south of Flagler Street in 1912. North of Frank Adamo Drive and the Seaboard right-of-way, the area contains the Lesley Sub of 1886, the Sub of Clarkson Brothers of 1893, Turmans Sub of 1888, the original Town of Gary of 1903, Archer's Sub of 1894, Powells Sub of 1889, El Valle de Tampa of 1895, East Bay Park of 1900 and a portion of Spanish Park filed in 1894. From this it can be seen that practically all this area was subdivided in the nineties. As elsewhere in the city the subdividers adhered to the gridiron pattern but with streets better aligned between subdivision than in other areas.

All the lots in the Palmetto Beach area south of Garden Street and east of 20th Street have dimensions of 50 feet by 95 feet or an area of 4,750 square feet

each. North of Frank Adamo Drive between 15th Street and 18th Street lot widths are 70 feet and depths 95 feet, giving areas of 6,650 square feet. East of 18th Street in the remainder of the area lot widths are generally 50 feet and depths vary from 95 to 100 feet, however in one small section between 30th and 34th Streets and between 1st Avenue and 6th Avenue the lots have dimensions of 35 by 95 feet and an area of 3,325 square feet.

During the decade 1930-1940 the area experienced an increase in population from 3,698 in 1930 to 3,907 in 1940. Since 1940 however the intensive shipyard activity in the immediate vicinity has augmented both building activity and population increase.

#### JACKSON HEIGHTS AREA

##### AREA NO. 9

This area located in the northeast corner of the city is bounded on the north by Buffalo Avenue, the east by 40th Street, the south by 10th Avenue and west by 29th and 30th Streets. It is utilized primarily by single family homes and has an area of about 644 acres of which 520 acres are subdivided into blocks and tracts and the remainder, 124 acres, in streets and alleys. Of this subdivided acreage 224 (43%) are occupied by structures. And of these 224 acres devoted to structures, 179 acres (80%) are used as sites of some 689 single family homes. Only about 3 acres is used for other residential purposes. The remainder of the developed area (about 40 acres) is used for a limited amount of commercial and industrial purposes.

Parts of this area were subdivided in the nineties; other parts followed after 1900. Major subdivisions entering into its composition are, Campobello in 1903, Dekles in 1896, Forest Park in 1911, Glovers Sub in 1897, Jackson Heights in 1906, Little Cuba in 1906, Zephyr Grove in 1923, Gardenville in 1907 and

Greenville in 1905. The general plan of development follows the gridiron pattern with lots having widths of 40 to 50 feet and depths varying from 95 to 200 feet. Lot areas thruout approximate 5,000 square feet.

This area did not experience any great growth in the decade 1930-1940 however its future as a site for modest small homes is promising. There are some 300 acres of vacant land in this area available for use.

#### YBOR CITY AREA

##### AREA NO. 10

This area designated as Ybor City extends from 4th Avenue on the south to Buffalo Avenue on the north and from Nebraska Avenue on the west to 29th-30th Streets on the east. It comprises an area of 1,538 acres of which 1,220 acres are subdivided into blocks and tracts and 318 acres (21%) into streets and alleys. Altho this arbitrarily defined area is not occupied wholly by Latins, by far the majority of its population is of Latin extraction. In the north central portion of the area and occupying some 20 acres fronting along 26th Avenue is the Ponce de Leon low income housing project occupied wholly by Latins. This project of thirty-three structures provides housing facilities for 320 families. That portion of the area south of Columbus Drive lying in the original Ybor City plat is largely interspersed with commerce, cigar industry and residences. It constitutes one of the densely populated areas in Tampa.

Of the 1,220 acres of blocks and tracts, 715 acres (58%) are occupied by structures devoted to various uses and of this acreage, 500 (70%) are used for single family homes. Less than 75 acres are used by dwellings of other types. The remainder of the developed land (about 150 acres) is devoted to commerce and industry. In this area many of Tampa's cigar factories are located, in which many of the people of the area work.



This area was originally settled in 1889. Since that year the whole area has been subdivided. Major subdivisions are the Donovan Sub of 1892, Homestead Sub of 1903, Ross Sub of 1896, Mays Sub of 1892, Sanders and Clay Sub of 1889, Turmans Sub of 1888, Ross and Randall Sub of 1889, Watch Hill of 1890, Lesleys Plan of East Tampa in 1894, Denis Add and Homestead Sub of 1892, Ybor Heights of 1905 and others.

The pattern of the area follows the orthodox gridiron plan as elsewhere in the city. Lots in the original Ybor subdivision have dimensions of 70 feet by 95 feet. Outside this section lots have dimensions varying from 33 to 50 feet in width and 95 to 100 feet in depth.

Altho parts of the area have suffered some reduction in population, the area as a whole experienced a slight increase in the decade 1930-1940, an increase of 1,144, from 27,698 to 28,842. There are 5,041 single family homes occupying some 500 acres of land in this area.

#### DAVIS ISLANDS

##### AREA NO. 11

Davis Islands is the most recent acquisition to the land area of Tampa, having been built up in Hillsboro Bay during the boom period 1924-1926. Most of its plats were filed in 1925. It is an area restricted primarily to residential use with a limited amount of land available for neighborhood business. Recreational facilities are provided on the island. It is also the site of the municipal hospital and municipal airport. To date it is sparsely settled.

Davis Islands has a land area of 986 acres of which 147 acres is allocated to the Peter O. Knight municipal airport and about 37 acres to the Municipal Hospital. About 360 acres of the island is developed with structures and of this acreage, 332 (92%) are utilized by some 155 single family homes. Less than

2 acres is utilized by other residential structures.

In 1930 Davis Islands had a population of 557; in 1940 it was 885.

### SUMMARY

It is possible from the preceding discussion to get a picture of the City of Tampa as currently developed, by approximate neighborhood areas. It shows that Tampa is predominately a single family home city; nearly 60% of the land occupied by structures in the city being utilized by single family homes. In the Seminole Heights Area (No. 1) 85% of the land developed is occupied by single family homes whereas only about 4% is devoted to other types of residential use. In the West Tampa Area (No. 2) 57% of the land occupied by structures is utilized by single family homes and about 6% to residential use of other types. Even in the Hyde Park Area (No. 3) which is changing in character the single family home still predominates; 62% of that developed area being devoted to single family homes, and 17% to multi-family use. In the area between Columbus Drive and Buffalo Avenue and between the river and Nebraska Avenue (No. 4), Central - Tampa Heights, 64% of the developed area is devoted to single family use and about 7% to residential uses of other types. In that area north of the Jackson Flat (No. 5) to Columbus Drive and lying between the river and Nebraska Avenue the single family home type still prevails, 59% of the developed area being devoted to such usage, but the invasion of the multi-family use is also noticeable here, 13% of the developed area being utilized in such manner. Obviously in the Central Business Area (No. 6) and the Industrial Area (No. 7) the residential uses drop to a minimum. Again in the Palmetto-Beach - DeSoto Park Area (No. 8) the single family uses ascend to 44% of the land occupied by structures, the remainder is industrial and commercial. In the Jackson Heights Area (No. 9) and Ybor City Area (No. 10) the single family usage ascends

to 80% and 70% of the developed areas respectively. In these areas the multi-family uses apply to 1% and 8% of the developed areas respectively.

In other words, in the Hyde Park area and in that area immediately to the north thereof the trend is more inclined toward multi-family uses than elsewhere in the city. In the Ybor City Area (No. 10) however the ratio devoted to multi-family usage approaches that same use in the Hyde Park area.

The following table reflects the area information referred to in the previous discussion.

TABLE I

AREA NO.	GROSS AREA (ACRES)	DEVELOPED AREA (ACRES)	STREETS (ACRES)	AREA IN ACRES OCCUPIED BY		
				S. F. STRUCTURES	2-4 FAMILY STRUCTURES	APARTMENTS
1	2,400	1,940	460	856.0	41.50	3.3
2	1,720	1,270	450	264.0	25.40	1.2
3	1,017	673	344	324.0	70.00	18.5
4	1,060	793	267	287.0	25.20	2.9
5	688	410	278	218.0	37.40	8.9
6	268	150	118	18.0	2.00	1.1
7	981	930	51	4.8	--	0.5
8	858	710	148	89.0	6.10	0.4
9	644	520	124	179.0	2.80	0.3
10	1,538	1,220	318	500.0	58.50	1.3
11	<u>986</u>	<u>635</u>	<u>351</u>	<u>332.0</u>	<u>0.33</u>	<u>0.9</u>
TOTAL	12,160	9,251	2,909	2,764.8	270.00	39.3

The following interesting table imparts an idea how the developed area of the city compares with the area as a whole. For purposes of comparison, identical figures are included for a few other selected cities in the country.



TABLE 2RATIO OF TOTAL DEVELOPED AREA TO POPULATION AND TO TOTAL CITY AREA

	POPULATION	TOTAL AREA CITY (ACRES)	TOTAL DEVELOPED AREA (ACRES)	TOTAL AREA PER 100 PERSONS (ACRES)	DEVELOPED AREA PER 100 PERSONS (ACRES)	PERCENT TOTAL AREA DEVELOPED
Tampa	108,391	12,160	9,250	11.2	8.6	76.00
Knoxville, Tenn.	100,201	15,744	8,275	15.7	8.3	52.60
Fort Worth, Texas	152,736	28,736	15,898	18.8	10.4	55.30
Tulsa, Oklahoma	141,281	13,760	8,342	9.7	5.9	60.60
Cities 100,000 - 250,000						63.80
Average 22 cities, per cent						60.66

The compactness of some Tampa areas and the small corporate area are reflected in the above figures. Whereas Tampa has only 11.2 acres per 100 persons, Knoxville, and Fort Worth have 15.7 and 18.8 respectively. This indicates either a more spacious land usage or restricted limits - the latter seems more likely.

The following tables impart additional information relative to single family usage in Tampa and elsewhere in the country.

TABLE 3RATIO - SINGLE FAMILY BUILDINGS AND AREA TO POPULATION

	POPULATION 1940	NUMBER S. F. BUILDINGS	S. F. BUILDINGS PER 100 PERSONS	S. F. AREA IN ACRES	S. F. AREA ACRES PER 100 PERSONS	S. F. AREA BUILDINGS PER ACRE
Tampa	108,391	19,871	16.7	2,770	2.55	7.16
Knoxville	100,201	20,081	20.0	3,510	3.50	5.76
Fort Worth	152,736	32,541	21.3	5,094	3.34	6.39
Average 22 cities (U. S.)			18.9		2.94	6.82

TABLE 4RATIO OF SINGLE FAMILY AREA TO TOTAL CITY AREA AND TO DEVELOPED ACREAGES

	<u>TOTAL CITY AREA (LAND)</u>	<u>DEVELOPED AREA IN ACRES</u>	<u>S. F. AREA IN ACRES</u>	<u>% OF TOTAL CITY AREA OCCUPIED BY S. F. BUILDINGS</u>	<u>% OF DEVELOPED AREA OCCUPIED BY S. F. BUILDINGS</u>
Tampa	12,160	9,250	2,770	22.8	30.0
Knoxville	15,744	8,275	3,510	22.3	42.4
Fort Worth	28,736	15,898	5,094	17.7	32.1
Average 22 cities				21.8	36.1

Altho Tampa seems to have fewer single family homes per 100 persons than either Knoxville or Fort Worth, those built in Tampa use less area per structure. In Tampa the lot area per single family building averages 6,100 square feet whereas in Knoxville it is 7,614 and in Fort Worth it is 6,820. The average lot area for single family structures for 22 cities is 6,679. Of course it must be understood here that neither Knoxville or Fort Worth are criteria or standards. Their data are merely given for purposes of comparison and illustration.

That Tampa is predominately a city of single family dwellings is illustrated by an examination of structures built in the twenty year period, 1920-1940, as reflected in the following tabulation. According to these figures taken from the records of the Building Inspector no four family structures have been built since 1931 and only eight since 1927. No multi-family apartments have been built since 1932 and only five since 1928. Since January, 1930, however 967 single family dwellings were built in Tampa. Much of the recent activity in the construction of single family dwellings has been due to the interest stimulated thru the agency of the Federal Housing Administration.

TABLE 5NUMBER STRUCTURES BUILT 1920-1940 BY YEARS BUILT

<u>BUILT</u>		<u>SINGLE FAMILY</u>	<u>TWO FAMILY</u>	<u>FOUR FAMILY</u>	<u>APARTMENTS</u>	<u>BUSINESS WITH DWELLING UNIT</u>
1940-1942		337	2		2	
1920-1940	11,905	10,050*	483**	131	114 x	202
1939	153	131	7	-	-	3
1938	118	105	3	-	-	1
1937	89	75	2	-	-	1
1936	73	64	1	-	-	2
1935	68	59	-	-	-	3
1934	58	48	1	-	-	2
1933	45	36	2	-	-	1
1932	50	40	2	-	2	1
1931	70	57	3	1	1	3
1930	243	207	9	2	1	4
1929	743	661	19	3	1	12
1928	520	457	11	2	4	9
1927	1,179	993	36	21	5	25
1926	1,229	1,040	54	15	10	15
1925	2,106	1,748	90	28	34	25
1924	1,983	1,681	80	30	26	33
1923	817	689	32	6	10	13
1922	570	470	36	8	6	15
1921	517	444	16	8	4	9
1920	1,274	1,053	79	7	10	25

\* Includes 10 Single Family attached

\*\* 255 - two-family side by side; 228 two-family two decker

x Includes everything five units or over



### COMMERCIAL USES

Today in Tampa there are nearly 200,000 lineal feet of street frontage devoted to commercial enterprise. A few years ago studies made in different cities in the Chicago region revealed that there was an average of commercial property development of about fifty linear feet of store frontage per one hundred persons, altho in parts of the region this varied from twenty-two feet to ninety feet. Another survey conducted in sixteen cities scattered thruout the country showed a mean average ratio of 63.7 linear feet of commercial or store frontage per one hundred persons. Assuming the latter figure - or 0.637 linear feet per person - it would appear that a city of 200,000 would need only about 127,400 feet of frontage. Not only has Tampa provided nearly 200,000 feet already, there are thousands of feet along business streets that are either vacant or occupied by run-down residences.

### LAND USES-- AREA AS A WHOLE

Table 6 brings to focus much pertinent information showing how land uses in Tampa are distributed. The following Table 7 summarizes and augments Table 6.

**TABLE 6**  
**AREA OF LOTS OCCUPIED BY STRUCTURES**  
**(IN SQUARE FEET)**

E. D.	A	B	C	D	E	F	G	H	I	J	K	TOTAL
1	9,304,662	614,092	77,233	16,692	31,372	520,446	88,122	1,909,047	---	---	35,312	12,596,978
2	279,460	---	---	---	---	---	---	---	---	---	---	279,460
6	5,276,877	235,988	6,930	---	45,698	245,794	10,006	37,866	---	---	---	5,859,159
7	9,777,732	666,194	45,780	7,411	144,895	319,775	137,305	530,809	356,530	---	---	11,986,431
8	7,387,558	218,545	11,442	---	98,988	176,367	396,978	998,210	139,950	---	---	9,428,038
9	2,748,688	---	---	---	---	39,784	7,560	781,250	---	---	---	3,577,282
10	1,195,339	45,276	---	---	60,200	23,188	127,315	---	192,784	---	---	1,644,102
11	2,945,932	74,427	---	---	12,563	108,697	44,377	103,261	---	---	---	3,289,257
12	9,773,704	1,027,263	123,918	15,810	134,914	487,691	140,911	603,960	2,766,492	44,975	57,008	15,176,646
13	9,683,921	1,826,010	397,192	35,841	559,396	1,728,117	1,099,452	900,615	286,043	57,672	109,288	16,683,547
14	5,495,441	641,302	16,625	9,870	235,241	496,490	509,660	237,640	1,980,314	---	---	9,622,589
15	2,181,096	129,882	---	---	19,299	43,676	199,069	409,189	1,695,743	---	---	4,677,954
16	854,475	20,800	---	---	26,626	109,559	412,446	---	---	---	---	1,423,906
17	3,986,814	365,354	---	2,375	122,575	552,970	2,399,168	172,695	128,250	16,180	---	7,746,381
18	6,471,697	1,554,432	12,392	18,025	630,251	1,334,842	1,844,863	967,725	21,270	---	23,750	12,879,247
19	672,629	30,844	---	---	56,375	188,335	6,093,278	22,434	---	5,250	---	7,069,145
20	1,664,465	91,610	16,835	---	47,190	62,025	900,450	60,445	398,964	---	9--	3,241,984
22	1,228,536	57,988	5,280	---	7,150	45,817	---	---	---	---	---	1,344,771
23	6,482,581	1,366,069	237,346	4,836	116,393	786,691	734,000	1,343,840	---	---	---	11,071,756
24	2,979,936	1,190,298	364,284	63,035	150,041	2,827,021	2,306,880	1,397,575	524,350	31,575	71,380	11,906,375
25A	3,723,567	292,855	8,012	---	45,209	107,679	---	135,700	---	---	---	4,313,022
25B	1,677,159	20,420	41,704	---	5,900	109,252	---	1,481,620	840,000	---	---	4,176,055
26	6,001,881	617,065	273,732	6,250	9,140	158,676	62,342	46,644	---	---	---	7,175,730
30A	1,816,989	34,600	840	---	9,048	28,350	10,600	---	---	---	---	1,900,427
30B 30C 31B	5,000	---	23,580	---	---	---	4,070,250	---	---	---	---	4,098,830
31A	3,315,881	31,853	16,000	---	14,150	107,998	23,400	7,125	---	---	---	3,516,407
35	2,139,078	107,040	---	---	9,000	---	22,400	---	---	---	---	2,277,518
36A	11,632,806	494,699	35,456	---	86,245	299,059	47,841	370,913	---	---	39,144	13,006,163
36B	134,498	---	---	---	---	---	---	9,464,500	2,174,616	---	---	11,773,614
	120,838,408	11,754,906	1,714,581	180,145	2,677,859	10,098,299	21,688,673	21,983,063	11,505,306	155,652	335,882	203,742,774

**LEGEND**

- A Single family, attached and detached
- B Two to four family structures
- C Apartments without business units
- D Apartments with business units
- E Mixed Business and residence
- F Commercial
- G Industrial
- H Public Buildings
- I Permanent open spaces - playgrounds, parks, cemeteries
- J Temporary business uses
- K Parking and used car lots



TABIE 7

Gross Land Area (City of Tampa) (all values in acres)	12,160
Area in Single Family Use (A)	2,766.1 (22.8%)
Area in Two-Four Family Use (B)	270.0 ( 2.22%)
Area in Four or More Family Use (C)	39.3 ( 0.0032%)
Area in Apartments with Business Units (D)	4.1 ( 0.003%)
Area in Mixed Business and Residence (E)	61.3 ( 0.0051%)
Area in Commercial Use (F)	250.0 ( 2.0555%)
Area in Industrial Use (G)	495.0 ( 4.19%)
Area in Public Buildings, Churches, Schools (H)	505.0 ( 4.2%)
Area in Open Spaces, Parks, etc. (I)	258.0 ( 2.125%)
Area in Temporary Business, etc. (J) (K)	11.2 ( 0.0009%)
Area in Vacant Land	4,591.0 (38.3%)
Area in Streets and Alleys	2,909.0 (24.1%)

It will be noted here that of the total land area of 19 square miles (12,160 acres) that 22.8% is utilized by single family homes, less than 2.5% by dwellings of other types, about 2% is devoted to commercial uses, 4% for industrial uses, 4% for churches, schools and public buildings, 2% for parks, open spaces, 24.1% for streets and alleys and 38% is vacant.

To compare the utilization of land in Tampa with that elsewhere the following table of interest is shown.



TABLE 8  
LAND USES FOR VARIOUS PURPOSES  
TAMPA  
AND OTHER COMPARABLE CITIES

LAND USE	TAMPA FLA.		ST. LOUIS MO.		MINNEAPOLIS MINN.		PORTLAND OREGON		LITTLE ROCK ARK.			
	Acres	Percent Total City Area	Acres	Percent Total City Area	Acres	Percent Total City Area	Acres	Percent Total City Area	Acres	Percent Total City Area	Acres Per 100 Persons	Aver. of 22 Cities
Single Family	2,766.1	22.80	6,813	16.9	12,500	34.1	8,879	21.6	2,568	23.0	2.550	2.950
Two Family	--	--	2,564	6.4	700	1.9	218	0.5	96	0.9	--	--
Multi-Family	309.3	2.22	2,548	6.3	300	.8	311	0.8	59	0.5	0.036	0.076
Total Dwelling Area	3,075.4	25.20	11,925	29.6	13,500	36.8	9,408	22.9	2,723	24.4	3.020	3.154
Commercial Area	315.4	2.06	1,724	4.2	600	1.6	844	2.0	161	1.4	0.230	0.179
Light Industry	---	---	1,387	3.4	900	2.5	434	1.0	109	1.0	--	--
Heavy Industry	--	--	1,729	4.3	--	--	978	2.4	262	2.3	--	--
Railroad Property	--	--	1,757	4.3	2,500	6.8	1,226	3.0	283	2.5	--	--
Combined Industry & Railroad	495.0	4.19	4,873	12.0	3,400	9.3	2,638	6.4	654	5.8	0.455	0.920
Streets	2,909.0	24.10	8,803	21.8	6,912	18.9	9,275	22.5	x	--	2.860	2.820
Parks and Playgrounds	2,580.0	2.12	2,557	6.3	2,471	6.8	1,177	2.9	x	--	0.240	0.479
Public, Semi-Public	--	--	4,218	10.4	2,722	7.5	1,634	4.0	x	--	--	--
Total Developed Area	--	--	34,100	84.3	29,605	80.9	24,976	60.7	6,855	61.4	--	--
Vacant	4,591.0	38.30	6,361	15.7	7,000	19.1	16,164	39.3	4,334	38.6	--	--
Total City Area	12,160.0	100.00	40,461	100.00	36,605	100.0	41,140	100.0	11,189	100.0	--	--
	4,591.											
x Unknown	7,569.0											

12160  
4591  
7569



TABLE 9  
DATA ON STRUCTURES AND DWELLING UNITS  
CITY OF TAMPA  
(FROM R. P. S. INFORMATION)

41A

E. D.	NUMBER OF STRUCTURES	DWELLING UNITS	SINGLE FAMILY DETACHED	OTHER TYPE UNITS	OWNER OCCUPIED S.F. <sup>1</sup> STR. <sup>2</sup>	TENANT OCCUPIED & VACANT	TWO FAMILY		4-FAMILY		APARTMENTS		BUSINESS WITH D.U.		OTHER NON-CONVERTED		NUMBER OF LOTS		
							SIDE BYSIDE		TWO DECKERS		DOUBLE 2 DECKER		STR.	D.U.	STR.	D.U.		STR.	D.U.
							STR.	D.U. <sup>3</sup>	STR.	D.U.	STR.	D.U.							
1	1,426	1,614	1,207	407	762	771	18	36	17	34	7	28	8	58	6	24	162	226	2,477
2	39	39	38	1	25	12	-	-	-	-	-	-	-	-	-	-	1	1	165
6	808	881	722	159	464	417	15	30	9	18	3	12	3	16	8	9	47	73	1,363
7	1,827	2,096	1,593	503	901	1,101	38	76	44	88	21	84	4	81	37	37	78	125	2,998
8	1,444	1,540	1,346	194	626	893	22	44	12	24	7	28	1	17	26	25	34	54	2,969
9	45	45	43	2	26	19	-	-	-	-	-	-	-	-	-	-	1	1	137
10	201	206	187	19	131	66	2	4	1	2	-	-	-	-	5	5	5	7	1,352
11	362	385	339	46	227	156	2	4	3	6	5	20	-	-	2	5	10	10	2,132
12	1,760	2,170	1,437	733	792	1,269	54	108	42	84	26	104	17	114	30	61	138	230	2,233
13	3,315	4,409	2,562	1,847	665	3,602	122	244	177	354	54	216	59	383	142	210	160	325	2,492
14	1,598	1,852	1,348	504	510	1,289	84	168	66	132	9	36	6	42	47	56	36	67	3,086
15	431	464	392	72	232	216	17	34	7	14	1	4	-	-	7	7	7	13	2,414
16	58	61	53	8	35	24	-	-	-	-	-	-	-	-	2	2	-	-	190
17	1,023	1,131	893	238	385	705	49	98	23	46	2	8	-	-	30	35	21	44	2,532
18	2,720	3,510	2,037	1,473	520	2,772	247	494	103	206	59	236	8	48	179	283	76	193	2,768
19	178	191	155	36	45	140	5	10	-	-	-	-	-	-	8	8	9	17	1,107
20	349	408	309	99	145	224	9	18	2	4	2	8	3	24	9	18	15	27	916
22	200	224	180	44	112	108	4	8	1	2	-	-	2	18	2	2	11	14	1,009
23	1,519	2,138	1,168	970	518	1,507	55	110	56	112	35	140	32	282	30	66	124	221	2,557
24	751	1,473	446	1,027	186	1,176	11	22	85	170	41	164	45	380	26	61	74	166	1,502
25A	502	555	424	131	261	275	10	20	12	24	3	12	1	8	5	5	44	57	1,074
25B	183	190	171	19	153	35	-	-	-	-	-	-	-	-	-	-	-	-	1,526
26	917	1,389	716	673	532	803	10	20	32	64	33	132	24	331	1	1	99	118	1,092
30A	204	219	182	37	117	99	1	2	1	2	1	4	1	7	1	1	17	21	643
31A	327	336	314	22	226	104	2	4	-	-	-	-	1	7	2	2	8	9	935
35	113	116	102	14	62	49	1	2	1	2	-	-	-	-	1	1	6	7	167
36A	1 717	1,830	1,494	336	991	769	25	50	14	28	4	16	1	5	15	22	158	199	2,393
36B	14	14	13	1	12	2	-	-	-	-	-	-	-	-	-	-	1	1	1,034

NOTE:

1. S.F. - SINGLE FAMILY
2. STR. - STRUCTURE
3. D.U. - DWELLING UNIT



### SUBDIVISION PATTERN

The general subdivision pattern follows generally the gridiron plan with rectangular blocks and streets at right angles to each other. There are some 45,362 lots in the city distributed as indicated in Table No. 9. Of these lots more than 40% (19,719) have widths of 50 feet, and about 31% (14,101) have widths 100 to 125 feet. The average lot is about 50 x 125.

### CONCLUSIONS

From the foregoing area descriptions and general information several interesting conclusions can be reached.

1. Tampa with a land area of 19 square miles is subdivided into 14.5 square miles of blocks and tracts and 4.5 square miles of streets and alleys.
2. The 14.5 square miles of blocks and tracts are further subdivided into some 45,000 lots of varying sizes, but lots averaging 50 x 125 feet predominate. The lot 50 x 95 feet is a predominate size.
3. There are still available for development more than 4,000 acres of vacant land in the corporate area.
4. Tampa is predominately and characteristically a single family home city - homes generally speaking of the modest type. Of the 24,400 residential structures, more than 20,000 are of the single family type.
5. The most intensive multi-family uses are found in the Hyde Park and Tampa Heights sections.
6. There are only about 1,500 two-family dwelling units, 300 four family units and some 250 apartments of more than four families, in Tampa. This again shows the predominance of single families.
7. In the twenty year period, 1920-1940, inclusive, 10,050 single family homes were built, 483 two-family dwellings, 131 four-family dwellings and only



apartments of more than four apartments.

8. No four-family units have been built since 1931 and only 8 since 1927. No multi-family units were built since 1932 and only 5 since 1928. Since January, 1930, 967 single family dwellings were built.

9. The trend of single family development has been in the area north of Hillsborough Avenue and towards the southwest but outside the city.

10. From April, 1941, to May, 1942, of the 340 single family homes built, 116 were north of Osborne Avenue, 94 between Osborne and Columbus Drive, 11 in Hyde Park and 19 on Davis Islands.

11. Portions of the Ybor City, West Tampa and Garrison sections lost population during the decade 1930-1940.

## IX

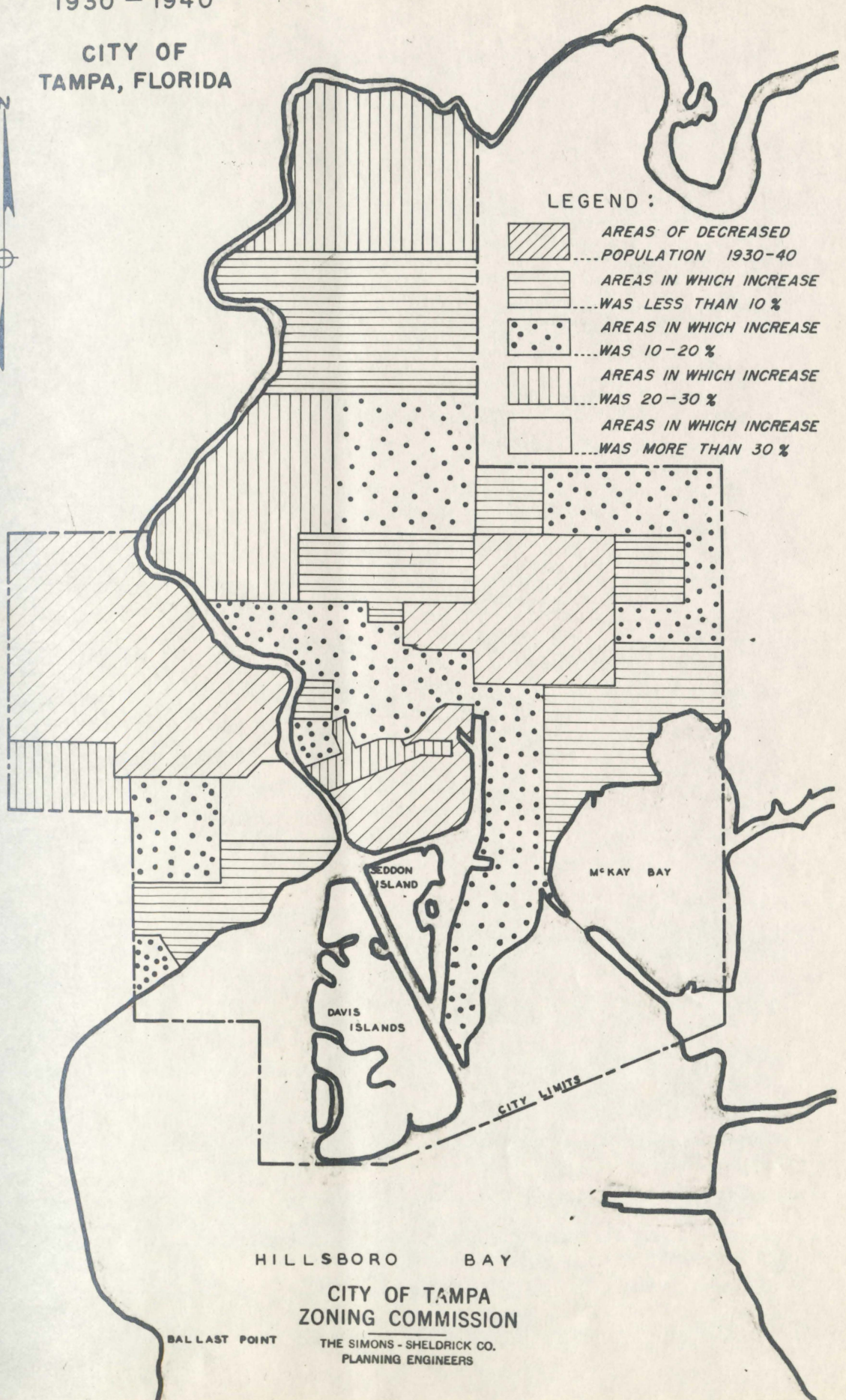
### PREPARATION OF ZONING MAP AND ORDINANCE

Zoning regulations must be predicated upon facts and not upon mere personal opinions. This statement cannot be emphasized too often. The foregoing section revealed how exhaustive the accumulation and study of facts and trends had to be. On such detailed studies the framework of the regulations was built and the division of the corporate area into districts determined.

Fundamentally, zoning regulations broadly divide a corporate area into three main districts - Residential, Commercial and Industrial. Peculiarities and characteristics in a city's physical and social structure and development frequently suggest that these three principal classifications be further subdivided. In Tampa, for instance, it was found that large areas of property devoted to single family residential uses were subdivided originally into lots having areas equal to or greater than 6,000 square feet. Other large areas

# POPULATION TRENDS 1930 - 1940

CITY OF  
TAMPA, FLORIDA



CITY OF TAMPA  
ZONING COMMISSION

THE SIMONS - SHELDRICK CO.  
PLANNING ENGINEERS



similarly utilized were subdivided into lots having areas approximating 5,000 square feet but less than 6,000 square feet. To all intents and purposes the uses of land in these two great areas were the same. It was also found that while in some areas the uses of land were predominately single family, enough multi-family uses had been constructed to characterize the districts as multi-family in character.

Following these studies the preliminary map showing the number and extent of the several districts, was prepared, on which ten (10) districts were shown, five residential, three commercial and two industrial Districts (Figure 2 ). The regulations defining the requirements and limitations of each of the districts was then designed.

Altho the state enabling act stipulates that the Zoning Commission establish the boundaries of the districts, it also prescribes that the Zoning Commission hold public hearings, because in the final analysis the property owners of the community do the zoning. To inform and advise with the property owners and ascertain their reactions to the tentative plan developed by the Zoning Commission, a series of public neighborhood meetings was held after due notice in the press and after an outline of the tentative zoning map was published in the Tampa Tribune on Sunday, August 2. These public hearings were held in the following neighborhood areas: Jackson Heights on August 4; Tampa Heights on August 5; Seminole Heights on August 7; Ybor City on August 11; West Tampa on August 12 and Hyde Park on August 13. This schedule of hearings was given full advance publicity in the press of Tampa which cooperated whole-heartedly with the Zoning Commission in its work.

At each public meeting the tentative map was displayed and explained and a copy of the regulations was made available. The history of the planning and













# PROPOSED ZONING MAP CITY OF TAMPA, FLA.

CITY OF TAMPA  
ZONING COMMISSION

THE SIMONS-SHELDRIK CO.  
PLANNING ENGINEERS

1942

## -LEGEND-

-  R-1A
-  R-1
-  R-2
-  R-3
-  R-4
-  C-1
-  C-2
-  C-3
-  M-1
-  M-2

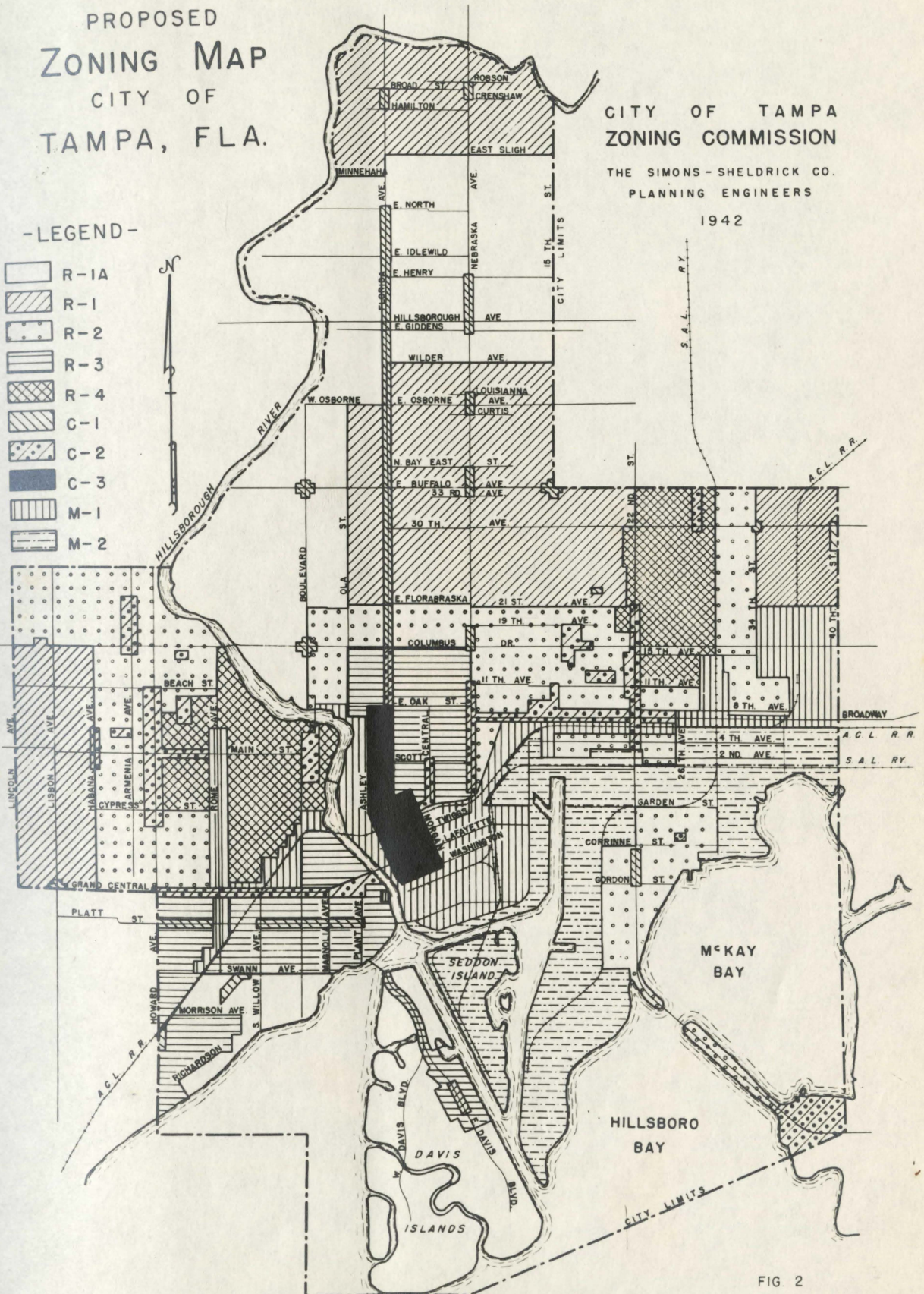


FIG 2

zoning movement in Tampa was also explained and the steps necessary to develop the plan were traced. Each public meeting was presided over by a member of the Zoning Commission with several members of the Commission in attendance. After the explanatory introduction the meetings were thrown open to a general discussion. Those present who had ideas and suggestions, expressed themselves, a list of such suggestions being recorded for the further consideration of the Zoning Commission. A general invitation was extended at each hearing for interested property owners to visit the office of the Zoning Commission in the City Hall and there examine the maps and discuss the subject further. Many people availed themselves of this invitation. A considerable number also expressed themselves to the Zoning Commission by letter.

Following the several neighborhood meetings the Zoning Commission met formally to review and consider the suggestions and ideas received, and to revise the map and regulations as deemed advisable by them. The map and regulations transmitted with this report therefore are the revised map and ordinance, taking into consideration the expressions of the people. The Zoning Commission has deliberated carefully and long to present to the Board of Representatives a plan of zoning which they believe will best meet Tampa's growing needs.

## X

### OUTLINE OF PROPOSED ZONING ORDINANCE

The zoning ordinance, altho voluminous, is not a complicated instrument. Included in the one regulation are "use", "height" and "area" requirements. It not only defines the several area requirements and limitations of each district but defines how the regulation will be administered, amended and varied.



The proposed ordinance provides for ten (10) zones or district, as follows:

- R-1 A Single Family District
- R-1 Single Family District
- R-2 One and Two Family District
- R-3 Multiple Family District
- R-4 Multiple Family District
- C-1 Commercial District
- C-2 Commercial District
- C-3 Commercial District
- M-1 Light Industrial District
- M-2 Heavy Industrial District.

The ordinance specifies the purpose for which buildings and land may be used in each of the different districts, the heights to which buildings may be erected, the number of square feet of lot area required for each family for which a building is arranged in each of the different districts. Every lot or parcel of land in the city whether built upon or vacant is located in one of the different districts as shown on the zoning map which accompanies, and is a part of, the zoning ordinance.

#### RESIDENTIAL DISTRICTS

Four (4) residential districts are provided for in the ordinance, the boundaries and extent of each being shown on the map. Of the four districts, two are for the use of single family dwellings, one for one and two family dwellings and one for the use of one, two or multi-family dwellings.



## SINGLE FAMILY DISTRICTS

### R1A AND R-1

In the Single Family Districts (R-1A and R-1), two family dwellings, multi-family dwellings, all business and industrial uses are prohibited. Dwellings for one family and schools, libraries, community buildings, churches, parks and playgrounds and home occupations are permitted. The "use" and "height" provisions of the two single family districts are identical. The districts differ only in their "area", "front, side and rear" yard requirements. This differentiation was necessitated because of the basic land subdivision pattern of Tampa, referred to earlier. In the R-1A district the lot area provision is 6,000 square feet per family; in the R-1 district it is 5,000 square feet. The minimum front, side and rear yard requirements are 25 feet, 8 feet and 30 feet in the R-1A district and 20 feet, 7 feet and 30 feet in the R-1 district.

In the future, as land tracts are subdivided or resubdivided into lots and blocks the minimum lot areas shall be 6,000 square feet in R-1A districts and 5,000 square feet in the R-1 districts.

Because Tampa is predominately a city of single family homes, about 40 per cent of the land area is zoned for such use.

## ONE AND TWO FAMILY DISTRICTS

### R-2

The uses of land in the R-2 district are identical with the uses available to the R-1A and R-1 districts, with the addition of two family dwellings. The minimum lot area requirement for the R-2 district is 4,500 square feet per family which is in accord with the basic land pattern in those areas. In the case of a two family or duplex dwelling the minimum lot area requirements are 2,250 square feet per family. No business, industry or apartments in excess

of two families are permissible in the R-2 district. It can be seen from this that the characteristics of the R-2 district closely follow the characteristics of the R-1A and R-1 districts with the slight exception of lot areas and the permissibility of duplexes. The regulations provide that in the future any subdivision or resubdivision of landed tracts must adhere to minimum lot area of 4,500 square feet.

About 22 per cent of the corporate area is allocated to One and Two and Four Family Districts.

#### MULTIPLE FAMILY DISTRICTS

##### R-3 AND R-4

Two multiple family districts are provided. In these districts, in addition to the construction of multiple family or apartment dwellings, all the uses of R-1A, R-1 and R-2 are permitted. In other words, one can use the land for single family or duplex dwellings as well as for apartments. No businesses or industries are permissible in either R-3 or R-4 districts and the minimum lot area provisions per family vary with the type of dwelling use. For single family use in the R-3 district the minimum lot area provision shall be 4,500 square feet; in the R-4 district; 3,000 square feet. For two family dwellings the minimum lot area provisions shall be 2,250 square feet per family in the R-3 district and 1,500 square feet in the R-4. For multiple family dwellings or apartments the minimum lot area provisions shall be 1,125 square feet per family in the R-3 district and 750 square feet in the R-4. The height of structures in the R-3 district is limited to eight stories with no side yards, but in the R-4 districts the height is limited to two and one-half stories or thirty-five feet.

About 7 per cent of the corporate area is devoted to R-3 usage and 6.9 per cent to R-4.



## COMMERCIAL DISTRICTS

### C-1, C-2 AND C-3

Not so many years ago all the business uses of the community were focused at a central point around which revolved the commercial, financial and professional life. To shop, bank or confer with the doctor or lawyer one was obliged to go to the central business district.

The automobile and hard surfaced highways brought about a change. Difficulties with parking and congestion on highways encouraged a decentralization of business. Neighborhood business districts began to appear, also the extension of business enterprises along the main traveled highways. Many of the service businesses that were formerly centrally located now established branches in the outlying areas, moving picture theatres, banks, restaurants and stores of all kinds.

It was unfortunate that during this period of decentralization so many miles of residential thoroughfares were converted to business usage. Not every piece of property located on a main highway is suitable for business usage, a fact that too few owners of such property still realize. The tendency to create "ribbon" business districts along the main traveled highways has seriously depreciated property values and blighted many areas that should have been retained for other uses.

The amount of business property a community can economically support has been the subject of many investigations and studies thruout the country. And singularly, regardless of what part of the country such studies were made in, the results have been almost identical. On the basis of these many studies Tampa already has allotted far more space to business usage than can be absorbed for many years. Already enough business frontage is available within the corporate area to supply more than 200,000 people.

During the period of decentralization the neighborhood concept of the city received intensified attention. More and more consideration is now given to the city as a group of neighborhoods, each neighborhood constituted more or less as a unit unto itself. Obviously in providing districts for business in a zoning plan the trends must be considered.

In the Tampa plan three commercial districts have been provided (C-1; C-2 and C-3).

The C-1 commercial district is essentially a retail neighborhood trading center. Such districts are located so that no one will be obliged to travel more than one-half mile from his residence to the district. No industries will be permitted in such districts, nor will any mechanical garage, service station, used car lot, barbecue or jook stands, tourist camps, be permitted. They are areas devoted solely to such retail businesses as groceries, bakeries, restaurants, banks, movies, drug stores and the like.

Buildings in the C-1 district are limited in height to two and one-half stories or 35 feet and must provide a minimum rear yard and a front yard of twenty-five feet and fifteen feet respectively.

In such district the uses permitted in any of the residential districts are also permitted in the C-1 district. However in the case of lot area per family requirements the provisions of the R-3 district are applicable in the C-1 district.

The C-2 district is a little more liberal with its use provisions than the C-1 district. Such districts bridge the gap between the strictly retail neighborhood district (C-1) and the uses allowed in the central business district (C-3).

In the C-2 district all the uses included in C-1 are permitted but in addi-



tion, garages, used car sale lots, cigar factories, tourist camps and other uses are permitted. These are uses that do not strictly belong in the C-1 district yet for economical reasons cannot locate in the C-3 district.

The height of buildings in the C-2 district is limited to six stories or 75 feet.

The C-3 district is the central business district and in it all the commercial uses are permitted, also light industry. Extensive industrial operations for economical reasons will locate in industrial areas where land space is plentiful and values are lower but even so, some light industry does find its way into the central business district - such businesses as mechanical garages, optical grinding, armature winding, coffee grinding, etc.

In the C-3 district the height of building is limited to one and one-half times the street width. All uses permitted in the preceding residential and commercial districts are also permitted in the C-3 district.

#### INDUSTRIAL DISTRICTS M-1 AND M-2

The industry of a community is roughly divided into light and heavy. Light industries so-called are frequently small when judged by product manufactured or by number of employees. Heavy industries usually require considerable land space available to water and rail. Shipyards, cement works, packing houses, etc., are examples of heavy industry.

The two industrial districts provided by the regulations (M-1 and M-2) are located near or adjacent to rail and water facilities. Tampa's land use pattern adapts itself naturally and favorably to these two districts. The principal requirement is that no nuisance industries be permitted.

## XI

NON-CONFORMING USES - NOT RETROACTIVE

The zoning regulations are not retroactive and therefore do not affect existing uses or buildings. A use or building that does not comply with the regulations of the use district in which it is situated at the time of the passage of the zoning ordinance is called a non-conforming use. Such uses and buildings may continue after the passage of the ordinance. If however such building is destroyed 75% or more by fire or other casualty or if such building is left vacant ninety days or more, the use of the land must revert to the use provided by the district in which it is located.

It is hoped that eventually non-conforming uses will tend to become conforming.

## XII

PRIVATE RESTRICTIONS - DEED COVENANTS

Some property is restricted in use by deed covenants. Many, if not most, of these deed covenants are terminable and after a period of years expire. The zoning regulations seek by law to continue the "use" features of the deed covenants. There are sometimes provisions in deed covenants however that cannot be covered by zoning regulations, such as keeping pigs or chickens. Deed covenants still prevailing at the time of the passage of the zoning ordinance will take precedence over the zoning ordinance.

## XIII

BOARD OF ADJUSTMENT

A zoning plan and regulations are not static. The plan and regulations must be kept alive. After the passage of the ordinance, conditions and situations will arise that do not meet the provisions of the regulations. As stated



before, in the R-1A and R-1 residential districts the lot area requirement per family is 6,000 square feet and 5,000 square feet respectively. In each of these districts there are some lots that do not fully meet these requirements. There may be lots in the R-1 district having only 4,500 square feet or in the R-1A district having only 5,000 square feet. To maintain the spirit of the regulations and plan and not impose a hardship on the owners of those lots different in area or that cannot otherwise meet the requirements, the regulations provide for the appointment of a Board of Adjustment by the Board of Representatives. This Board may be the Zoning Commission but does not necessarily have to be. This Board of Adjustment has the authority to grant variances from the provisions of the ordinance however they cannot amend or change the character or boundary of a zone. As Edward M. Bassett, eminent legal advisor on zoning has stated, in pointing out the necessity of creating a Board of Adjustment - "The main difficulty in establishing a zoning plan is to make it effective and at the same time avoid arbitrariness. Human wisdom cannot see the exceptional cases that can arise in the administration of a zoning ordinance". This Board can therefore, after due consideration, make minor modifications and exceptions in the application of general regulations. They can see that the spirit and intent of the ordinance is maintained thruout.

#### XIV

##### AMENDMENTS AND CHANGE OF DISTRICTS

Again it is repeated - the zoning plan is not static. It is not unalterable. The Board of Representatives can change the boundaries or character of a zone after due notice and hearing as prescribed by the state enabling act. It is the only body that can amend or change, however.

Experience has shown that after a period of years a district may not have

taken on fully the character of development assigned to it. A change may seem necessary and if justifiable after hearing can be made.

## XV

### ADMINISTRATION

The regulations provide that the City Building Inspector shall be the Administrator of the Zoning regulations.

## XVI

### ZONING ORDINANCE AND ATLAS

Pursuant to the provisions of the State Enabling Act, the Zoning Commission has prepared a comprehensive Zoning Ordinance and Zoning Map, each of which is a part of the other. The ordinance has been reviewed and studied for several months in the light of the public hearings held thruout the city. It is submitted here as a separate appendix to the main report for ease of handling and attached to it is a small illustrative map.

This ordinance is now transmitted to the Honorable Board of Representatives as approved by the Zoning Commission. The Zoning Commission recommends its adoption by the Board.

Accompanying the ordinance and main report as an Appendix, is a large map of the city on which the several zones into which the city is divided, are shown, also an atlas showing by lots and blocks how all parts of the city are zoned. All of these considered together constitute a report on zoning.



DEPARTMENT OF  
BOND  
U.S.A.  
BERKSHIRE  
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REPORT ON  
EXTENT AND NATURE OF  
AND TREND OF  
BLIGHTED AREAS

U.S. DEPARTMENT OF  
Housing and Urban Development

## XVII

EXTENT AND NATURE OF AND TREND OF BLIGHTED AREAS

The American city has been subjected to many and diverse impacts in the past generation that have changed its physical pattern and seriously affected its economy. Communities that formerly were compact functional units have been spreading out, scattering toward the edges at the expense of the inner central core. Central business districts have expanded into adjoining residential areas, multi-family uses have invaded nearby areas that were devoted exclusively to single family residences of the older type and even beyond. Business interests have also extended themselves, often needlessly, along principal traveled arteries to the detriment of adjacent residential property. New and extensive industrial areas have been developed, attracting business from the older less accessible areas. Many people moved from older areas to new areas beyond the confines of the city to avoid city taxes and get beyond the disturbing, unsettled influences of the city. In all of this process of change, properties have gone into disuse or to changed uses, and the city has been confronted with the job of servicing a wider diversity of interests scattered thruout a wider area.

In leaving the close in residential areas, many were motivated by a desire for more modern, functional quarters, more ground space and air, and the protection afforded by deed restrictions. But most of them left because of the intrusion of businesses or apartments into their neighborhoods.

This exodus from the more centralized residential areas was hastened by the availability of low priced automobiles and good roads. Just as the airplane has reduced the size of the world, so did the automobile expand the city and obliterate the meaning of city limit lines. The entrance of the high powered truck and airplane has also influenced the locations of industry, distribution and transportation facilities.

This process of change has also had the effect of decentralizing the functions of the central business district. Neighborhood business districts have appeared and the ribbon businesses along highways. As a result of this decentralization cities are finding it difficult to finance improvements, utilities and services in scattered, sparsely settled fringe areas. The central areas were formerly the back bone of the tax structure.

In the past as a city grew slowly and justifiably toward the fringe, the corporate limits were extended to meet the new demands. Today however this is not always feasible from a standpoint of economy. Too many people who move out, go to points beyond the limits to avoid city taxes. These people conduct their businesses in the city, utilize and expect city services but contribute little or nothing towards the operation of such services.

So today in most cities there is a changing picture with its many and serious problems. Central areas formerly devoted to well established businesses now becoming depreciated, old residences becoming rooming houses, boarding houses or second hand stores. Because of this trend and high taxes many buildings are being demolished and replaced with second hand car lots, hot dog stands or left vacant. Some older structures of more than two stories have been demolished and replaced with modern two story taxpayers. This whole changing process has given rise to a new disease in city life - blight, which is now giving cities much concern.



## XVIII

## WHAT IS BLIGHT

A blight is something that contributes to the degeneration of an area. The late Thomas Adams defined a blighted area as "an area which is structurally, economically, and socially deteriorated to the point where it has ceased temporarily or permanently to be able to attract the capital necessary for its proper maintenance or renewal; and therefore has become a financial liability to the community". (Planners Journal Vol. 4, No. 3, page 70). The term "blight" connotes deterioration.

A change in the functional use of an area causing lower incomes and lower values induces blight. Frequently the functional use of an area changes downward in order to produce sufficient income to meet the tax load. An illustration of this is the large, old residence in a once aristocratic section, which due to changes that have been going on in the area, becomes a boarding or rooming house - or even a store. Such cases are common in most cities and occur often on the edge of or near the central business area. As an area begins to decline, delinquency, crime, unsanitary conditions and conditions not inimical to the welfare of the area increase.

Blight is an insidious malady that appears first as a barely noticeable deterioration and then progresses gradually toward a slum.

Blighted areas are usually economic liabilities in so far as the community is concerned because more than likely the tax income from such areas or spots do not pay for the public services rendered in them. An indication of the seeds of blight is when a property owner is willing to rent his buildings for uses which are detrimental to the community at large.

Not infrequently an area becomes blighted when its economic development did not attain the anticipated objective, as compared with other developments. This was quite true during the boom when subdivisions, planned on elaborate scale, were abandoned and left partially built, or where new industrial areas were developed.

In areas infected by blight there is a marked discrepancy, as a rule, between the value placed upon the property by the owner and its value for any uses to which it can be put under the circumstances. Some property owners have property for business uses that should never have been developed as such. Some also hold buildings for industrial uses that are neither by construction nor location adapted to industry. And in the absence of industry such buildings are devoted to those uses returning an income regardless.

Blight not infrequently enters stable, well-established residential areas previously protected by private deed covenants. In the absence of zoning protection and on the termination of the deed covenants, owners of large single family homes desiring additional revenue and without regard for the welfare of the neighborhood, convert their homes into apartments. Such development may not alter the appearances of the house but it does inject a change in the character of the neighborhood. It is the foot in the door that starts the neighborhood on the way down. It is the first seed of deterioration.

As business districts expand and new buildings with modern facilities are built, the older buildings are often vacated, and remain neglected. It is not long until the neighborhood becomes stale and unprofitable. When it is not profitable to make improvements and property is allowed to deteriorate fire traps and disease incubators result. Obsolescence of buildings induces people to move into more modern surroundings; these buildings then become less valuable and attract less favorable tenants unless modernized.

The decentralization of centralized business, due largely to the automobile, has been a factor in creating blight in business centers as well as in residential districts areas. For more than a decade, the Urban Land Institute says, central business/ "have in general lost in volume of retail business thru its redistribution to smaller, scattered centers throughout a spreading area". Vacant lots and second hand car lots are now found where structures once stood. Some times the modern one or two story "taxpayer" has replaced the larger and older structure.

Symptoms of blight can be detected as follows: (1) encroachment of business into a residential area; (2) change in the functional use of buildings; (3) overbuilding of business or industrial uses; (4) speculation; (5) decentralization of business toward the fringe. The most valid criteria for determining blighted area locations would be: (1) falling land values; (2) detrimental shifts of business or population; (3) failure to make improvements over extended periods; (4) substandard housing. Down at the heel appearances and the exodus of more prosperous groups mean lower rents and businesses of lower value.

A slum is a residential area in which the disease of blight has reached an extreme stage. It is an area in which the housing is so unfit as to constitute a health menace and a menace to the morals of the community. According to the United States Housing Act (S 1685) a "slum means any area where dwellings predominate which, by reason of delapidation, overcrowding, faulty arrangement or design, lack of ventilation, light or sanitation facilities, or any combination of these factors, are detrimental to safety, health of morals". Not infrequently slums occupy areas of the city owned by those interested principally in high returns on their investments.

"Excessive governmental costs due to blight may be assumed when the deteriorating process has proceeded to the point where an exceptional fire hazard has been created, where the danger of infection is increased by infection, where



dampness and lack of sunlight promote the spread of T. B., where lack of adequate plumbing makes cleanliness impossible, where communal toilets give rise to infection and vice, and where depressing home conditions and the lack of parks and playgrounds increase juvenile or adult delinquency". The above statement is attributed to Dr. Hewen Emerson, former Health Commissioner of New York City.

In areas of blight or areas in which the infection has been sown it is found that values are decreasing, which means less income from taxes. In these same areas of decreasing value, welfare work is intensified, police and fire calls increase and delinquency ascends. If any area of the city is not functioning as it should or as it was intended to, it will act as a drain upon the rest of the city.

## XIX

### BLIGHT TENDENCIES IN TAMPA

Every city in America that has experienced a substantial development and growth already has areas of blight, with new ones forming constantly. At the present moment every available piece of developed property has a substantial income value, but this is an abnormal period and not one in which to judge the normal trends and movements of blight. Tampa, as a young city that has experienced a rapid, substantial growth has many blighted spots and unless checked more will develop as time passes. The problem now is to evaluate the nature and extent of blight in Tampa and strive to outline those steps which will measurably check the malady.

as one makes a casual observation of land uses thruout the city, many evidences of change can be detected, the beginnings of blight or even blight in its advanced stages. The population drift to the areas beyond the city has left older residential areas free for new occupancy. The encroachment of busi-

ness interests toward and into residential areas, and along traffic arteries, has altered such old sections as Hyde Park and Tampa Heights into multi-family areas. Residential conversions, rooming houses and boarding houses are noticeable. Misplaced business structures in both Hyde Park and other sections of the city have affected the immediate neighborhoods as sites for single family residential use. Some of these structures are vacant for long periods or have many tenants over a period of time. In the Hyde Park section one of these misplaced businesses - an old filling station - has recently been converted into a residence. Isolated business uses located sporadically without much reason, not only depreciate the value of the lot but infect the properties immediately surrounding.

The idea still prevails that business should be located indiscriminately along heavily traveled traffic arteries. The owner of every piece of property along such streets is of the opinion that his particular lot is the best and most strategically located business lot along the street regardless. There are however proper and strategic locations along main traveled arteries for business development. Because this fact is not recognized, miles of street frontage in Tampa is now devoted to business use that could well have been left in residential use. The store building located indiscriminately along a main street that is still predominately residential in character sows the seed of blight. The residences immediately adjoining suffer the ill effects first and then the malady spreads just like one bad apple in a barrel of good ones. If every foot of frontage on main streets was opened up to business uses what business would occupy the structures so built, what would be their effect on the business rent structure of the city and what value would a vacant lot have to the city. Already this policy in Tampa has blighted much property that in future years will have to be taken over by the city for the non-payment of taxes.

In that area surrounding and adjacent to the central business district, the effects of blight are also noticeable. Property which a few years ago was occupied by homes is now vacant land, some of which is occupied by temporary structures or temporary businesses. Residences still remaining are in many instances boarding and rooming houses.

To the east of Florida Avenue and south of Twiggs Street the whole area is interspersed with residences and business. There is too much land here for business uses yet the encroachment of business has ruined it for residential uses.

The change in the trend of industry and business locations will frequently encourage blight. In the early days of Tampa the south end of Franklin Street and Water Street was the site of industry and wholesaling. The Clyde Mallory docks are still located at the foot of Franklin Street. With the development of the Estuary and the land tributary to it a new and larger area was opened up to industry and wholesale distribution. The latter area has not only the water facilities and terminals built by the city but in its development a vast area was made available to new industry, and wholesaling, accessible to and more convenient to transportation facilities with more and cheaper land available. This development has seriously affected the older properties south of Whiting Street. What will be the future of the old Garrison area in the light of the vast municipal interest in the area east of the business section? The coordination needed today between rail, truck, water and air transportation facilities militates seriously against the future uses of the old distribution area south of Whiting Street.

Slums represent the extreme stage of blight. The "Scrub" would doubtless be classed as a slum. There are several other, but smaller areas, occupied now by colored people that should be eliminated and moved to other areas. In Hyde Park is one of these areas and another north of Adams Park. The elimina-



tion of slums requires a major operation - the replacement of the area with new housing or the removal of the occupants to another area.

This imparts a picture of what has been going on in Tampa and what will continue unless measures to check it are undertaken.

Misplaced industries frequently induce areas of blight. On the northern extremity of Rome Avenue at Columbus Drive a fruit packing plant has been established. It is a modern plant, clean and neat in appearance, with well kept surroundings. It is the only industry in that whole area which west of the river is sparsely settled. Across the river to the east however are several residential subdivisions with many new homes. During the packing season it is reported that odors and flies invade the residential area. This is a misplaced industry that is having a depreciating effect on residential values in the neighborhood.

The changes that have taken place and those in progress are usually reflected in the trend taken by the assessed values of property. Property located in active, progressive areas of the city, where incomes from businesses or rentals are high usually carry relatively high values on the tax roll. Assessed value is a measure of a property's vitality and usefulness.

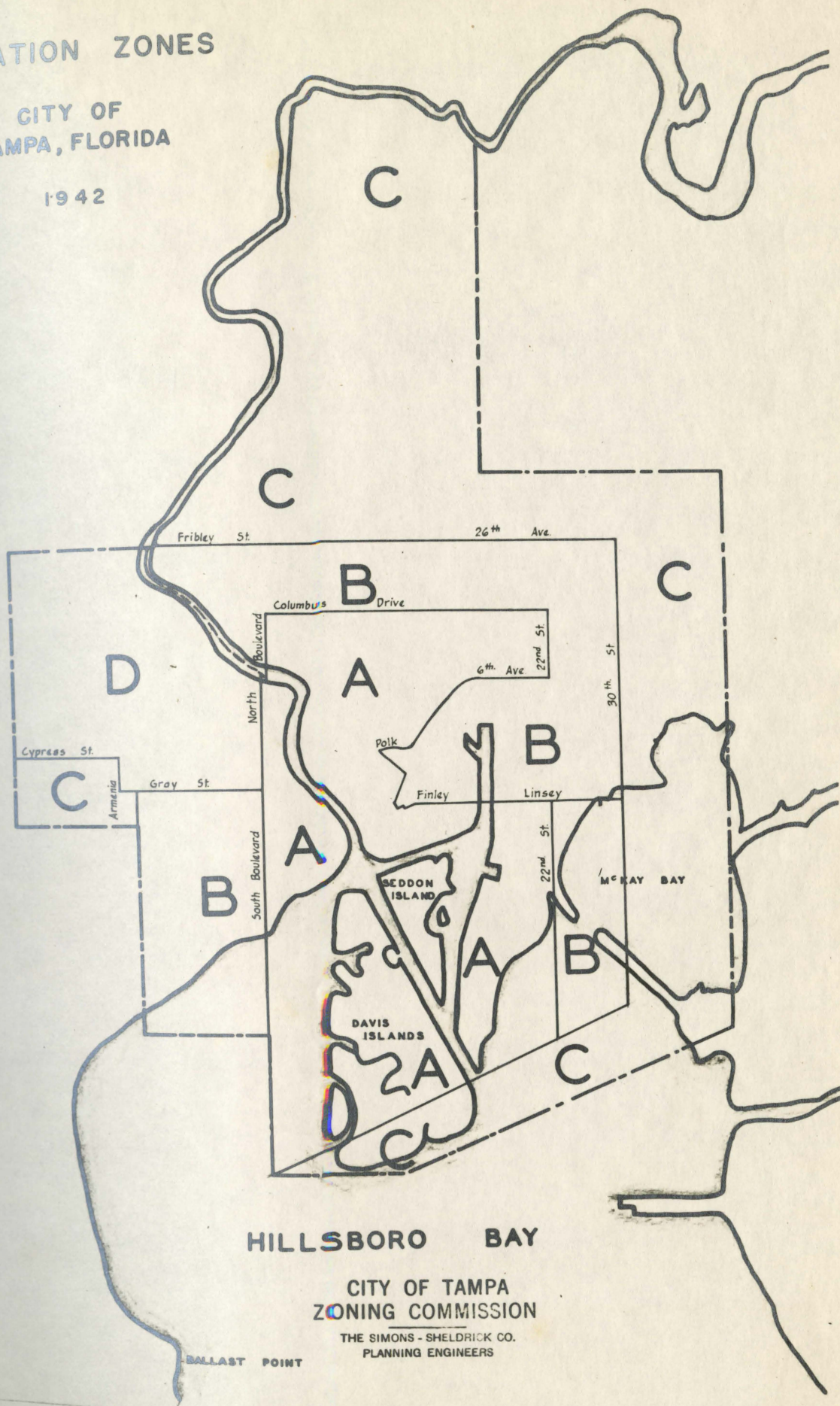
Assessed values in a city as a whole change from year to year. In times of boom and inflated values such as was experienced in 1924-1926 assessed values ascend to dizzy heights. In times of depression these values nose dive to opposite extremes and then subsequently during periods of stabilization they again ascend. While these general cyclic changes are going on, changes are also going on within the city that are more pronounced in some areas than other areas. These local changes relate primarily to the distribution of values. And here is where the changed status of small areas is most noticeable.

Tampa is assessed in four zones, A., B, C, and D. The summation of the four

# TAXATION ZONES

CITY OF  
TAMPA, FLORIDA

1942





values gives the gross value of the city. The values in the twenties were exceptionally high so will not be considered here. The value in 1932 was \$120,383,021 divided among the four zones as follows:

- (A) \$66,603,993
- (B) \$30,000,045
- (C) \$18,670,461
- (D) \$ 5,108,522

This value was reduced to a low point of \$73,803,331 in 1940 - a reduction of the whole, about 38.5% in eight years. The 1940 value of \$73,803,331 was divided among the four zones as follows:

- (A) \$38,391,635
- (B) \$18,628,263
- (C) \$13,163,641
- (D) \$ 3,619,792

From this it will be seen that whereas the gross reduction in value was 38.5% the area reduction varied from 29.5% in Area (D) to 44% in Area (A). In other words the old original corporate area of 1899 - the central area of the city experienced the most marked value reduction. And incidentally this is the area that has provided the greatest percentage of revenue on which to operate the city; in other areas homestead exemption reduces the amounts available for such purposes.

Now to consider one block in Zone (A), a block bounded on the north by the Seaboard, east by Morgan Street, south by Platt Street and west by Franklin Street. What has been the experience in this block, the functions of which have been lessened because of changes in the trend of industry and shipping. If this particular area was as productive as in past years the values therein would have remained at a higher level. In 1930 the value of land in this area was



\$547,455; in 1940 it was \$138,630 - a reduction of nearly 75% or a reduction of nearly twice the reduction of the area as a whole. The value of improvements on the land in 1940 was 10% less than they were in 1930. In other words, according to the records, this particular commercial-industrial area is not as functional today as it was formerly.

In 1930, 13.317 mills were assessed against property in Area (A) for operations; in 1940 the millage was 26 in this area. This area in 1930 produced \$97,500 for operations whereas in 1940 it ~~should have~~ produced \$78,500 - a reduction of \$19,000 in revenue to the city.

In 1942 the gross assessed value of the city had been increased to \$83,803,540, an increase of some \$10,000,000. Of this increase \$6,000,000 had been made in Area (A).

Parcels of property were selected at random thruout Area (A). It was noted that those properties beyond the central business district, in the twilight zone, show the greatest reductions over the preceding years. Following in Table 10 are shown the 1930 and 1940 values of twenty-eight selected parcels.

Properties in eight selected areas were also studied, areas located in different sections of the city. Some of these were areas undergoing a change downward, others had undergone little or no change, while others were showing steady improvement.

Comparing the assessed values of 1936 with those of 1940 it was revealed that the reduction in values were relatively higher in areas close to the central business district than in those remote therefrom - areas in which property uses are being subjected to the greatest impact of change.

In remote areas where residential construction has been most active the values show a proportionate increase.

TABLE 10

VALUES - LAND AND IMPROVEMENTS  
SELECTED AREAS IN DOWN TOWN ZONE

PARCEL NUMBER	1930 VALUE OF		1940 VALUE OF	
	LAND	IMPROVEMENTS	LAND	IMPROVEMENTS
1	\$155,845	\$ 7,500	\$78,250	\$ 7,660
2	36,120	50,000	16,870	38,780
3	94,000	70,000	43,430	47,300
4	62,500	6,000	18,970	5,750
5	4,000	750	890	860
6	-	-	960	670
7	66,900	10,200	27,800	10,360
8	26,250	2,500	7,840	2,380
9	178,500	67,000	60,210	47,910
10	25,020	3,500	8,460	6,040
11	52,020	4,400	8,460	6,040
12	2,800	-	750	-
13	16,000	500	3,240	600
14	3,000	-	790	-
15	3,000	7,500)	1,410	9,550
16	3,540	5,000)		
17	15,000	500)	6,080	1,010
18	12,500	50)		
19	10,000	- )	5,400	300
20	10,000	- )		
21	28,750	7,700	7,070	6,600
22	27,500	12,000	6,080	8,260
23	12,000	1,000	7,840	1,440
24	14,000	3,200	6,170	3,010
25	52,500	2,500	17,090	2,530
26	34,450	63,500	10,260	69,180
27	173,740	75,000	74,750	74,670
28	52,250	20,000	10,130	16,980

Altho these studies of shifts in values may not be conclusive, they do reflect that those properties which are in the most critical stage of uncertainty have experienced the greatest reductions in value. Usually owners of property do not get very greatly disturbed over the value of their holdings until the income from it begins to equal or is less than the tax burden against it. And usually the income from such property begins to go down when the supply of such property is plentiful or when such property has to be rented to a business not as productive as the property value warrants. When such a combination occurs the seeds of blight begin to grow.

What can be done to check the insidious growth of blight? One of the first weapons to use in the war against blight is the Zoning Ordinance presented herewith. This regulation will not only determine the character of land uses but should stabilize values. The Zoning Ordinance, used as a guide by the Tax Assessor, will contribute more to an equal distribution of land values than any other instrument. The assignment of business values to all properties zoned as business will do much to discourage the conversion of such residential property to business classifications. Zoning will also prevent the invasion of single family districts by uses not belonging there. The judicious and fearless administration of the zoning ordinance will be a great instrument in the fight against blight.

But even zoning is not a cure-all. Some blight will occur normally unless the affected properties are put to some other use or are rebuilt. The residential district south of Twiggs Street and east of Morgan Street is a case at point. This area will never become a high class residential area but it could be reconstructed into a high class multi-family district for the use of clerks and other white collar workers who cannot afford the type of development that will ultimately go into the Hyde Park or Tampa Heights area.



As a means of restoring value to the old commercial, industrial section south of Jackson Street, this area could yet be developed as a high class shopping district. In the course of years, retail businesses have been drifting northward along Franklin Street. This drift started prior to the construction of the Platt Street bridge. Platt Street and the Platt Street bridge is now one of the principal arteries to Hyde Park and the south and west. Because of this the stretch of Franklin Street between Lafayette and Platt Streets could be restored and rehabilitated just as North Michigan Avenue in Chicago was restored after the construction of the bridge across the Chicago River.

With the establishment of North Boulevard Homes in West Tampa, a new locality was opened for the colored population. That development should be expanded either by public or private enterprise. Those colored residents now in Hyde Park area should be shifted to the West Tampa site. The whold "Scrub" area should be rehabilitated by the construction of a new housing development there - either publicly or privately financed.

Other small areas occupied by qolored people should be eliminated and those residents be transferred to other areas.

Subdivision regulations afford another means of combatting blight. These regulations were recommended by the Zoning Commission in their report of July, 1941.

"Ribbon" business development along main arteries should be discouraged and such local businesses as are necessary should be located strategically in neighborhoods.

In addition to the foregoing weapons to combat blight, the development of the city along strictly neighborhood lines will be very helpful. Tampa lends itself very favorably to the creation of neighborhoods, each with its business district and each more or less an independent unit unto itself. Such neighborhoods could do much to solve the blight menace.

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REPORT ON  
TRANSPORTATION AND TRANSIT

WATSON  
BEEKSHIRE  
BOND  
A. T. S. A.

## XX

TRANSPORTATION AND TRANSIT

The growth, development and importance of many American cities is due to their position as strategic centers in the transportation economy of the nation or local tributary area. Chicago, Omaha, Minneapolis, Atlanta, New Orleans and Jacksonville are a few examples of cities whose growth was stimulated by their importance in the transportation system.

Not so many years ago the transportation problem of a city or area revolved around railroad and water facilities. It related primarily to a correlation of connecting terminal facilities between water and rail lines. Nothing else at that time entered into the picture. Today the whole perspective is broadened and has become more complex because the problems of water and rail are further complicated by the problems of trucking over highways and aviation. So in contemplating the transportation problems of any city it is necessary now to think in terms of rail, motor, water and air - and their effects on the city structure and its people.

The City of Tampa occupies a unique position in the transportation picture. Not only is the city a central focus of rail traffic commanding a sizeable tributary area but it is a principal export port with facilities for serving Latin and South America. Finally, and possibly of greatest significance in the future, Tampa is a prominent aviation point. Because of its Latin American background and its present population so familiar with the ways of Latin American nations, Tampa promises to develop into one of the foremost aviation centers of the world. The greatest part of Tampa's future growth and development will spring from its increasing importance in the transportation world, because accompanying transportation are industrial locations, distribution facilities and servicing adjuncts.



### RAILROADS

As a railroad center, Tampa is relatively young. Whereas several rail lines were operating in north Florida as early as 1861, no rail line entered the Tampa region until twenty-three years later, in 1884. In February of that year the South Florida Railroad from Sanford entered Tampa, affording service to Jacksonville and the north from Sanford over the line of the Jacksonville, Tampa and Key West Railroad. These two lines owned by H. B. Plant later became a part of the Atlantic Coast Line Railroad.

In 1842 a survey for a projected railroad was made, from Fernandina to Tampa Bay, with a branch from Waldo to Cedar Keys. The line was completed to Cedar Keys in 1860 but not until 1889 was the line from Waldo to Tampa finished. This line became a part of the Seaboard Air Line. Years later the lines of the Tampa and Gulf Coast, Tampa Northern and Tampa Southern were constructed. The first, serving the Pinellas peninsular, and the second serving the Brooksville area, are now parts of the Seaboard system. The Tampa Southern was the last line built, extending from Ucita Junction to Sarasota. This line is a part of the Atlantic Coast Line. The Coast Line also constructed another line northeast of Tampa toward Thonotosassa, Dade City and points north, which affords fast direct service via the Perry cut-off with Atlanta and the north. Prior to the completion of the Perry cutoff in 1928, all passenger travel from Tampa to Atlanta and the northwest was routed via Jacksonville.

In 1925, the Seaboard extended its lines via the All-Florida Railroad from Coleman, Florida, to West Palm Beach and Miami on the east coast. By a series of connecting lines from Plant City to West Lake Wales, the Seaboard gave Tampa a direct overnight connection with Miami and the east coast. Prior to that time passengers destined for east coast points were obliged to ride the Coast Line

to Enterprise Junction, north of Sanford, where a connection was made with the Florida East Coast Railway to New Smyrna from which point one could go north or south on the main line.

From this resume it is readily understood why Tampa's value as a rail center is just beginning. Much of the rail development that will have an increasingly significant bearing on Tampa's future, such as the Perry cut-off, the improvement of the Trilby-Dunnellon tracks, the construction of the Tampa Southern to Sarasota, the extension of the Seaboard to Miami and the improvement of connections between Plant City and West Lake Wales, has been completed since 1920. Also the acquisition of the Charlotte Harbor and Northern Road from Winston to Boca Grande by the Seaboard and the construction by them of a line into Fort Myers has also been of potential regional value to Tampa.

#### ATLANTIC COAST LINE

The Atlantic Coast Line enters Tampa from the east on a right-of-way thru Ybor City, between 6th and 7th Avenues. From the Union Terminal at Nebraska Avenue and Twiggs Street the Coast Line continues west and south thru the city. At about Jefferson Street the tracks follow the center of Polk Street, extending thru the heart of the central business district to the bridge across the Hillsborough River. From the westerly end of the bridge near the intersection of Cass Street and North Boulevard the line bends southwestward across the city in a straight line to the Port Tampa terminals.

In the area between North Boulevard and Grand Central Avenue the right-of-way widens to two hundred feet wherein a number of switch and storage tracks are located.

From its intersection with Rome Avenue, a branch line extends northward thru the roadway to the Polk Packing Plant at Columbus Drive. Along this Rome Avenue extension several distribution warehouses, lumber yards, novelty works,

and small industrial plants are located.

At Port Tampa the export terminals are located where connection is made with the P. & O. Steamship Company. From the Port Tampa rail side elevators, ships are loaded with phosphate for export. Oil storage is also provided at the Port Tampa terminals.

Formerly the rail repair shops of the Coast Line were located at Port Tampa but during the twenties these were moved to Ucita, east of Tampa. Whereas all passenger trains formerly originated at Port Tampa, now none do, excepting an occasional "boat train" during normal times.

From Port Tampa the P. & O. Steamship Company made regular sailings to Havana and Key West.

The Coast Line offices and freight terminals are located on the east side of the river from Lafayette Street to Polk Street, between Ashley Street and the river. From the main line serving the freight terminals a spur track extends southward along the river and Water Street to a point near Morgan Street. The Coast Line also has a joint operation of tracks in the east part of the city between 13th Street and Brush Avenue. This road does not afford any service east of the estuary or to Hookers Point or Seddon Island.

From 36th Street the Thonotosassa line leaves the main track.

Over the tracks of the Municipal Belt Line around the estuary which is in course of completion the Coast Line will get access to the estuary properties.

When the progenitor of the Atlantic Coast Line entered Tampa in 1884, developed its terminal facilities and extended its line to Port Tampa, the city had a population of less than 5,000. It was a straggling frontier village. Altho the Jackson Plat was filed in 1853 there was little or no development in the vicinity of Polk Street when the rail tracks were laid along it to the freight terminals. As a matter of fact the people of Tampa at that time were



so wrought up over the failure of the "Fernandina-Tampa" line to come in earlier, that they probably did not care where the lines or terminals were laid, and at that time they were unable to visualize the demands of the present new era. As for the Rome Avenue line, it was originally a feeder line to the old city of West Tampa - a spur to serve utilities. Horse and buggies, unpaved streets and freedom from street congestion did not accentuate the Polk Street problem as intensively as during the recent years of automobile usage.

That the Coast Line recognized a lack of economy in operations was indicated by the removal of their main shops from Port Tampa to Ucita and by the abandonment of passenger service from Port Tampa to Tampa.

Today the line to Port Tampa is useful as a feeder to McDill Field as well as to the Port Tampa terminals. But in the peace time to follow the value of this line will be much less. Today the line thru the city, the freight terminals on the river and other accessories thereto, do not fit into the functional pattern of the future city. And from the standpoint of pure economy it is doubtful whether the present remains of several generations past is good for the railroad and its management.

#### SEABOARD AIR LINE

The Seaboard enters the city from the east along the Frank Adamo Drive, paralleling the trackage of the Coast Line. Its right-of-way however bends southward, west of 13th Street and just to the east of the property of the Tampa Union Terminal (Union Station). The Seaboard storage tracks occupy an area south of Elliott Street (Twiggs) to Platt Street and between 13th and Meridian Streets. Some of the tracks in this area are operated jointly by the Seaboard and Coast Line.

The right-of-way turns westward between Whiting and Bell Streets and extends to Franklin Street. Freight terminals and offices are located along

Whiting Street from Franklin to Morgan Street.

The Seaboard also has trackage extending from their yards east of Meridian street along Water Street to about Franklin Street. Some of these tracks parallel tracks of the Coast Line.

Until recently the Seaboard did not serve any area west of the river but within recent months a siding has been extended from the line of the Tampa and Gulf Coast to Drew Field, west of old West Tampa.

The principal properties and lines of the Seaboard are east and south of the central business district. The Seaboard owns Seddon Island lying south of the Sparkman Channel and connected with the main land by a single track bascule bridge. With the exception of a phosphate loading elevator there is no other development on Seddon Island.

The Seaboard also serves all the properties east of the estuary including Hookers Point. In this vast area are now located the shipbuilding plant of the Tampa Shipbuilding Company, the McClosky Shipbuilding plant, the Florida Cement Company, a number of petroleum terminals and the plants of the American and Continental Can Companies.

East of the Palmetto Beach section the Seaboard has a small repair and locomotive shop.

At 30th Street the line of the Tampa Northern and Tampa Gulf Coast extend northward, the latter turning westward north of Sulphur Springs, to Tarpon Springs, Clearwater and Saint Petersburg.

#### TAMPA MUNICIPAL BELT LINE

Pursuant to the provisions of a Harbor and River Improvement Act adopted by Congress in 1910 and modified in 1917 the City of Tampa was to build and operate a municipal railroad to serve the properties surrounding the Estuary

harbor development. According to the arrangement the city was to perform its part of the work on receiving notification from the War Department to do so. This notice was received some time ago and work is now getting under way.

At the present time the Municipal Railroad starts at the Seaboard tracks and extends southerly along 13th Street to a point about where 13th Street enters Ellamae Street. Between Lafayette Street and a point midway between Whiting and Cumberland it divides into two tracks, one on each side of 13th Street. There are four spurs running off the 13th Street line to serve each side of the Municipal Wharf and Municipal Warehouse.

It is now proposed that the city will take over lands and tracks now operated and owned by the Atlantic Coast Line, extending from a point of tangent on 13th Street and extending around a curve and along Frank Adamo Drive (First Avenue) to a point about midway between 17th and 18th Streets. The extension will then extend south on 19th Street to a point adjacent to the shipyard at the western end of Flagler Street.

The passenger terminal of the Tampa Union Terminal Company, operated jointly by the two rail systems is located at the corner of Twiggs and Nebraska Avenue.

#### PORT OF TAMPA

Tampa is one of the principal ports on the entire Gulf coast, and the first in the country for phosphate export. The entrance to the harbor is 220 miles north of Key West, 330 miles southeast of Pensacola, 360 miles southeast of Mobile and 512 miles from the port of New Orleans.

There are two ship channels into the bay - Egmont Channel and Southwest Channel. Tampa Bay and Old Tampa Bay comprise the outer harbor and Hillsboro Bay the inner harbor, which is about nine miles long and four and one-half miles wide. From Gadsden Point to the City Harbor the channel is thirty feet deep



over a width of 300 feet. The City Harbor is divided by Seddon Island into four connecting channels - Seddon, Sparkman, Ybor and Garrison.

Hillsborough River is navigable for light draft vessels beyond the Columbus Drive bridge. Spanning the river are ten bridges.

Prior to the development of the Estuary area Tampa's port facilities and activities centered around the Seddon, Garrison and Sparkman channels. The principal terminal facilities were located along Water Street, and industrial activities were locating on the main land of the Sparkman Channel. Because of these wharfage facilities along Water Street much of the area between Water Street and Whiting developed into a distribution-industrial area.

Pursuant to an Act of Congress adopted in 1910 and modified in 1917 the channel and harbor facilities of Tampa were greatly augmented and shifted from the Garrison area to the Estuary area. Governmental assistance on this project was dependent on certain cooperation received from the city. Among other things it was stipulated that the City of Tampa "acquire full ownership and possession of sufficient land for the establishment of terminals fronting on the Ybor Channel; complete the construction thereon, of piers and slips in accordance with the plans for the development of the Ybor Channel zone, heretofore approved by the Secretary of War, or such modified plans as he may approve; will build adequate warehouses and storage sheds on these piers and equip them with suitable rail connections and freight-handling appliances; construct and put in operation a municipal railroad having physical connection with all railroads entering the city of Tampa and serving the frontage on both sides of Ybor Channel, in accordance with the plan of development of the zone approved by the Secretary of War; will open, pave, and make available for use a sufficient number of streets and highways to give proper access to all parts of the Ybor Channel frontage; and open these terminals for business under a schedule of reasonable wharfage

charges and a set of regulations to be approved by the Secretary of War for the control and operation of the property fronting on Ybor Channel, designed to insure its use primarily in the interests of general commerce on equal terms to all."

The City of Tampa acquired land on Ybor channel about one mile east of the City Hall, and on May 25, 1922, the citizens voted a bond issue of \$600,000 for improvement to the city property. A slip 878 feet long, 250 feet wide and with a depth at mean low water of 29 feet was excavated. A transit shed 757 feet long and 74 feet wide was constructed, having a floor area of 56,000 square feet. The city owns 700 feet of frontage on either side of the Ybor channel and 228 feet on the north side of the Garrison channel.

In addition to the development in the Estuary and vicinity there are piers and wharves along the north side of the Garrison channel from the Seddon Island bridge to the Platt Street bridge.

#### PIERS, WHARVES AND DOCKS

There are available along the water fronts of Tampa, 50 piers and wharves having a total usable berthing space of about 24,000 feet. Eighteen of this number, with a berthing space of 11,000 feet have water depths of 30 feet alongside at mean low water; fourteen have depths of 27 feet for a distance of 7,800 feet and seventeen have depths less than 27 feet alongside on a frontage of 3,500 feet.

The City owns four piers and wharves with a total berthing space of about 2,500 feet with water depths of 30 feet or more alongside.

The railroads operate five piers and wharves but own only three. These have water depths of 30 feet for 3,400 feet and one is provided with a transit shed having 30,000 square feet of floor area.

Steamship companies have four wharves and piers, two of which have a total

berthing space of 1,251 feet and water depths alongside of 27 feet and transit shed areas aggregating 70,000 square feet, while another, with 30 feet of water alongside and 800 feet of berthing space, has a transit shed floor area of 64,000 square feet. Eight other piers and wharves are available for various purposes, with a total berthing space of 2,800 feet and an aggregate transit shed area of 160,000 square feet. This gives Tampa a transit shed area of 280,000 square feet.

From this brief statement it can be seen that currently the City of Tampa is well provided with port facilities centrally and conveniently located. Deep water, berthing facilities and storage sheds are available to handle a vast traffic. In addition, all facilities are located along or adjacent to rail and trucking facilities. Some of the facilities are however inadequate as to freight handling facilities and room for expansion.

#### AVIATION

After the war, aviation will come into a new sphere of importance and usefulness. Strategically located cities with adequate airport facilities will find a new place in the realm of international economy. Tampa is one of these cities. Because of its location and its Latin American background Tampa will occupy a most significant place in Latin American commerce.

#### PETER O. KNIGHT AIR PORT

The city of Tampa has a municipal air port (Peter O. Knight Air Port) located at the southern extremity of Davis Islands, within two and one-half miles of the City Hall. It has been in course of construction for several years and at this time is practically complete. In area it contains 147 acres on which are six (6) runways surfaced with a shell-sand bituminous mixture. Three of the runways are 150 feet wide and two are 100 feet wide. The lengths vary from 1,746 feet to 4,002 feet.



TABLE 11

Runway #1-6	150 feet wide	3,266 feet long
Runway #2-8	100 feet wide	1,746 feet long
Runway #3-7	150 feet wide	2,083 feet long
Runway #4-10	150 feet wide	4,002 feet long
Runway 5-9	100 feet wide	2,111 feet long

There are two hangers on the property with capacity of 30-40 small ships or 2-3 large ones.

Being located on the shore of the bay there are landing facilities for amphibian planes - a concrete ramp 50 feet by 175 feet, also an anchorage for a landing float.

Located centrally at the southern end of the port and accessible to the city via Davis Boulevard is a modern administration building with immigration facilities and adequate space for the comfort and rest of pilots, navigators and passengers.

Prior to the development of the present Peter O. Knight Air Port the City operated the Drew Field air port located west of old West Tampa. During 1939 this port was taken over by the Army and greatly enlarged. In all probability this port will revert to the city at a later date far more improved for modern air travel, than ever before.

Tampa's position in the aviation world has been recognized by Pan American Airways, Eastern Air Lines and National Air Lines, all of which utilize the facilities of the Peter O. Knight Air Port. The Eastern and National Lines provide daily service to Atlanta, Chicago, Washington, New York, Jacksonville, Mobile, New Orleans and the west.

### HENDERSON AIR PORT

In anticipation of Tampa's prominent part in the aviation picture of the future, the Board of County Commissioners of Hillsborough County acquired some four square miles of land about eight miles north of the City Hall for development into a heavy duty freight aviation center. These 2,500 acres were partially developed by the County but recently were taken over by the Army for use. At present there are three runways - two 5,000 feet long and 50 feet wide and one 3,700 feet long and 50 feet wide.

This port is accessible to the city via 40th Street which has been extended north from Temple Terrace Highway.

Land on the south fringe of the Henderson Air Port has been reserved for warehousing and industry and is accessible by rail facilities of both the Seaboard and Coast Line.

Equipped at present with a centrally located air field that can handle the current transport planes, and with two additional fields available after the war, Tampa is in a position to take her place in the aviation industry.

### TRUCKING FACILITIES

Within recent years the business of trucking freight has assumed large proportions and in this new phase of transportation Tampa has taken a prominent place. Several long distance trucking lines operate from terminal facilities here. Storage and terminal facilities are located in the industrial-commercial area south and east of the central business district. Most of these trucking concerns follow well travelled highways in coming into and leaving the city.

### SUMMARY

The foregoing imparts a general view of the pattern of Tampa's present transportational facilities. It is fortunate that in the development of the city the railroads and much of the industry was confined more or less to one quadrant of the corporate area. However it is unfortunate that in the course of railroad development that some things were done. Of course as stated earlier most of this construction was completed when Tampa was relatively a small town, when the current modern era of technological improvement had not yet been envisioned.

In considering the plan of a functional city it is necessary to approach a correlation and coordination of all transportation facilities - rail, trucking, air and water.

The Estuary development and the rail lines serving it have already stamped this area definitely as commercial and industrial. It is also quite apparent from the trend taken by industrial development in the past that many additional plants will locate in this area. As a matter of fact, all of the east shore of the bay south to Gibsontown is potentially industrial property.

In earlier years the principal dockage and port facilities were at Port Tampa and along Water Street. The area east of Nebraska Avenue, and the Union Station was largely low marginal lands. Elliot and Lafayette Streets did not extend eastward and there was no 13th Street until the Estuary project had been completed after 1923. As late as 1919 -1920 land was being reclaimed by garbage and refuse filling south of 4th Avenue in the vicinity of 13th - 15th Streets. The Port Tampa dockage facilities were primarily for the use of the Atlantic Coast Line and most of the dockages along Water Street were owned by private shipping interests. Therefore the new Estuary project opened a whole new region for industrial and port development.



In those earlier years when businesses were dependent on horses and drays for hauling it was desirable to have freight warehouses and loading platforms as near to businesses as possible. Today with hard surfaced roadways and motor haulage that nearness is not as essential. However it is desirable, from the standpoint of economical handling, to have the transportation facilities grouped.

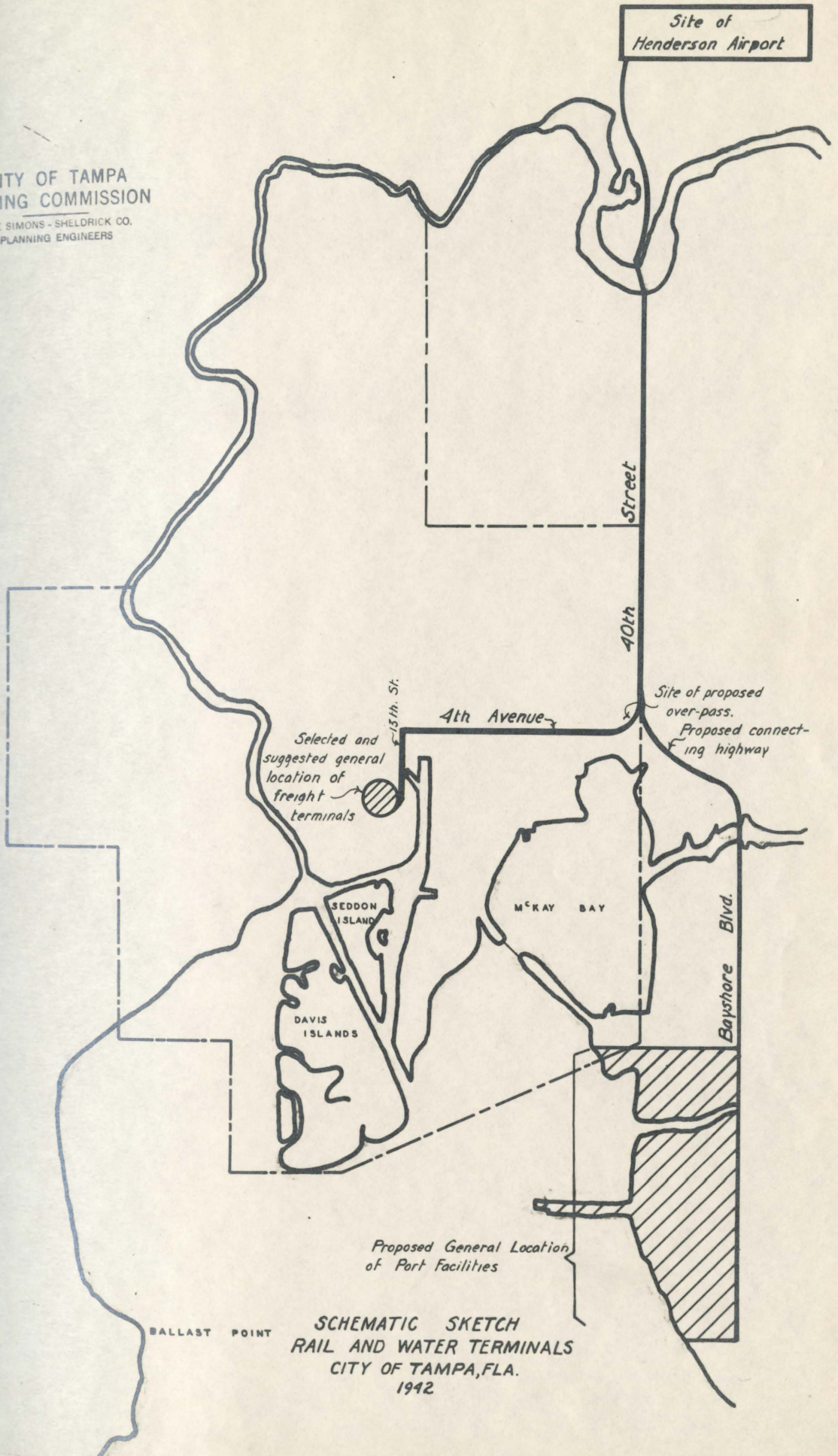
From the standpoint of the city's best growth, the industrial area extending along Rome Avenue and along the Coast Line tracks southwest of Grand Central Avenue, could advantageously be liquidated. The limited amount of industry now in these localities could easily locate elsewhere. And ultimately the rail line to Port Tampa can be eliminated and the Port Tampa dockage facilities be located elsewhere. A highway on the present right of way of the Atlantic Coast Line from the intersection of Cass and North Boulevard would be more serviceable to the masses of the area than the rail line now there.

The freight terminals of both the Atlantic Coast Line and Seaboard could be advantageously combined at some point in the Estuary region. A relocation to this area would still be less than one mile from the central business district and in the path of travel between docks and railroads. The extension of Platt Street to 13th Street with connections to Water Street makes such a relocation reasonable. A relocation of these freight terminals would release a considerable area of river front property facing Tampa University that could be converted into a desirable river front park.

The City by initiating its far-sighted Estuary project in 1917-1922 performed an act of encouraging this later centralization of transportation facilities.

With the elimination of the rail line thru the city, new port terminals can be located on the east side of the bay accessible to the present rail and port facilities. The Coast Line now has a line of trackage and property

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1942



paralleling the shore south of Ucita. A concentration of these facilities in this one area would relieve the remainder of the city for wholesome development for living purposes. And in the final analysis a community should be a good place for living.

A concentration of facilities in the eastern quadrant of the city would also permit of more expeditious handling of truck traffic without congesting the interior highways of the city. An improvement of 40th Street from the Henderson Air Port to the Estuary terminal facilities and a connection of 40th Street with State Highway #5 northward would give the city a heavy duty rim artery without entering any part of the congested area. It would afford a direct connection between the air port on the north and the water and rail facilities in the city. Land is also available east of the city for the development of additional auxiliary landing fields. Fortunately both rail lines are close together as they proceed eastward from the city.

The foregoing proposals may be considered radical. Truly they cannot be accomplished in a day but they set up a mark to aim at. Any plan for the future of Tampa must anticipate overcoming and eliminating the errors of the present. Tampa will be a much larger, more important traffic center in twenty-five to fifty years and these proposals will help Tampa grow into the functional city it should be at that future time. Tampa's wholesome and well-balanced growth must not be penalized by relics of horse and buggy days. Tampa must grow efficiently and along a grand pattern that will reflect credit on the present generation who conceived the plan.

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### TRANSIT FACILITIES

Tampa is one of the few cities in America, in the 100,000 population group, that is still served by street cars. The first street car company was chartered in 1885. At present the system is owned and operated by the Tampa Electric Company. Supplementing the service afforded by the Tampa Electric Company is that recently authorized and inaugurated by buses of the Tampa Transit Lines, Incorporated. These two public service companies engaged in mass transportation now serve all areas of the city.

### TAMPA ELECTRIC COMPANY

The Tampa Electric Company operates cars on eleven (11) lines in the city serving the areas indicated on Figure (3). These lines are:

- |   |                                |
|---|--------------------------------|
| 1. Ross Avenue                            | 7. Columbus Drive              |
| 2. West Tampa                             | 8. Sulphur Springs             |
| 3. Union Station - Gary                   | 9. Grand Central               |
| 4. Belmont Heights (Fair Oaks)            | 10. Hyde Park                  |
| 5. Nebraska Avenue                        | 11. Ballast Point - Port Tampa |
| 6. Tampa Heights (shipyard) via Ybor City |                                |

During 1940 and 1941, these eleven car lines carried more than thirteen million passengers per year. Gas rationing and tire restrictions are however imposing heavy loads on mass transportation facilities this year (1942) and thru September, 30, 1942, these lines had carried more passengers in 1942 than during either of the years 1940 or 1941.

The heaviest day of street car travel is Saturday when an average of 75,000 passengers are carried, the next heaviest day of travel is Monday with a load averaging 68,000.

Table 12 presents pertinent information concerning each line.

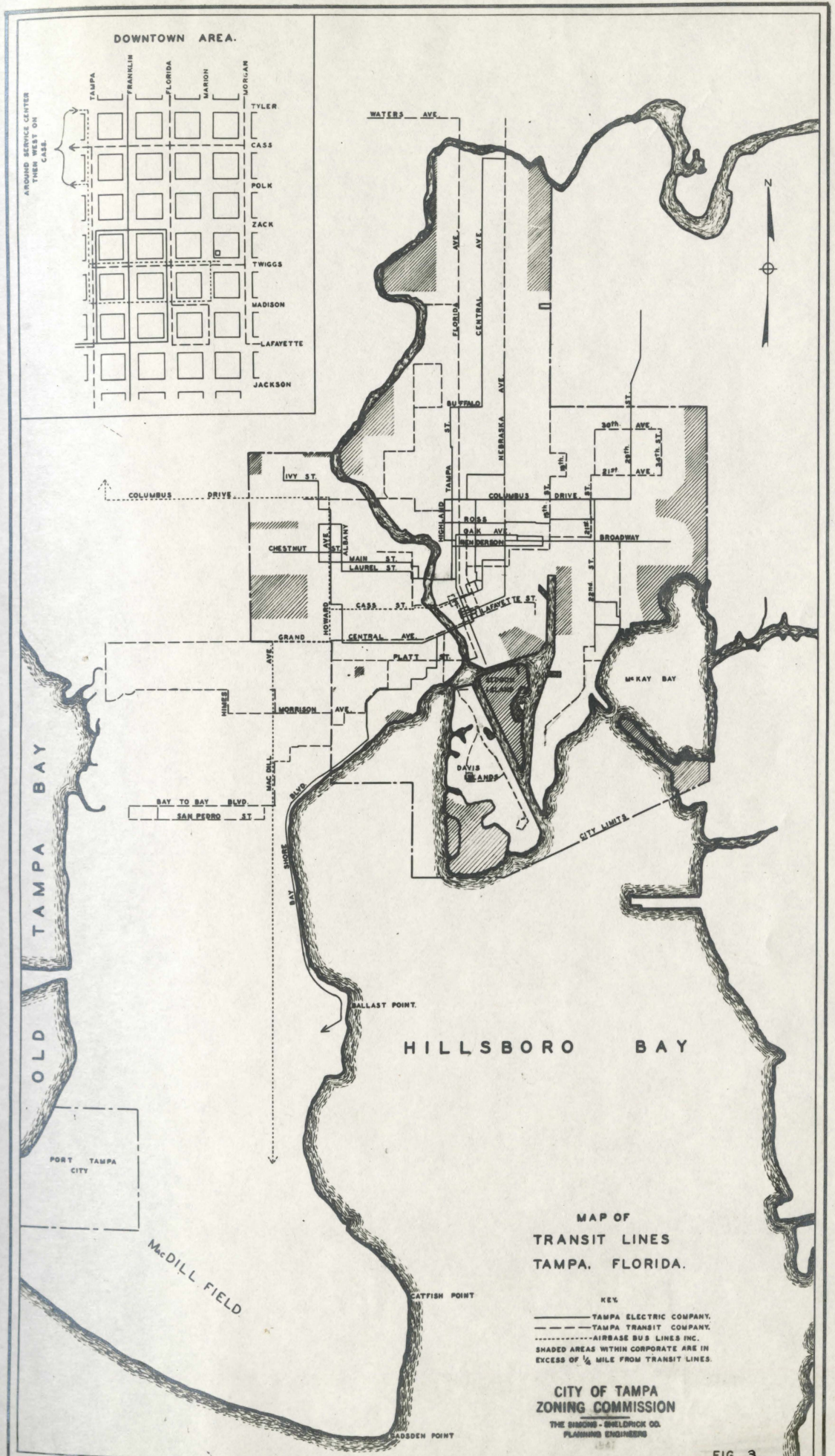




TABLE 12

OPERATING STATISTICS - TAMPA ELECTRIC COMPANY

<u>DIVISION</u>	<u>HEADWAYS - MINUTES</u>			<u>NUMBER ROUND TRIPS</u>	<u>MILEAGE ROUND TRIP</u>	<u>SCHEDULED SPEED MILES PER HOUR</u>
	<u>PEAK</u>	<u>OFF PEAK</u>	<u>LATE NIGHT</u>			
Fair Oaks	11	16	16	88½	11.50	8.64
Sulphur Springs	10	13	15	95½	12.15	9.30
Port Tampa	20	30	60	41	19.95	13.25
Nebraska Avenue	10	12	17	96	7.40	7.40
Union Station - Gary	10	15	20	87	6.61	8.82
Columbus Drive	9	12	17	105	7.55	7.55
Tampa Heights	9	11	16	96½	8.45	7.68
Grand Central	9	9	15	123	6.90	8.64
Hyde Park	8	9	18	113½	5.75	9.60
Ross Avenue	12	22	30	60½	10.60	9.60
West Tampa	7	13	14	106½	8.10	9.30

With the exception of the Ross Avenue and West Tampa lines, all other lines pass thru the central business district and several use the loop formed by Lafayette Street, Florida Avenue, Zack and Tampa Streets.

The principal deficiency in street car system is the lack of service into that fast growing area north of Buffalo Avenue. At present this area is served by the Nebraska Avenue and Sulphur Springs lines. The latter extends along Central Avenue from Buffalo Avenue north to the city limits, just about bisecting this area longitudinally. But the Nebraska Avenue line terminates at Osborne Avenue which falls short of penetrating that northeast section of the city north of Osborne Avenue. This area now however is served by buses of the Tampa Transit Lines, Incorporated.



The future of electric lines is very uncertain. Many cities have already replaced electric lines with buses and in all probability Tampa will take that step at some future time after the war. Consequently to recommend or advise any extensions now would be a futile gesture - largely because steel for rails and copper for overhead wires is not even obtainable. The main job of the Tampa Electric Company for the duration will be the maintenance of all equipment and facilities they now have in usable condition.

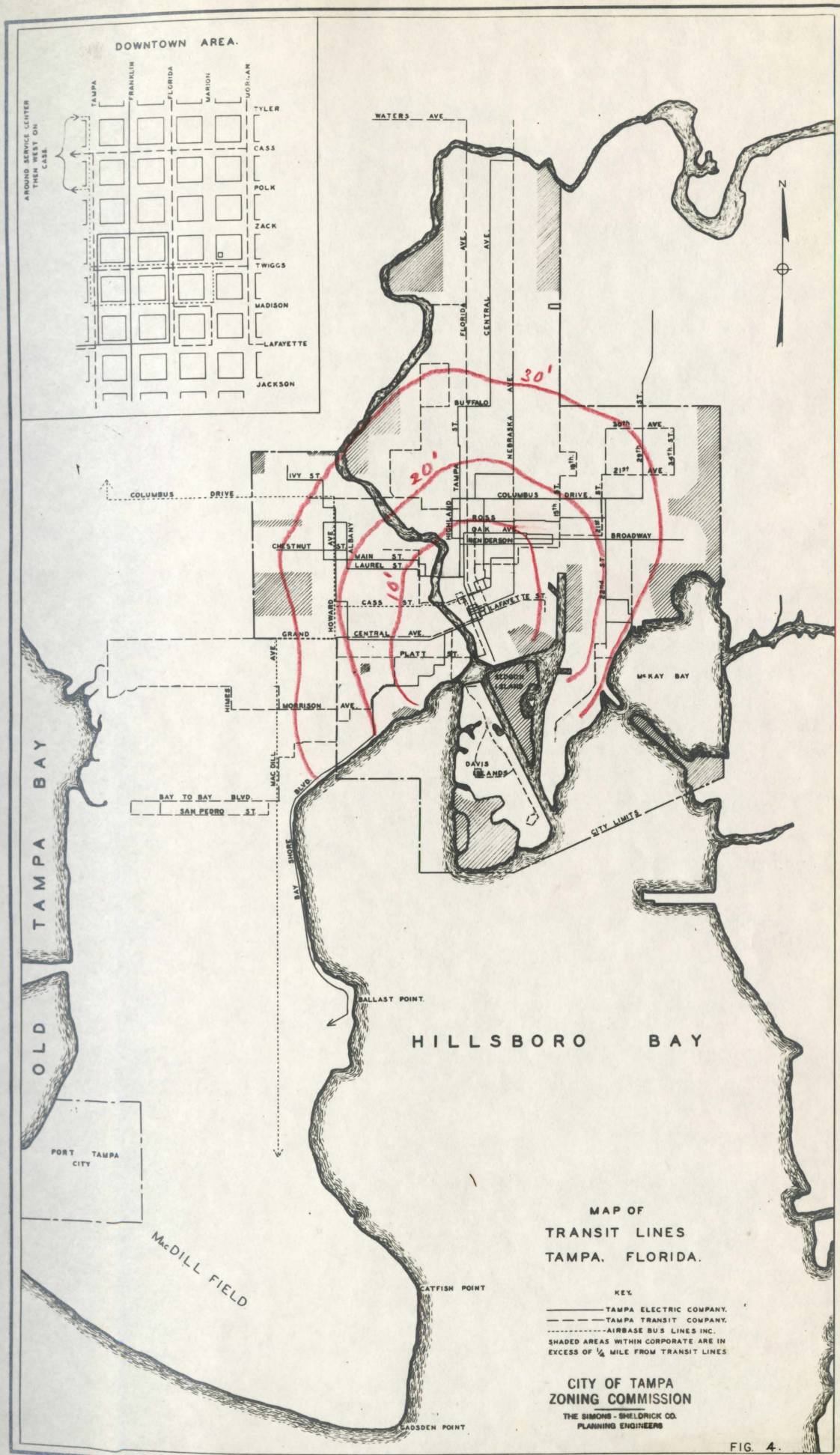
Street cars are not as popular today as formerly because of their low speeds. Figure (4) shows areas covered by existing car lines in different time intervals. Street cars cannot cover the distance as quickly as motor buses and because of fixed tracks and wires their routings cannot be as flexible as those of buses.

#### TAMPA TRANSIT LINES - AIR BASE BUS LINE

The Tampa Transit Lines, Incorporated, was granted a twenty year bus franchise at an election held April 21, 1942. Since that time considerable new equipment has been added and a number of additional routes established. The bus lines, it will be noted from Figure (3), penetrate areas not reached by the lines of the Tampa Electric Company, altho in some areas there is a duplication of service.

One bus line serves the Nebraska Avenue area north of Osborne Avenue while another serves the area adjacent to 15th Street between Hillsborough Avenue and Fifth Avenue on the south. An area north of Columbus Drive, between Florida Avenue and the river is also served by a bus line.

To the southwest, beyond the city limits, bus lines serve that area between Memorial Highway (Grand Central Avenue) and Swann Avenue, also south of that, the area between Bay to Bay and San Pedro Avenue. Bus lines also serve Davis Islands and the shipyard area.





All buses operate around and from loop stations in the central business area. Terminals are designated at different points in the loop area for each bus line in order to avoid congestion at one spot.

From its terminal on Twiggs Street adjacent to the station of the Florida Motor Lines, the Air Base bus line operates to and serves Drew and McDill Fields.

The street car lines and bus lines duplicate service along the following streets:

Nebraska Avenue between Osborne and Florabraska

Cass Street between Franklin and Central

Tampa Street between Zack and Lafayette

Lafayette Street between Plant and Florida

Swann, Snow-Rome between Willow and Morrison

North Edison between Green and Main

Tampa Street between Fortune and Frances

22nd Street between First Avenue and Grant Street

26th Street between Durham and Stuart

Franklin between Polk and Tyler

Florida between Lafayette and Zack

15th Street between 11th and 12th Street

The several transit lines now operating in the Tampa area serve practically every section of the city with the exception of that area south of Lafayette Street to the channel and east of Florida and Nebraska Avenues to the Estuary. As this large area is developed as an industrial transportation center, a bus line should be provided from Franklin Street east of Platt to 13th and thence to Lafayette on Elliot Street and return. This area will need some service whereas it gets none now.



It would also be well for the Transit Lines to give some consideration to a rearrangement of their Ybor City line so as to better serve that area between 21st Avenue on the north and Broadway on the south, and east of 21st Street. A line operating north on 34th Street from Broadway to Buffalo and thence west to the 15th Street line would serve a well populated section. The 15th Street line could well be extended north to Sligh Avenue.

REPORT ON  
REGIONAL ASPECTS  
OF PROBLEM



## XXI

REGIONAL ASPECTS OF THE PROBLEM

The preparation of the present reports and those that were presented in 1941 necessitated a vast amount of research and study into the many phases of the city's life. Population characteristics and changes, land subdivision practices and land uses and traffic flow habits were only a few of the many problems that had to be investigated. Other phases of the study revolved around the region tributary to the City of Tampa, because supporting the growth of the city is the extent and character of growth and development experienced by the region tributary to Tampa.

It is not so many years ago that our principal means of circulation outside a corporate area was either by train or horse. The countryside beyond the city limits, with the possible exception of a very few thousand feet of hard surface highways, was served by sandy trails. Lack of good roads also retarded the exploration and development of the hinterland. In those days a city's zone of regional influence was not large. But now that picture has changed.

The prevailing net work of paved highways with low priced high powered automobiles have expanded the zone of influence tremendously. Whereas it formerly took several long hours to drive to Brooksville, Bradenton or Lakeland, today it





MAP SHOWING  
TAMPA AND TRIBUTARY REGION

CITY OF TAMPA  
ZONING COMMISSION

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1941



is a matter of minutes only. Just as the airplane has made the world shrink so have good roads and the speeding cars extended the city's influence.

All cities exert regional influences, the scope and nature of which is dependent largely on the importance of the central focus. Retail stores with diversified stocks and assortments, storage and accessibility facilities for handling products to be distributed from a central place, industrial plants, schools and colleges, newspapers, cultural advantages, entertainment and transportation facilities are a few of the factors that determine the range or extent of a city's influence. Toward the edge of a city's tributary area is encountered a twilight transition zone extending over into the tributary zone of some other place.

Distributors and sales managers usually delineate a line around a city and designate it as that city's tributary trade area. The boundaries of such an area must of necessity be rather indefinite. To illustrate, going south from Tampa there is no question but that Sarasota lies within Tampa's zone of influence, but going east and north it would be rather problematical whether Kissimmee is in the Tampa or Orlando zone. The newspapers of both cities circulate here and doubtless much of the retail stock sold in Kissimmee originates in Tampa - also much in Orlando. On the other hand, proceeding north an equal distance there again is no doubt but that Brooksville lies in the Tampa area or zone of influence. So it can be seen that the extremities or the boundaries of any tributary area are dependent on several factors among them being nearness of other centers and directness of travel.

Tampa is recognized as the focal center of one of the most productive and remunerative areas in the State. It is an area of diversified production, phosphate, cattle, citrus fruit, truck of all kinds, fish, sponges and many other

is a matter of minutes only. Just as the airplane has made the world shrink so have good roads and the speeding cars extended the city's influence.

All cities exert regional influences, the scope and nature of which is dependent largely on the importance of the central focus. Retail stores with diversified stocks and assortments, storage and accessibility facilities for handling products to be distributed from a central place, industrial plants, schools and colleges, newspapers, cultural advantages, entertainment and transportation facilities are a few of the factors that determine the range or extent of a city's influence. Toward the edge of a city's tributary area is encountered a twilight transition zone extending over into the tributary zone of some other place.

Distributors and sales managers usually delineate a line around a city and designate it as that city's tributary trade area. The boundaries of such an area must of necessity be rather indefinite. To illustrate, going south from Tampa there is no question but that Sarasota lies within Tampa's zone of influence, but going east and north it would be rather problematical whether Kissimmee is in the Tampa or Orlando zone. The newspapers of both cities circulate here and doubtless much of the retail stock sold in Kissimmee originates in Tampa - also much in Orlando. On the other hand, proceeding north an equal distance there again is no doubt but that Brooksville lies in the Tampa area or zone of influence. So it can be seen that the extremities or the boundaries of any tributary area are dependent on several factors among them being nearness of other centers and directness of travel.

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TAMPA  
AND ITS RELATION TO  
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1941



products. Most of the region from a standpoint of potentialities is still in its infancy, and as additional investment capital pours into the region greater will be the influence of Tampa.

Tampa has for years exerted an international influence because of its cigar and tobacco trade and the great percentage of its Latin American population. This international influence will grow in scope and intensity once the war is over and we begin to make the good neighbor policy work. At that time Tampa should take a fore front position in cultivating trade relationships with Latin American countries and Cuba. With its airport facilities, rail facilities and highways the whole tributary area should converge thru Tampa. So in this respect Tampa has a dual regional problem - one domestic and one foreign. It is how best to capitalize on this situation that Tampa must plan.

It has been estimated that the tributary trade area of Tampa comprises the counties of Citrus, Hernando, Pasco, Pinellas, Sumter, Polk, Hardee, Manatee, Sarasota, DeSoto, Highlands and Hillsborough. These twelve counties comprising a land area of 5,925,000 acres had a 1940 population of 464,574, representing an increase of 86,748 or 18.5% over that of 1930. Of the gross 5,924,960 acres, 1,279,595 acres are in farms (21.6%), 216,781 acres are in groves (3.6%), 39,676 acres are in merchantable timber and 40,895 acres in improved pasture.

This region embraces the largest citrus producing and marketing area in Florida - Polk County being the largest single producing county. In the area there are approximately ten million citrus trees having a value of about eighty-nine million dollars producing a crop having a low value of twenty-six to thirty million dollars annually.

This area with such centers as Saint Petersburg, Clearwater, Sarasota, Bradenton, Lake Wales and other attractive centers within its boundary has great



tourist appeal in normal times. Thousands of tourists daily circulate thruout the area in search of pleasure and health. In 1935 the area did a retail sales business of seventy-seven million dollars; in 1939 it was 100% greater, or one hundred and fifty-two million dollars. The value of its wholesale distribution also increased from one hundred and five million dollars in 1935 to one hundred and forty-four million dollars in 1939, an increase of 37%.

Tables 13 and 14 present considerable information relative the Tampa tributary trade area.

Today it is shortsighted for anyone to think in terms of a single, small unit. To evaluate the problems of Tampa in the light of only the immediate population of Tampa would be folly. Instead, in any thinking or planning for Tampa one must always think of Tampa's region and its effect upon Tampa because as the region grows and develops and improves Tampa will grow and develop and improve. The two are inseparable. Therefore Tampa must be an unusually good neighbor to the communities in its region, it must among other things facilitate movements to and from the city and provide a good city for people to come to.

The people of the city should stimulate and encourage a sense of civic responsibility in the minds of the people in the region. Counties should organize planning boards to begin a study of their resources and to ascertain their place and function in the community of counties.



TABLE 13  
POPULATION AND SALES

COUNTY	POPULATION (1930)	POPULATION (1940)	RETAIL SALES (000 OMITTED)		WHOLESALE DISTRIBUTION (000 OMITTED)	
			(1935)	(1939)	(1935)	(1939)
Citrus	5,516	5,846	\$ 535	\$ 1,036	\$ ---	\$ 847
Hernando	4,948	5,641	732	1,349	251	514
Pasco	10,574	13,981	1,485	2,238	828	1,642
Pinellas	62,149	91,852	17,762	41,726	8,208	12,405
Sumter	10,644	11,041	683	1,262	185	435
Polk	72,291	86,665	10,795	27,297	14,054	22,733
Hardee	10,348	10,158	774	2,021	797	1,628
Manatee	22,502	26,098	3,497	7,075	1,319	2,772
Sarasota	8,398	16,106	4,010	7,605	1,892	2,273
DeSoto	7,745	7,792	1,126	2,012	639	1,573
Highlands	9,192	9,246	1,593	2,364	945	963
Hill sborough	153,519	71,757*	33,993	56,411	75,781	95,771
	377,826	356,183	\$76,985	\$152,396	\$104,899	\$143,556

\*Outside Tampa

TABLE 14  
AGRICULTURAL AND RURAL INFORMATION

COUNTY	ACRES IN COUNTY	ACRES IN FARMS	ACRES IN GROVES	ACRES IN MERCHANTABLE TIMBER	ACRES IN IMPROVED PASTURAGE	VALUE FIELD AND TRUCK CROPS
Citrus	396,800	12,525	1,600	828	1,978	\$ 40,303
Hernando	318,080	22,237	2,903	1,870	53	98,971
Pasco	490,880	82,174	7,080	557	1,559	110,183
Pinellas	149,760	31,310	16,760	3,869	769	7,873
Sumter	373,120	42,174	5,701	3,232	617	854,711
Polk	1,220,480	488,759	102,101	13,060	8,478	876,543
Hardee	392,000	70,556	13,003	4,537	4,620	1,162,970
Manatee	500,080	60,664	6,470	997	3,990	572,960
Sarasota	355,600	9,046	4,259	48	783	651,672
DeSoto	392,000	41,244	18,783	1,075	1,746	33,744
Highlands	668,160	292,657	17,817	3,744	3,201	79,674
Hill sborough	668,000	126,249	20,304	5,859	13,101	3,148,113*
	5,924,960	1,279,595	216,781	39,676	40,895	\$7,637,717

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High duty wide super highways with/ twenty foot planting strip between a double pavement should be constructed from remote parts of the area direct into Tampa. Then the highway system of the city should be developed in accord with the Major Street Plan submitted in July, 1941. People will go out of their way to travel to the unusual, the unique place. People like the spacious, the grand, the attractive - they shun the ugly, the depressing, the dismal. To meet this situation and be a far more meaningful parent of the region, Tampa must be transformed from "just an average city" - just another "Main Street", to a unique type - to a Hollywood, a Palos Verdes or a Longview. But to achieve such an objective, and make Tampa the pride of the region will require vision, energy, enthusiasm, unselfish service. It can be done.





