

7-12-1944

## Report for Jacksonville Beaches Chamber of Commerce

George W. Simons Jr

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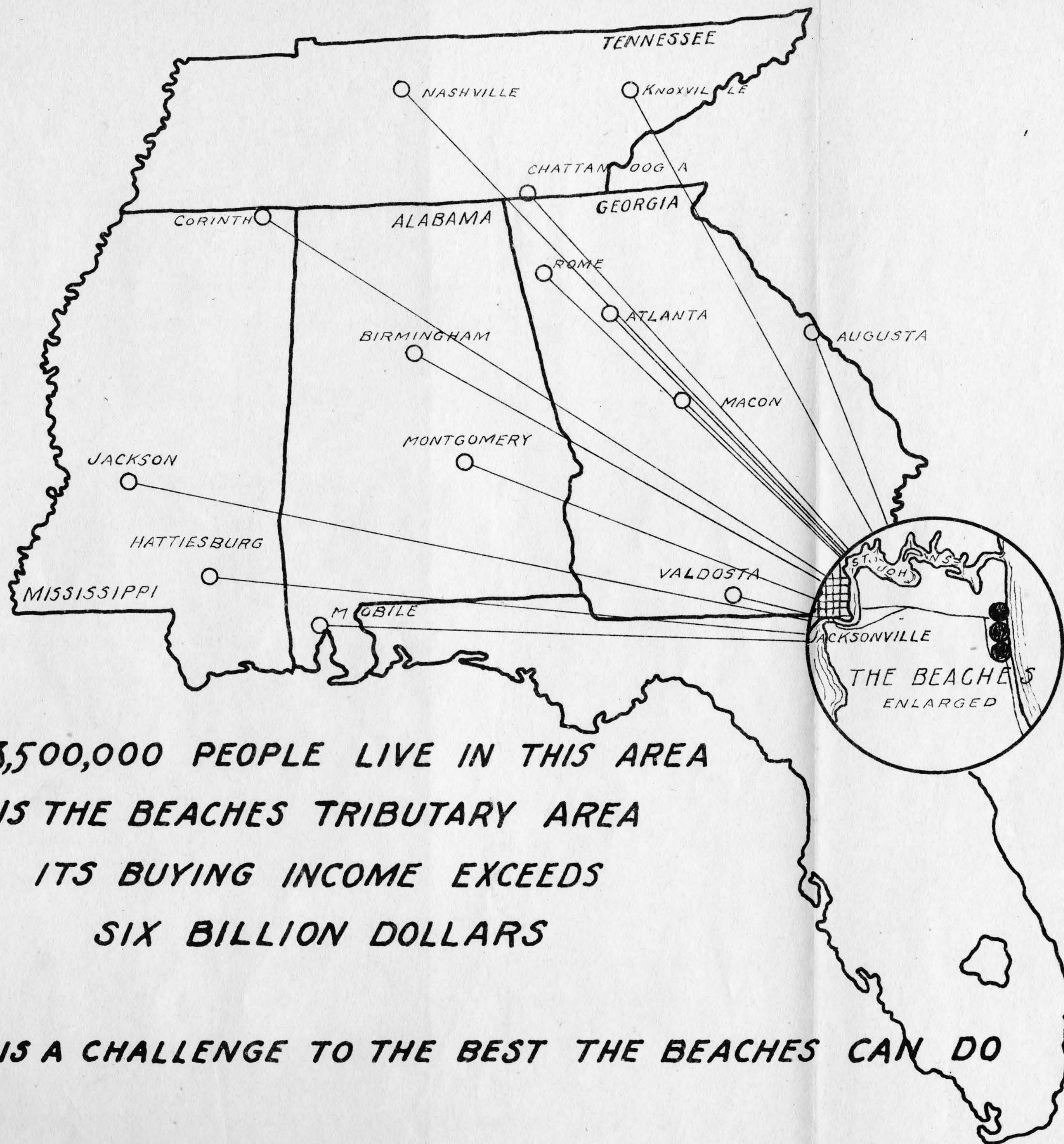
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13,500,000 PEOPLE LIVE IN THIS AREA  
IT IS THE BEACHES TRIBUTARY AREA  
ITS BUYING INCOME EXCEEDS  
SIX BILLION DOLLARS

THIS IS A CHALLENGE TO THE BEST THE BEACHES CAN DO



July 12, 1944.

Mr. Martin G. Williams, President,  
Jacksonville Beaches Chamber of Commerce,  
Jacksonville Beach, Florida.

Dear Mr. Williams:

I am pleased to hand you herewith the report of my studies made pursuant to our agreement of December 15, 1943.

In this review and study of the beaches with their varied problems I have endeavored to explore those subjects which I felt would contribute most constructively and substantially to the future growth and development of the region.

As a result of the studies I have striven to develop a program of procedure which if followed, would be most helpful in future development. Needless to say I have stressed unification of action and objectives so that the beaches as a whole will benefit from any work undertaken.

Each community comprising the beaches region has something it can contribute to the welfare of the whole region. And to best carry out any program the Regional Planning Board can be a most useful organization.

Respectfully yours,

Gayle W. Simmons Jr.

GWS:KBB

## PREFACE

When World War II ends an old era will pass into history and a new one emerge. Many of those projects now being vaguely conceived and discussed for postwar construction will assume a new importance. They will then become projects of immediate concern. Post war planning will then step aside for peace time realization.

The future will differ from the past. In the conversion from peace to war economy the normal pursuits and living habits of a great part of the population have been disrupted. Some millions have entered the armed services, men and women; other millions have left home to go into war industries or into other types of war work. In this transition there has been many unique experiences as well as much earnest and serious thinking. And many of the ideas and philosophies being formulated in this period will decisively influence and flavor the concepts of the future. They will go far to mold the pattern we shall live by.

Intensive industrial research accompanied by the necessities of conservation occasioned by rationing have introduced new processes and methods and with it all, new social and political concepts have arisen. People who migrated from one locality or section to another; those who have experienced life in far away places and under conditions strange to them are absorbing and creating new ideas and desires. Many will not be content to return to the places and labors from whence they came; they have decided to live and work in new localities, to start over. "All in all, one quarter to one sixth of our population are in a state of flux, physically and psychologically - - - On their decisions, and the preparations made for those decisions, will hinge the future welfare and effi-

ciency of the nation" says Catherine Bauer in her "From Cities in Flux".

The great cost of the war and the heavy burden of taxation imposed on individual and industry alike will doubtless produce an economic era more conservative and less flamboyant than that following World War I. There will be fewer people of large wealth, the many will have enough for a more modest and moderate living. As Vice-President Wallace has said, it will be the age of the common man. It will be an age of gadgets and the small modest functional home - many of them. A recent Fortune poll indicates that some twenty-one billions will be spent for housing. And in the postwar era it is also estimated there will be more time for play, recreation and relaxation. Such probabilities hold forth much promise for the future of the beaches.

As a result of this new thinking, many areas and communities will ascend to new positions of appeal and importance in the ensuing peace economy. Students of migrations and population trends contend that many of the areas now identified with war activities or war industries will retain much of their increased populations. This is particularly true of the southeast and the Jacksonville area. This fact coupled with the possibility that Jacksonville will become an industrial focus, aviation center and international port of greater importance than ever in the past, signifies that the beaches too will become more important and take on new aspects of development.

In contemplating therefore the future growth and development of the beaches to better and more adequately conform to the requirements and demands of the new era, it is desirable to have some knowledge of what has taken place in the past - how the beaches have grown in area and population, what subdivision practices have been pursued, types of construction that have resulted, the availability and necessity of utilities and other facilities that are currently available,

how the area as a whole is organized and operated. Such knowledge, and much more, altho primarily of an historical interest and value is highly essential and preliminary to the definition of any constructive recommendations affecting the future.

The beaches as a whole have enjoyed a healthy growth despite any concerted effort or plan to improve either their utility or attractiveness. An unregulated growth would doubtless continue for a long time but its rate and quality would depend on the kind of plans promulgated to encourage a type of development commensurate with that of competing areas. Development along broad, spacious lines according to a comprehensive program comprehending the beaches as a whole will contribute immeasurably to an accelerated growth also to the value and quality of that growth. It must be remembered that the beaches are in constant competition with areas similarly situated in both Georgia and Florida, that attract people from the same tributary regions. Consequently one of the first necessities confronting the beaches is to stimulate an enthusiastic spirit and consciousness for the welfare of the beaches as a whole rather than for some component part thereof.

For many years the beaches were considered principally as a seasonal summer spot for Jacksonville residents, for amusement, rest and relaxation. A simple, inexpensive shelter adequate for temporary use served essential needs. But such is not the situation today. The beaches belong to the nation. Permanent residents are locating there and its seasonal guests come from all parts of the south. No longer are the beaches provincial but instead they are a definite part of the Metropolitan Jacksonville region. Because of these new attitudes toward the beaches, those in authority and those who live there must broaden their scope of thinking and in the words of Daniel Burnham they must



make big plans - because "small plans - - - - have no magic to stir men's blood".

AREA - GEOGRAPHY - TOPOGRAPHY - LOCATION

The developed areas comprising Atlantic, Jacksonville and Neptune Beaches in Duval County are located in that ten mile coastal fringe extending from the Saint Johns River on the north to the Saint Johns County line on the south. Altho the intensity of development has clung, so far, to a narrow strip along the beach, the corporate areas of the three communities extend westward to the inland waterway. The corporate area of Atlantic Beach approximates 2.3 square miles; that of Jacksonville Beach 7.5 square miles and that of Neptune Beach 2.3 square miles. The developed areas of the three cities however in the aggregate, comprises about 1.2 square miles and the vacant, undeveloped areas 10.9 square miles. The developed portions of the beaches consist largely of sand ridge and the remainder ridge scrub, hammock and unsurveyed marsh. With the exception of the hammock areas and portions of Atlantic Beach the area is barren and devoid of sheltering trees.

Topographically the area of the beaches is relatively flat which contributes to the complexity of its drainage problems. The dune sections at Atlantic Beach are somewhat higher than similar sections to the south. To the west of the dune sections the elevations average about fourteen to sixteen feet above mean low sea level.

The beaches lie about seventeen miles east of the City of Jacksonville and currently they are accessible only by the Atlantic Boulevard (State Road No. 140) which extends easterly from Jacksonville to Atlantic and Neptune Beaches and thence south along Third Street thru Neptune and Jacksonville Beaches and Ponte Vedra to North Beach and Saint Augustine. Also extending southerly from Atlantic



Boulevard in the western portions of Neptune and Jacksonville Beaches is the Penman Road (County Road 640) to a connection with the proposed Hogan Road (State Road 376). This highway affords an entrance to Jacksonville Beach via the Pine Grove Subdivision and a connection with Neptune Beach thru Florida Boulevard. Altho Florida Boulevard is improved only temporarily, its right of way of one hundred feet extends from its intersection with First Street in Neptune Beach to a junction with Atlantic Boulevard about 1.5 miles west of the beach. Areas north of Atlantic Boulevard - Mayport, the United States Naval Air Station, Seminole and Atlantic Beach are accessible by the Mayport Road (County Road 16), Sherry Drive (County Road 551) to Fourth Street and Ocean Boulevard in Atlantic Beach. These State and County highways presently constitute the principal highway framework of the area around which the respective local street networks are built.

Prior to October, 1932, the beach area was accessible by the Mayport Division of the Florida East Coast Railroad. In that year, rail service was discontinued and subsequently the rails removed.

POPULATION AND AREA GROWTH

The beach communities experienced some considerable growth prior to World War I but the acceleration of growth that resulted in the present developments was a postwar achievement. Following World War I, automobiles were made available to millions of people who previously had none, and also, political subdivisions thruout the nation launched into what was then thought, a stupendous highway construction program. Automobile registration in Florida increased from 116,000 in 1922 to 236,000 in 1925 and 460,900 in 1942, a three fold growth in twenty years. The completion of two projects between 1920 and 1925 by the Duval County Board of County Commissioners contributed substantially to the rapid growth and development of the beaches, the Saint Johns River bridge in July, 1921, and the present Atlantic Boulevard in 1925.

Prior to 1921, and even prior to 1925, the population of the beaches was confined principally to the Towns of Pable Beach (now Jacksonville Beach) and Atlantic Beach. The Florida East Coast Railway had a shelter on its right of way called "Neptune Beach" but the settlement there consisted of only a few buildings located at the intersection of Atlantic Boulevard and First Street. The record of the population increase of Jacksonville Beach illustrates the rate of growth over the years, especially since 1920. In 1910 the population of Pablo Beach was 249; in 1920 it was 357; in 1930 it was 409 but by 1940 it had increased to 3,566. In 1940 Atlantic Beach and Neptune Beach (Precinct 36) had an aggregate population of 1,892, the former being 529 and the latter 1,363. In 1940 the population of Jacksonville Beach was nearly ten times greater than it was in 1920, which in itself depicts the rapid growth since that year. It

is estimated that today the beaches have a population aggregating some 15,000, and judged by the growth of the past an aggregate population of 40,000 can be anticipated in the next twenty years.



### UNREGULATED GROWTH

The beach communities just grew. Each started with its gridiron pattern of streets, blocks and small lots. As the respective portions were laid out and developed, it is quite painfully apparent that no one even twenty years ago, looked far enough ahead to visualize the developments of today. If they had, a more comprehensive, spacious pattern or plan encompassing the beaches as a whole would have been defined and an orderly, well balanced, architecturally coordinated and beautifully landscaped single community would have resulted instead of much of the development that today stamps the beaches as just "another community". A little orderly thinking and vision would have done for the beaches as a whole what it later did for Ponte Vedra, where orderliness, spaciousness and beauty predominate. But unfortunately the beaches took the line of least resistance and developed as have so many cities, subdivision after subdivision, each imitating and repeating the same monotonous pattern of blocks and lots as was practiced by his predecessor. The errors of the past are observable. The beaches are still in the infancy of their growth. Many of the structures built twenty to thirty years ago will soon be ready for replacement. Will they be replaced by the same type of structures; will land that is so plentiful be crowded and congested?

With a knowledge of past practices and deficiencies, will the authorities and developers of the future plan more spaciously and on a grander scale? Will much of the land lying west of Third Street be replatted into more pleasing subdivisions with wide streets, large lots, a liberal sprinkling of park and recreation space? That question can be answered best in another twenty years but the developers and authorities of the present can point the way.

EARLY PLATTING PRACTICE

The first plat of Pablo Beach was laid out and filed in June, 1890, a subdivision of a small parcel south of Mundy Drive. The Town of Pablo Beach was incorporated in 1907 but not until 1909 was the official map of the town approved. In 1925, when the effects of the new highway and bridge were being felt, the name of Pablo Beach was changed to Jacksonville Beach. The approved map provided east and west avenues laid at right angles with the ocean and north and south streets parallel with the ocean. Blocks are three hundred feet east and west by two hundred and sixty-two feet north and south, divided into lots that approximate fifty feet by one hundred and twenty-five feet each. A majority of the lots are oriented to face either north or south.

Had the original map of Pablo Beach been laid out today the block sizes might have been larger. Some of the vast areas now vacant and platted according to the original pattern could advantageously and economically be replatted on more generous scales. Small blocks require more street surface construction and higher maintenance costs and contribute also to higher utility installation charges.

The prevailing street widths, property line to property line, is eighty feet on all east and west avenues and fifty feet on all north and south streets except Third Street and Pablo Avenue have widths of one hundred feet.

The official map of 1909 included the area bounded on the east by the ocean, the north by Twentieth Avenue, the west by Tenth Street and on the south by Sixteenth Avenue. Since that time the city has been extended to its present size and thruout most of the area the pattern of the original design has been

repeated. Notable exceptions to the original pattern however are Pine Grove, west of Tenth Street and Atlantic Shores south of Sixteenth Avenue.

A Plat entitled, "Plan of Town of Neptune Beach" was recorded as early as July 2, 1902, five years before the incorporation of the Town of Pablo Beach. This original plat however was revised in 1911. In 1931 the Florida legislature granted a charter to the present Town of Neptune Beach. The prevailing lot dimensions in Neptune Beach are fifty feet by one hundred and five feet, but a number are sixty feet by one hundred and twenty feet.

Atlantic Beach was created around the hotel property of the Florida East Railway. It started as the Atlantic Beach Corporation headed by the late Harcourt Bull. The Mayport Terminal Company's Map of Atlantic Beach was first recorded in May, 1913, but the city as now constituted was created in 1928. Most of the streets of Atlantic Beach are only forty feet wide however The Plaza is eighty feet wide and Ocean Boulevard, sixty feet. Sherry Drive is one hundred feet.

Block dimensions in Atlantic Beach vary. Some are three hundred feet by one thousand and fifty feet, others three hundred feet by two hundred and twenty-five feet. The prevailing lot widths are fifty feet and their depth one hundred thirty to one hundred fifty feet.

Since the several townsite plats were originally recorded, a succession of plats have followed, most of which however have been recorded since 1925-1926. All the succeeding plats have adhered rather closely to the original platting ideas as to street widths, lot sizes and street alignments.

Following the abandonment of the Mayport Division of the Florida East Coast Railway the right of way was acquired and subdivided into lots and streets.

During the past decade the trend of new development has gradually extended westward to Third Street (State Road 140) but west of Third Street, development



is still sparse, altho much of the land is platted.

In so far as design or pattern of land subdivision goes, it is consistent thruout the three corporate areas. Street alingment north and south is fairly free from jogs or dead ends and the whole pattern presents a galaxy of small lots planted in an abundance of surrounding vacant open spaces. With such vast spaces of land still available for development it is unfortunate that such a policy of land subdivision has to be followed. Had land been scarce and unavailable there might be some excuse for the present crowded and congested conditions between Third Street and the ocean. But apparently the whole subject of beach development resolved itself early into one of economics.

The wholesome development and general welfare of the beaches as a whole did not seem to enter into the picture. Strangely, in all the land development projects in the three cities practically no parks, parkways or breathing spaces were provided. And too, in none of the communities were ever defined a set of rules and regulations governing the subdivision and platting of lands. Today such procedure is an absolute necessity.

GOVERNMENTAL ORGANIZATION

Unlike a generation ago, a visitor to the beaches today observes one continuous development from the north limits of Atlantic Beach to the south limits of Jacksonville Beach. Judged by the current type of construction and general pattern of land subdivision it is difficult for one to detect where one place "leaves off" and another begins. To all intents and purposes - and especially the idea is conveyed to the visitor - there is only one settled community at the beach. Yet in the short space of a few miles this continuous developed area is divided into three separate autonomous governmental entities. Neptune Beach lying between Jacksonville Beach on the south and Atlantic Beach on the north has corporate limit lines coterminous with the cities on either side.

Each community has its own form of government, its complement of officials, departments and employees. Jacksonville Beach operates under the Mayor-Councilmanic form of government while Neptune Beach and Atlantic Beach are organized under the Commission form of government. Jacksonville and Atlantic Beaches each have City Managers. Each has its own city hall, fire and police departments, water and sewerage systems, and each is responsible for the building and repair of its own streets. Each operates as an autonomous unit of government under its own charter granted by the legislature and under laws locally prescribed by its own governing body, just as if no other governmental entity existed. And all this within an area of ten square miles - one-third the area occupied by the City of Jacksonville.

### UTILITIES AND FACILITIES

Plate I shows by appropriate designation the extent to which each of the beach communities has been provided with utilities and other facilities. It will be noted that in both Jacksonville and Neptune Beaches the developed areas are accessible to paved thoroughfares, public water and sewerage services. No place in any developed area is more than one mile from a city hall, post office, fire station or school.

Being the oldest corporate entity of the three as well as the largest in population and area, Jacksonville Beach has the greatest mileage of improved streets and other utilities than either of the other two. The youngest of the group, Neptune Beach, has relatively speaking more and newer utilities and facilities than those places on either side. Neptune Beach profited handsomely during the days of WPA, succeeding in getting both sewerage and water supply systems. From a utilities standpoint - particularly water and sewerage - Atlantic Beach is in a condition inferior to either Neptune or Jacksonville Beach. Its water supply system, privately owned and operated, is old and obsolete as well as wholly inadequate. And as for sewerage, there is none. Septic tanks are used exclusively.

### WATER SUPPLIES

The water supplies of the three communities are derived from deep underground sources. That of Jacksonville Beach is from two wells, six hundred feet deep, cased to rock, located on Second Avenue South. The Neptune Beach water supply is derived from a ten inch well, six hundred and twenty-two feet deep, cased to a depth of five hundred and eighty-four feet. The water supply of At-



lantic Beach is delivered by a private owner from a deep well.

Jacksonville Beach has an elevated storage tank of 100,000 gallon capacity and a ground storage capacity of 175,000 gallons. Neptune Beach has an elevated storage of 100,000 gallons capacity and two 125,000 gallon capacity ground reservoirs. The Atlantic Beach elevated storage tank has a capacity of 50,000 gallons.

Jacksonville Beach has 1,553 active services, about 25% metered; Neptune Beach about 350 services, none metered, and Atlantic Beach, 180 services, all metered.

The average daily pumpage at Jacksonville Beach is 1,200,000 gallons and that at Neptune Beach is 600,000 gallons.

#### SEWERAGE AND SEWAGE DISPOSAL

Jacksonville Beach and Neptune Beach are both provided with sanitary sewerage and sewage disposal systems which serve the developed areas rather completely. Disposal is thru septic tanks, the effluent flowing westward to the inland waterway. Neither disposal unit affords a method of complete treatment.

#### FIRE PROTECTION

Jacksonville and Neptune Beaches each have volunteer fire departments with full time fire chiefs in charge. In Jacksonville Beach there are twelve street alarm boxes reporting to the City Hall. For equipment, Jacksonville Beach has a 500 gallon triple combination American LaFrance pumper and some 2,000 feet of hose. Neptune Beach has a second hand American LaFrance pumper. Neptune Beach serves Atlantic Beach in case of fire.

#### CITY HALLS

The City Halls of each community are of comparatively recent construction.

Each one is of good design to meet the requirements of the communities they serve. The most pretentious is at Jacksonville Beach, a structure well adapted to the administration of the community's business and in addition, provides space for community meetings of one kind or another. In it is also located the new library.

#### SCHOOLS

The area as a whole is served by three schools, each designated on Plate I (Jacksonville Beach, Duncan U. Fletcher High and Atlantic Beach). The increased attendance in these schools since 1940 gives one a good picture of the area growth and also demonstrates the necessity for added facilities. Fortunately the sites of the Fletcher High (twenty-four acres) and Atlantic Beach schools (ten acres) are sufficiently spacious to permit extensions but the Jacksonville Beach school site has become a poorly located one, wholly inadequate to meet the needs of a fast growing community.

#### ENROLLMENTS AS OF JUNE

	<u>1940</u>	<u>1941</u>	<u>1942</u>	<u>1943</u>	<u>1944</u>
Jacksonville Beach	377	349	384	459	533
Fletcher High	414	462	489	496	509
Atlantic Beach	135	145	156	194	232

TREND OF DEVELOPMENT

Developed areas in each of the communities is confined to a narrow strip of high ground from the ocean westward. Altho development is so far very sparse west of Third Street, the future trend will be more in that direction. In earlier years going to the beach in the summer was synonymous with being on the ocean frontage. If one could not be on the front there was little or no use being at the beach. In those pioneering days ocean frontage was plentiful. For reasons they can state, many people prefer to build and live some distance from the ocean and this trend is beginning to appear not only at the Jacksonville Beaches but elsewhere along the coast. Severe winds, high seas and beach erosion has led many inland. The major part of the new development in recent years has been from First Street west and later with the completion of better drainage facilities the drift will be more and more to the west. Experiences at Daytona Beach, Palm Beach and Miami Beach along Florida's east coast prove conclusively that residences of quality and distinctiveness have been built plentifully on sites quite remote from the ocean front. And doubtless that course will be followed at the Jacksonville Beaches.

Consequently in contemplating the future of the beaches more attention must be paid to the orderly, wholesome development of those areas west of Third Street and to the Mayport Road north of Atlantic Boulevard. Those areas were not evaluated so favorably in former years but with redesigning and replatting they can be built into favored sections.

As the trend of construction proceeds westward the demand for improvements and utilities and the problems incident to them will assume new importance.



### HIGHWAYS

An examination of Plate I shows the entire area with its major networks of State and County Highways will be well served by highways. This will be more especially so with the completion of the Hogan Road which will tend to divide the traffic flow now going to the beaches over the Atlantic Boulevard. Practically every portion of the area between the Inland Waterway and the ocean and south of the Saint Johns River can be made accessible to a county or state highway.

Traffic flow that normally is intense and congested on Atlantic Boulevard during holiday and week-end periods will be divided advantageously by the Hogan Road but even this division will only slightly alleviate the traffic congestion problem in the central business area of Jacksonville Beach. Much of the traffic from Jacksonville to Jacksonville Beach that now flows back and forth on First Street will with the completion of the Hogan Road come in directly on Mundy Boulevard and spread out from there. But notwithstanding the change, traffic conditions will still be bad on First Street which is altogether too narrow. The paved surface on First Street should be widened to at least forty (40) feet from Atlantic Boulevard in Neptune Beach to the intersection with the Hogan Road. As an alternative, First and Second Streets should be made one way streets, one for north bound traffic and one for south bound traffic. And too, no parking should be permitted on First Street.

### GENERAL APPEARANCES

As one takes a bird's eye view of the beaches, one is enchanted by the constantly changing beauties of the ocean, admires the scope and progress of development with its diversity of municipal facilities - a feeling that something is lacking - that too much monotony prevails here and that something is wrong, strikes one forcefully. The drabness of the scene, its continuity of sameness and an absence of spirit impresses one as unnecessary.

Where are the trees and shrubs, the sidewalks and parkways that lend grace and dignity and impart a rich sense of personality to such places as Palm Beach, Miami Beach, Daytona Beach and other coastal communities. In a region where tall palms grow by the thousands - where shrubs can be grown, why are there none? To what extent has the transient character of the beaches and the divided responsibility in the area contributed to this dullness? The developers of Ponte Vedra have demonstrated that a beach settlement can be made unique and most appealing.

Not so many years ago the beach was a place to seek comfort and relaxation during the short period from June to September. Prior to June and after September - for about nine months - it was a desolate place. Some few people had built large, substantial homes on the ocean front but for the greater part, summer residents lived virtually in shacks under primitive conditions. Garage apartments, roughly finished followed the more crude type of dwelling. Even as late as 1930 the transient character of the beaches was noticeable. But subsequently the beaches began to develop as sites of permanent homes until today hundreds of people who formerly lived in Jacksonville or elsewhere live the year 'round at the beaches. This transformation from a purely summer resort and amusement focus to a site of permanent homes is one of the more recent phenomena

of the beaches. But too many remnants of primitive dwellings and too many garage apartments of the earlier days still exist.

The value of Building Permits issued in Jacksonville and Neptune Beaches for the following years also gives one an idea of the growth and development in this period:

	<u>1941</u>	<u>1942</u>	<u>1943</u>
Jacksonville Beach	\$441,491	\$37,861	\$103,349
Neptune Beach	155,049	18,785	40,165

### ZONING

The use of land also the amount of land used can be controlled under the police powers granted by the legislature. This is called Zoning. Each one of the beach communities has a zoning ordinance and map however in their several provisions there is quite a difference.

The ordinances of Atlantic and Jacksonville Beaches structurally are similar. Each provides for three residential districts and two commercial districts. The Jacksonville Beach ordinance also provides for two industrial districts and an Amusement district. Both ordinances have an "unrestricted" use district.

The ordinance of Neptune Beach adopted May 1, 1932, is general, providing for only two zones, one commercial and one residential. The Commercial zone extends from the ocean to Third Street, and from Atlantic Boulevard to Orange Street. The remainder of the area is residential.

Altho similar structurally there are a number of points of variance between the two ordinances (Jacksonville Beach and Atlantic Beach). Some of these differences are shown in the appended Table I. In the Jacksonville Beach ordinance the per family lot area provisions for the Residence "A" and "B" zones differ which is proper but apparently there are no per family lot area provisions in the Residence "C" district which is improper. In the Atlantic Beach ordinance the per family lot area provisions are uniform in both residential zones. Hotels and apartments are also permitted in the Residence "A" district.

There are a number of differences in definitions as well as general provisions, in the two ordinances, some of which are minor and others are not.

An examination of the Zoning Maps discloses evidence of "spot" zoning which



is not good practice. But the most glaring deficiency in the zoning maps of Jacksonville and Atlantic Beach is the incompleteness of the job. The state law states specifically that zoning must be comprehensive, according to a plan. Courts have repeatedly warned that in the zoning process the area of a community as a whole must be included and not only a portion thereof. In both cases here considered only a fraction of the respective corporate areas has been classified. To be complete and in conformity with general and proper practice the area as a whole should be classified which can be done by assigning some "use" designation to all that vacant land not now included.

TABLE II

ZONING ORDINANCES

ATLANTIC BEACH

Authority to Zone Chapter 19686, Laws of Florida, Special Acts 1939 repealing Chapter 16313, Laws of Florida, Special Acts, 1933

Report of Zoning Commission January 4, 1940

Date of Hearing Before City Commission

Date of Ordinance Enactment January 24, 1940

Number of and Classes of Districts Six Districts as follows:

Residence "A"  
Single Family detached dwelling  
Hotels and apartments under certain conditions  
Home occupations - public buildings - schools - poultry

Residence "B"  
Any use in Residence "A" district  
Two Family houses

Residence "C"  
Any use in Residence "B"  
Dwelling for three or more families  
Hotels and apartments, without owners consent  
Boarding, lodging house, hospitals, community garages

Business "A"  
Uses in Residence "C"  
Retail stores, moving picture theatre, filling stations. No amusements

Business "B"  
Uses in Business "A", commercial and light manufacturing, amusement parks, contractor's equipment

Unrestricted Districts  
Buildings and premises and uses not a nuisance

JACKSONVILLE BEACH

Section 89, Chapter 18623, Laws of Florida Special Acts 1937

February 14, 1938

March 14, 1938

Residence "A"  
Single family detached dwelling and two family. Rooms and board, no hotels or apartments. Home occupations, public buildings, schools, poultry  
Area requirement: 5000 square feet per family

Residence "B"  
Any use in Residence "A". Three family dwelling  
Area 3,500 square feet of lot per family  
10 foot front yard, 5 foot side yard, 35 foot rear yard

Residence "C"  
Any use in Residence "B". Three or more families.  
Area 2,500 square feet (no family provision)  
Front yard, 10 feet; side yard 1/10 as wide as least dimension for 2 story building

Business "A"  
Residence "A", "B" and "C" uses; retail stores, theatres, filling stations, billboards

Business "B"  
Any use in Business "A", commercial and light industry, public utilities

Industrial "A"  
Eliminates odors and nuisance industries

ZONING ORDINANCES

ATLANTIC BEACH

Area All residences shall have a minimum area of 3,000 square feet and all business lots 2,500 square feet

Non-Conforming Use If building destroyed less than 50% of assessed value, it can be restored

Traffic Visibility No obstruction 20 feet from any corner

Accessory Buildings Shall not be more than 1 story in height

Residential Front Yards  $1/8$  depth of lot measured from front street line

Side Yards  $1/10$  width of lot measured from side lot line

Rear Yards At least 30 feet from rear lot line

Height 3 stories, 45 feet

Lot Coverage Minimum lot coverage  
750 square feet for 1 story building  
600 square feet for  $1\frac{1}{2}$ , 2, 3 story buildings

Board of Adjustment

Permissible

JACKSONVILLE BEACH

Industrial "B"

Unrestricted uses

Amusement District

Commercial Public Entertainment

Unrestricted

Any use not a nuisance

No obstruction 10 feet from any corner

Building not over 30 feet high in Residence "A"

Residence "A", 10 feet from front street line

Residence "A", 7 feet from side lot line

Residence "A", 30 feet from rear lot line

Residence "A", 3 stories, 45 feet

City Council

UNIFICATION OF IDEAL, PURPOSE AND ACTION

The beaches have demonstrated a remarkable growth despite their deficiencies. That a continued growth is inevitable few will dispute. The rate and magnitude of growth as well as its quality and resulting attractiveness depends pretty largely on those who direct the governmental affairs of the area. By the exercise of reasonable judgment supported by sound constructive rules and regulations and following a few planning principles, the beaches can ultimately become irresistible in their appeal and attractiveness. And once an orderly program of development is launched the spirit of the residents will be intensified and enhanced to the point that much better grade development will result carried on along more spacious lines.

To achieve any comprehensive development program that will ultimately be harmonious, orderly and appealing, one that will create and stimulate a genuine sense of civic consciousness, there must be a unity of desire, hope and planning. A study of many satellite residential areas thruout the country, especially in southern California, proves that a coordination of thinking and a unity of action get results that are satisfying. If the desire is sufficiently strong and appealing the objective can be attained. The transiency of the past bred indifference and selfishness. As long as this individual had a place to spend a few brief weeks during the summer and his tastes were satisfied, little cared he for what happened around him. But that picture is changing and no one now has a right by anything he does, or does not do, to impair or injure his neighbor or the community as a whole. And as the communities grow each resident becomes a more vital cog in the machine as a whole and he must work for the good and welfare of the whole. So unity of ideal, purpose and action must be fundamental if the beaches desire to



become more than just another ordinary community. And unity should start with the governmental units themselves.

In this beach area where some 5,000 people are virtually living together as one large community it is ridiculous to find three separate governments side by side. In a day when efficiency, economy and simplification of governmental functions is advocated, the presence of three governments overlaid by a fourth in an area where the welfare of one part is so dependent on another, the whole idea seems senseless and needless. And the sad and paradoxical part of it is that many of the representative citizens of each community will admit that there should be a unification of governmental functions thruout the whole area but at the same time say it is impossible of accomplishment. This same brand of reasoning and psychology was followed years ago at Daytona Beach where three communities were finally merged advantageously into one and within recent years at Bradenton where that city was merged with Manatee.

The future development of the beaches requires bold, daring action. It demands a severance with narrow, provincial thinking. It requires the same kind of courage and faith that built Miami Beach.

Today each one of the three communities is faced with post war problems affecting their physical development - streets, sewerage and sewage disposal, water supply, refuse disposal, fire and police protection, recreational facilities, aviation, etc. The authorities of each entity are preparing and considering programs of capital improvements - each working independent of the other. Instead of proceeding in such fashion why should there not be a coordination of thinking and action - why should there not be some constructive thinking and planning for the welfare of the beaches as a whole. The life and interests of people do not terminate with city limit lines, so why should the thinking and planning of the beaches

be restricted to that of each governmental unit?

To get the best results in the end it would be advisable for the official bodies of the three communities to consider their respective problems jointly, in the light of the whole. As an illustration the sewerage, sewage disposal, water supply and wastes problems of each component area might reasonably be developed and solved by joint cooperative action. Again, mosquitoes have no knowledge of municipal boundary lines and the governmental differences that prevail, so a drainage program to ease that problem at the beaches must wholly disregard municipal entities. The scope and character of drainage works needed and the operation thereof afterward must all be designed and planned on the basis of the entire beach area, for the welfare of all the people living there regardless of where they may be living. The same reasoning may be applied to refuse collection and disposal as well as to police, fire and health protection. To all intents and purposes the beaches are one continuous living area whose interests and welfare are identical from one end to the other.

### GOVERNMENTAL POSSIBILITIES

To effectuate a merging of interests and planning procedure three courses are open, (1) Consolidation of the three communities; (2) Creation by legislative act of a Sanitary and Drainage District; (3) Creation by legislative act of a City-County.

After many interviews and discussions the merging of the three communities into one single functional unit seems to be impossible of accomplishment.

The second possibility is that of a Sanitary and Drainage District. By legislative act the area included in such district would be defined, a governing Board of the District created and the purposes, powers and limitations of such Board stipulated. The act could also state the qualifications of the Board members and define areas from which they should be drawn. This Board would in essence be a metropolitan board to consider, develop and promulgate sewerage and drainage works primarily as they relate to the welfare of the district as a whole. The act could also impose other duties on the Board members. What now constitutes three separate and distinct problems requiring the independent thinking and action of three separate governmental bodies would then become the single problem of one board. The creation of such a district would, to a degree, result in a merging of certain governmental functions yet each corporate entity would continue to administer the affairs of its respective area as regards police, fire, taxes, health, zoning, streets and water supply. The District creation would not seriously disturb the fundamental picture; each community would still be supreme in its respective area.

The district idea is not new. It has worked successfully thruout the United

States for years, the most notable examples being the Sanitary District in the Chicago area and the Metropolitan Water Board in the Boston region. There are many others in smaller areas.

The third possibility is a bold one - the creation by legislative act of a City-County. By such a stroke four governmental agencies could be merged into one! In recent years the multiplicity and overlapping of governmental functions and their effect upon the economy of government has been increasingly before the American people. Today there are over 165,000 units of government in the nation of which only about 3,000 are counties and 15,000 cities and towns. At first the suggestion may sound fantastic, impracticable and unreasonable but mature thinking may alter one's initial views.

The area to be incorporated in such a new county creation would be practically identical with that of the aforementioned district. It could be defined roughly as that area bounded on the north by the Saint Johns River, on the east by the ocean, on the south by the Saint Johns County line and on the west by the Inland Waterway. This is an area that definitely and characteristically belongs to the beaches region.

Relatively the area is not large, only about twenty square miles but that is immaterial in so far as a county unit is concerned. Some county areas in the United States are about coterminous with corporate municipal areas; this is true of Saint Louis.

Population and value make a county. It is estimated that the beaches have a current population of about 15,000. According to the 1940 census, 54% of Florida's counties (thirty-six) had populations less than 13000. The average population of these thirty-six counties was 7,500. The value of the area according to Duval



County figures is about \$10,000,000.00 which is a value greater than that of forty-five counties (67%) in Florida.

The County-City idea will enable the beach communities to affect a consolidation in which each could have its proportionate share in the government. From discussions it is one plan that might bring the beaches together.

Should such a plan be considered a committee comprised of the attorneys of the three areas should be designated to formulate the necessary act of creation.

The creation of a new county would affect outstanding bonded obligations in this manner: (1) The debts of the three corporate areas would continue as liabilities solely of those areas and for purposes of taxation those areas would be designated as taxing zones. Under this arrangement no one community would ever be responsible for those debts outstanding at the time of the county creation; (2) That portion of the general bonded and other indebtedness of Duval County that is applicable to the area of the new county at the time of its creation would be assumed by the new county and be payable to Duval County until discharged; (3) Those portions of special district or school indebtedness as are applicable to the area of the new county would continue to be obligations until paid; (4) Any new indebtedness created by the new county for the construction of utilities, drainage, etc., exclusive of self-liquidating indebtedness would become a liability of the whole of the new county, spread in proportion to the distribution of values in the new county.

The net bonded debt of Duval County as of March 31, 1944, exclusive of Special School Districts, Florida Inland Navigation District and Florida Ship Canal District, was \$2,933,417.52.

An act creating a new governmental unit of this kind might require a referendum

vote in Duval County altho such provision is said to be unnecessary. Some may say such a referendum vote would defeat the program beacuse (a) people in Jacksonville and Duval County would not want to lose their beaches and further that (b) the loss of value from the Duval County roll would seriously affect Duval County. Jacksonville and Duval County would not lose their beaches any more than Miami has lost its beach or Tampa its beach at Clearwater in Pinellas County. The beaches would still be Jacksonville's beaches, regardless of whose county they lie in. Duval County has a value of \$199,000,000.00 that of the area in the new county about \$10,000,000.00. In other words only about five per cent of the value would be affected.

This idea is suggested here because fundamentally the beaches will never attain the attractive, wholesome, orderly development that should be theirs until some plan of governmental unity is achieved. Some of the recommendations made herein can be undertaken as separate community enterprises but even so the basic defect of a divided responsibility will still prevail. There will still remain three city halls, three police departments, three sets of governmental laws, three post offices within a distance of about five miles. There will still be a narrowed community consciousness and community thinking confined by and restricted to corporate limit lines instead of the broadened civic consciousness so essential to the stimulation of that kind of thinking and action beneficial to the whole as a unit.

As one concludes a study of the beaches in the light of existing conditions and practices a number of specific recommendations can be innumrated that will materially and spiritually contribute to a better balanced future growth.

Some of these recommendations will be of little or no cost to the respective

communities and should be effectuated without delay by them regardless of what governmental form the area as a whole functions under. Other of the recommendations can be installed by the respective communities as parts of a general beaches plan but to get the best results should be guided and directed by a planning group representative of the beaches as a whole. Such a board has already been named. The procedure to be followed in effectuating some of the recommendations will depend on the governmental structure, a district as previously described or a city-county.

### RECOMMENDATIONS

1. To direct and control a growth and development of the beaches as a whole along a distinctive pattern (a) the zoning regulations and maps of the three communities should be revised and made uniform as to their several provisions, and (b) each community should prepare and adopt a complete and uniform set of minimum rules and regulations to govern the subdivision of lands.

As pointed out previously there are some differences in the zoning ordinances of the three places, which should be adjusted. Other provisions should also be added to strengthen the ordinances, among them being one to better control congestion of buildings on lots.

The land subdivision pattern of the beaches is consistently regular and uniformly gridiron thruout. Lot widths of fifty feet predominate with depths ranging from one hundred feet to one hundred twenty-five feet and one hundred and fifty feet. There are practically no curved streets in the beach area. Platted sections typical of large subdivided areas are illustrated on the following pages; these give a pretty good picture of past practices. In Jacksonville Beach residential lots having areas in excess of 6,000 square feet are the rule rather than the exception. In Neptune Beach where no lot area or set back provisions are stipulated, lot areas of more than 5,000 square feet are numerous, and many exceed this. The same is true at Atlantic Beach where lots fifty feet by one hundred and fifty feet, or 7,500 square feet, are plentiful. A uniform provision of 5,000 square feet for residential lots as in Atlantic Beach is unreasonable. Such a provision is conducive to unnecessary crowding of the land on small lots. And in Jacksonville Beach the lot area provision of 2,500 square feet in Residence "C" for multi-family use is only one-half that prescribed as necessary for single family



families. In other words a single family, the ordinance says, must have an area of 5,000 square feet but a four family residence needs only 2,500 square feet of lot. Certainly land values are not so rare and rich that such crowding has to be encouraged. A uniform, minimum provision of 5,000 square feet of lot area per family is reasonable for the beaches as a whole but a more wholesome development would be encouraged by creating an additional single family district having a requirement of 6,000 or 7,500 square feet of lot area per family.

It is interesting to note that Jacksonville Beach does not have a strictly "single family" district as provided for at Atlantic Beach. The absence of such a zone has a tendency to hold down property values because many people do not want to live in a multi-family district. To improve the whole Jacksonville Beach picture single family districts should be defined separate and independent of two family or duplex districts. Such a provision is universal in zoning procedure.

Duplex or two family districts should specify minimum lot area requirements of 3,000 square feet per family and in multi-family districts the minimum lot area requirements should be dependent on the number of dwelling units in the structure. A structure of four dwelling units should have a minimum lot area requirement of 2,000 square feet per family or an aggregate lot area of 8,000 square feet. As the height of the structure and number of dwelling units increase the per family lot area requirement would lessen.

The ordinances of Jacksonville and Atlantic Beach vary considerably as regards appeal and Adjustment Board procedure. Both ordinances should be definite, clear and specific and preferably follow the provisions defined in the current enabling act adopted by the legislature of 1939.

Provisions for making amendments are indefinite and inadequate in both ordinances.

Both ordinances contain sections pertinent to poultry. It is questionable whether such provisions have any part in zoning.

The construction, verbiage and provisions of the ordinances of each community could almost be identical. Certainly they should be uniform.

Subdivision rules and regulations are minimum standards to be followed by the subdivider of land. They relate primarily to street widths, parkways, lot dimensions, street curvatures, recreation plots, etc. Subdividers interested in the welfare of the area, as a class usually welcome such suggestions. In conjunction with zoning they are very helpful in shaping the future of the developed areas.

As a suggested guide, a set of Subdivision Rules and Regulations are included herein as Appendix I. And following these pages are several illustrations as to what can be accomplished by good and bad land subdivision. Many of the municipal problems we are struggling with today can be traced to an inadequate, improper land subdivision practices. Every land owner was primarily interested in how many lots he could get out of an acre of land, the more lots the more income. Streets were usually necessary evils that had to be given away so the practice was to make them narrow and if they did not match the streets of the competitors adjoining subdivision that was all right too. In laying out subdivisions today and in building communities today it is essential to evaluate the welfare of the whole area not merely a small segment of it.

2. Building Codes of the three communities and all other rules and regulations relating to building construction, plumbing, wiring and heating should be uniform. It is easy to impose an unwieldy, unnecessary code of building regulations upon a community. Frequently the codes of remote cities are adopted, codes filled with untenable provisions. The beach communities are so much alike, so

near together that a common minimum building code adopted to the peculiar conditions of the beaches should be compiled and adopted. The National Board of Fire Underwriters, New York, have suggested codes applicable to communities of different types in different locations which would offer a base from which to start. This is important because an era of intensive building activity will open up with the termination of hostilities.

3. The completion of the Hogan Road will put a new emphasis on traffic flow and congestion in that area surrounding the Jacksonville Beach City Hall. On completion of that highway traffic flow studies should be made to ascertain the points of greatest danger and congestion. Pending the approach of that time however the Jacksonville Beach Council should consider the acquisition of lands suitable for off street parking and also, the advisability of making First and Second Streets one way streets.

Cities thruout America are devoting much study to the flow and parking of traffic. Highways are constructed primarily for the movement and circulation of traffic and not for the storage of cars and in the future more moving space will be needed. Cities and the business interests are working together to establish convenient parking spaces off the street. Such practices are doing much to open up and eliminate crowded interior blocks. In such a community as Jacksonville Beach where at certain periods the traffic flow will reach maximum conditions and streets become crowded the off street parking lot will go far to alleviate a situation that otherwise might become acute.

4. The entire lot owned by the City of Jacksonville Beach east and across Second Street from the City Hall should be developed into a sub-civic center equipped with a roomy, adequate bus terminal. It is not only conveniently situated

to serve the patrons of the Hogan Road but those coming from points north and south. Such an undertaking should also be a good revenue producer for the city. In this area a modern fire station and library might also be erected advantageously.

5. Steps should be taken thru appropriate channels to acquire a much larger, conveniently located elementary school site and building to replace the inadequate site now used at the corner of Second Street South and First Avenue. This structure, it has been noted previously, is overloaded and crowded. Jacksonville Beach area will continue to grow and develop and much of that development will be to the west and south. This suggests a more spacious site and adequate building west of the one now in use. The accommodations of the present building to be sure can be expanded, but the site is still inadequate to provide the play space so necessary to a larger plant. It would be a grave error in one of the fastest growing communities at the beach to be content with patch work extensions to the present elementary plant. It is too near the business district which will be brought even nearer with the completion of the Hogan Road. And further, any new accommodations to meet the requirements of Jacksonville Beach should be located in Jacksonville Beach and not elsewhere. A twenty acre site should be acquired west of Third Street and south of the central district for the use of a school and community playfield. The present structure could either be disposed of or used for community purposes.

6. A comprehensive program of community beautification should be initiated, in which provisions would be made for street tree planting, parkway shrubs and park improvements. A committee representative of the various Garden Clubs cooperating and working with the Regional Planning Committee should develop a tree, shrub



and parkway planting program to get under way as expeditiously as possible. It would be surprising how soon the landscape could be changed from one of drabness to one of lively interest. Much of the planting material can be acquired nearby. Not only should attention be directed to the planting of trees and shrubs but home owners should be encouraged to plant their grounds to lawns and shrubs. Community pride should be stirred up and be energized. Suitable regulations should also be drawn to regulate bill boards and unsightly display in the beaches area and to control hot dog stands and juke joints. Orderly, neat appearances will accelerate a keener interest in the welfare of the whole area.

7. At one time Recreation and Play areas were not considered functions or utilities of government. Today Recreation and Recreation areas are definitely recognized as absolute necessities in the municipal pattern. Altho the beach itself affords the principal focus for recreation there is a paucity of neighborhood and regional recreation facilities in the beaches area. Arrangements should be made whereby a complete community athletic and recreation field could be developed at the Fletcher High School site. Then when a new elementary school site has been acquired for Jacksonville Beach a portion of it should be developed and equipped as a complete neighborhood playfield. Likewise a portion of the present Atlantic Beach school site should be developed into a complete neighborhood play park for that area.

In addition to these playfield developments, small playground areas should be acquired remote from heavily traveled highways, at a number of locations, to be equipped and operated as children's playgrounds. On the following page several recreation area development schemes are shown as advocated by the National Recreation Association. These are guides to development.

As new subdivisions are laid out and developed the authorities should be insistent that adequate areas be reserved and dedicated to playground uses.

Dead end street extremities in the amusement center of Jacksonville Beach should be equipped with shelters and provisions for picnicing groups.

Thru the wooded lands west of Penman Road bridle paths should be constructed. These should extend from Mayport to Palm Valley.

At suitable wooded spots picnicing sites equipped with ovens and shelters should be provided. The State Park Service might be prevailed on to procure and develop a State Park some where in the area.

Altho Ponte Vedra has one of the snappiest golf courses in America, it would not be amiss to develop another in the vicinity of Neptune and Atlantic Beaches.

8. In the construction of the Hogan Road considerable grade material will be dredged from the inland waterway. The State Road Department should be asked to so dredge this material as to create a sizeable yacht basin which subsequently should be provided with the necessary docks, landing platforms, shelters and a direct highway leading to the city.

9. The beaches should exert all the unified effort they can enlist to provide the area with a commodious modern hotel located on a spacious area and equipped

with auditorium and recreation facilities. Ponte Vedra has an outstanding hotel not located directly on the ocean front while Atlantic Beach has an excellent one located directly on the ocean front. On some central, convenient site between those two extremities a new hotel should be built. Discussions with successful hotel operators indicate that such a project is not impossible of attainment. A hotel equipped with an auditorium facilities, swimming pool and surrounding gardens would be an added attraction.

10. With aviation fast assuming a new place of importance in the world's economy, provision should be made in the beach area for a modern air port. The Jacksonville Air Port No. 2 is only about eight miles from the beaches and would be serviceable for the largest ships. But in addition, nearby airport facilities should be prepared to handle the smaller passenger planes and helicopters. Such an airport could be placed south of the Hogan Road.

11. Third Street will become the principal connecting highway artery between Atlantic Boulevard on the north and the Hogan Road on the south. Penman Road will remain an intermediate service artery. The State Road Department should be solicited to pave Third Street to a minimum width of forty (40) feet from Atlantic Boulevard to the Hogan Road. And then the parkways on either side should be planted with palms thruout. This improvement will give the beaches a circuit of major highways to and from Jacksonville.

12. The drainage, sewerage and sewage disposal problems of the three areas will become of increasing importance as each area grows and improves. In conjunction with its exploratory work incident to the construction of the Hogan Road the State Road Department has already initiated regional drainage studies affecting all that area south of Atlantic Boulevard and west of Eighth Street. This program

if installed, will serve as the basis of subsequent drainage operations on a more ambitious scale, especially as they relate to mosquito control. The drainage operations are of regional scope requiring the joint participation of all communities thru a district or a county organization previously outlined.

The construction of the Hogan Road will present new drainage problems which may be solved to advantage by the construction of a north and south canal along Eighth Street which in Neptune would drain westward to the inland waterway. Drainage south of the Hogan Road would also drain to the inland waterway. The excavation from the canal could be used to fill low depressions and other wet spots.

Mosquito control drainage and land drainage are two different types of work, each serving its own particular function. Mosquito control drainage operations can be established under the provisions of a state act enabling the creation of Mosquito Control Districts. Several of these districts have been set up in Florida, notably Fort Pierce, Vero Beach, Saint Petersburg, Dade County and the results have been very effective and satisfactory.

Each of the communities (Jacksonville Beach and Neptune Beach) is currently thinking about the extension of their respective sewerage systems and the installation of additional sewage disposal equipment, as post war projects. Atlantic Beach is also giving this subject considerable thought. In the years to follow sewer extensions will be necessary so it is well to now consider how best to solve these problems. Each community can of course continue to explore and develop its own means of solving the problem independently as in the past but because of its nature it might be advisable to explore the possibilities of a joint operation. It is possible to define a regional plan of sewerage and sewage treat-



ment incorporating the facilities of all these places. Therefore the three communities acting jointly should investigate these possibilities, their feasibility and the costs involved.

Topographic and soil conditions conspire to complicate the problems of sewer design and sewage disposal. The gradual gradients permissible necessitate the use of pumping stations at frequent intervals. The district idea of handling the sewage and storm drainage problems would serve to economize on maintenance and operations costs.

13. The water supplies of Jacksonville and Neptune Beaches are in favorable condition. Both places have deep well sources, modern pumping and storage facilities and distribution systems that can be extended as needed. Atlantic Beach however is dependent on a private water supply. The mains are old and small and the service inadequate. Atlantic Beach could install and operate its own water supply system but to do so would impose a relatively high burden of cost on a small population. For the time being, and until such time as its own undertaking is more economically feasible Atlantic Beach should negotiate with Neptune Beach for its water supply. Atlantic Beach can proceed with the design of a distribution system for its own area, installing same as needed, then at a later time when the project is justified the source of supply, pumping equipment and storage can be developed.

14. There is a definite need of a small hospital at the beaches which should be centrally located to serve the needs of the entire area. It should be remote from the central business areas, also away from the heavily traveled highways, preferably west of Third Street somewhere in the north end of Jacksonville or adjoining the park in Neptune Beach.

15. As the beaches grow, greater demands will be made on the Amusement Center at Jacksonville Beach. This area is not much greater than it was a decade ago. In it are some of the old structures of an earlier day. This area should be redesigned on broader more adequate lines, not only to accomodate more people but to permit of a better circulation and better appearance. In such a development it would be well to consider the erection of a new pier located in the area between Pablo and Mundy Avenues.

16. Frequently thruout this report reference has been made to the drabness of the beach developments - an atmosphere of sameness. The beaches need something badly to create and stimulate a community spirit. Unfortunately tho it is exceedingly difficult if not impossible to create this spirit in an area so constituted politically, with its divided authorities and responsibilities.

The beaches should have a centralized Civic Center - a pivot around which the life and activity of the whole area would revolve and be inspired. This central development which could be made a living memorial should be located in a large roomy area in the vicinity of the Fletcher High School. It need not be on the ocean front however one end should open there. It could be developed as a rectangular park area with its long axis extending east and west at right angles to the ocean. Around the park area a paved boulevard should be provided, facing which on its north and south sides would be erected retail shops and capping the scheme at the west end and facing the elongated park and ocean would be the central city-county building in which also could be located the central post office of the area.

Such a civic monument could be architecturally harmonious with the environment. It could house the governmental offices of the area and around it the whole

community would revolve. Such a development would lend color and dignity to the whole landscape.

Under such a plan of development each of the present city buildings would become neighborhood meeting houses, sub-fire stations. The three post offices would be replaced by one and free carrier delivery substituted.

FINAL

In the Preface to this report the words of Mr. Burnham were quoted - words that he expressed to the Commercial Club of Chicago when he described his concept of a future Chicago. He then admonished his listeners: "Make big plans - - - small plans have no magic to stir men's blood".

The beaches are on the threshold of a new era that holds forth much of promise. The new era will be one of new ideas, new philosophies and keen competition. Only the leaders of the beaches themselves, and no one else, can determine the way the beaches shall go. They will continue to grow and develop despite anything done to plan for them, but their growth can be accelerated and enlarged and their quality of development improved by doing a little advance thinking now. Unity of thinking and planning and action can accomplish much for the beaches but only those at the beaches can determine how far unity will go and what it will accomplish.



## APPENDIX I

### SUGGESTED RULES AND REGULATIONS GOVERNING THE SUBDIVISION OF LAND

#### I. GENERAL

Any owner of land within the corporate limits, wishing to subdivide such land for purposes other than agriculture into two or more lots for building, sale or assessment, shall submit to the (City Council; City Commission)\* a plan of subdivision which shall conform to the minimum requirements set forth in these subdivision regulations. No plat of subdivision of land within such territory or part thereof shall be filed or recorded until it shall have been approved by the (\*) and such approval entered in writing on the plat by the City Clerk.

#### II. PROCEDURE

A. It is suggested that the subdivider or his engineer call at the office of the City Clerk and obtain information on these subdivision regulations.

B. The subdivider shall submit a preliminary plat to the (\*) presenting the information required and designed as set forth in these subdivision regulations (see Section III and IV).

C. Within thirty days after such subdivision the (\*) shall approve or disapprove the preliminary plat or approve it with modifications, noting thereon any changes that will be required. The approval of the preliminary plat by the (\*) does not constitute acceptance of the final plat and shall not be noted on the preliminary plat.

(\*) Insert here official name of governing body - either City Council or Commission.

D. The subdivider shall submit to the (\*) the original drawings of the final subdivision plat and all accompanying documents, as required by these regulations, and unless this is done within one year of the (\*) approval of the preliminary plat such approval of the preliminary plat will lapse (See Section V). The (\*) shall approve or disapprove the final plat within thirty days after submission.

E. Before the (\*) will approve the final plat satisfactory assurance must be furnished that certain physical improvements on the land has been or will be made, as set forth in these subdivision regulations (See Section V).

F. Approval of the final plat by the (\*) shall not be deemed an acceptance by the city or county of the dedication of any street or other public way or grounds.

### III. GENERAL REQUIREMENTS AND MINIMUM STANDARDS OF DESIGN

A. The following are minimum requirements:

1. Conformity to the Major Streets

The subdivision of land shall conform to the Major Street System.

2. Relation to Adjoining Street System

All adjoining secondary thoroughfares or streets other than local service streets shall be extended at the same or greater width. Where it is desirable, in the opinion of the (\*) to provide for future street access to adjacent property, proposed streets shall be extended to the boundary of such property.

3. Access to Lots

There shall be no reversed strips except those which are to be dedicated to public use. The subdivision of the land shall be

arranged so that each lot shall front on a public street or road, or front upon a street which is connected with the public street or highway system; frontage on an alley or street less than forty feet in width will not be considered as satisfying this provision. Half streets along the boundary of the land proposed for subdivision will not be permitted.

4. Street Widths

The minimum width of streets shall be: for major streets, not less than eighty (80) feet; for secondary thoroughfares, not less than sixty (60) feet; for local service and minor streets which cannot in the future be extended, not less than fifty (50) feet; for alleys not less than twelve (12) feet. The above widths shall be measured from lot line to lot line.

5. Easements for Utilities

Except where alleys are provided for the purpose, the (\*) may require easements, not exceeding four (4) feet in width, on each side of all rear lot lines, and on side lot lines where necessary or, in the opinion of the (\*) advisable, for poles, wires, conduits, storm and sanitary sewers, gas, water and heat mains or other utility lines. Easements of the same or greater width may be required along the lines of or across lots, where necessary for the extension of existing or planned utilities.

6. Rounding Street Corners

Curb radii at street intersections shall not be less than twenty (20) feet and where the angle of intersection is less than seventy-

five (75) degrees the (\*) may require a greater curb radius. Wherever necessary to permit the construction of a curb having a desirable radius without curtailing the sidewalk at a street corner to less than normal width, the property line at such street corner shall be rounded or otherwise set back sufficiently to permit such construction.

7. Street Intersection Angles

Where an acute angle of less than seventy-five (75) degrees occurs between streets at their intersection, the (\*) may require a grading plan showing existing and proposed contours at one (1) foot intervals.

8. Curves in Streets

Where a deflection angle of more than ten (10) degrees in the alignment of a street occurs a curve of reasonably long radius shall be introduced.

9. Dead End Streets

Streets designed to have one end permanently closed (cul de sac) shall not be more than four hundred (400) feet long and shall be provided at the closed end with a turn around with a minimum radius for the outside curb of thirty-five (35) feet.

10. Block Lengths

Blocks shall be not more than twelve hundred (1200) feet in length. In blocks over seven hundred (700) feet in length the (\*) may require public cross walks not less than ten (10) feet in width and not closer to each other than five hundred (500) feet.



11. Lot Arrangement

In so far as practical side lot lines shall be at right angles to straight street lines or radial to curved street lines.

12. Minimum Lot Sizes

The minimum width for residence lots shall be fifty (50) feet at the building line and no lot shall contain less than five thousand (5000) square feet. Corner lots shall have such extra width as will permit the establishment of a building line at least fifteen (15) feet from the side street.

13. Building Restrictions

No final plat of land within the force and effect of an existing zoning ordinance will be approved unless it conforms with it.

14. Public Open Spaces

Where a small park or other neighborhood recreational open space shown on an official plan is located in whole or in part in the applicant's subdivision, the (\*) may require the dedication or reservation of such open space, provided that it is of not greater area than fifteen per cent of the gross area of the subdivision.

15. Variances

Where the subdivider can show that a provision of these General Requirements and Minimum Standards of Design would cause unnecessary hardship if strictly adhered to and where, because of topographical or other conditions peculiar to the site, in the opinion of the (\*) a departure may be made without destroying the intent of such provisions, the (\*) may authorize a variance. Any variance thus

authorized is required to be entered in writing in the minutes of the (\*) and the reasoning on which the departure was justified set forth.

#### IV. PRELIMINARY PLAT REQUIREMENTS

The preliminary plat shall be submitted in duplicate, at a scale not smaller than one hundred (100) feet to one (1) inch, and shall give the following information:

1. The subdivision name, the names and addresses of the owners and of the designer of the plan, who shall be a Professional Engineer or Land Surveyor registered to practice in the State of Florida.
2. Date, approximate north point, and a graphic scale;
3. The location of existing property lines, streets, buildings, water courses, railroads, sewers, culverts, drainpipes, water mains and any public utility easements both on the land to be subdivided and on the adjoining land.
4. The names, locations, widths and other dimensions of proposed streets, alleys, easements, parks and other open spaces; reservations, lot lines, building lines and utilities.
5. Profiles of all streets showing natural and finished grades drawn to standard scale with elevations based on datum plane approved by City Engineer.
6. If the proposed subdivision does not lie within the force and effect of an existing zoning ordinance, the preliminary plat shall be accompanied by a plan indicating the proposed use of the lots, and copies of the instruments establishing the restrictions.

V. FINAL PLAT REQUIREMENTS

A. Developments Prerequisites to Final Approval

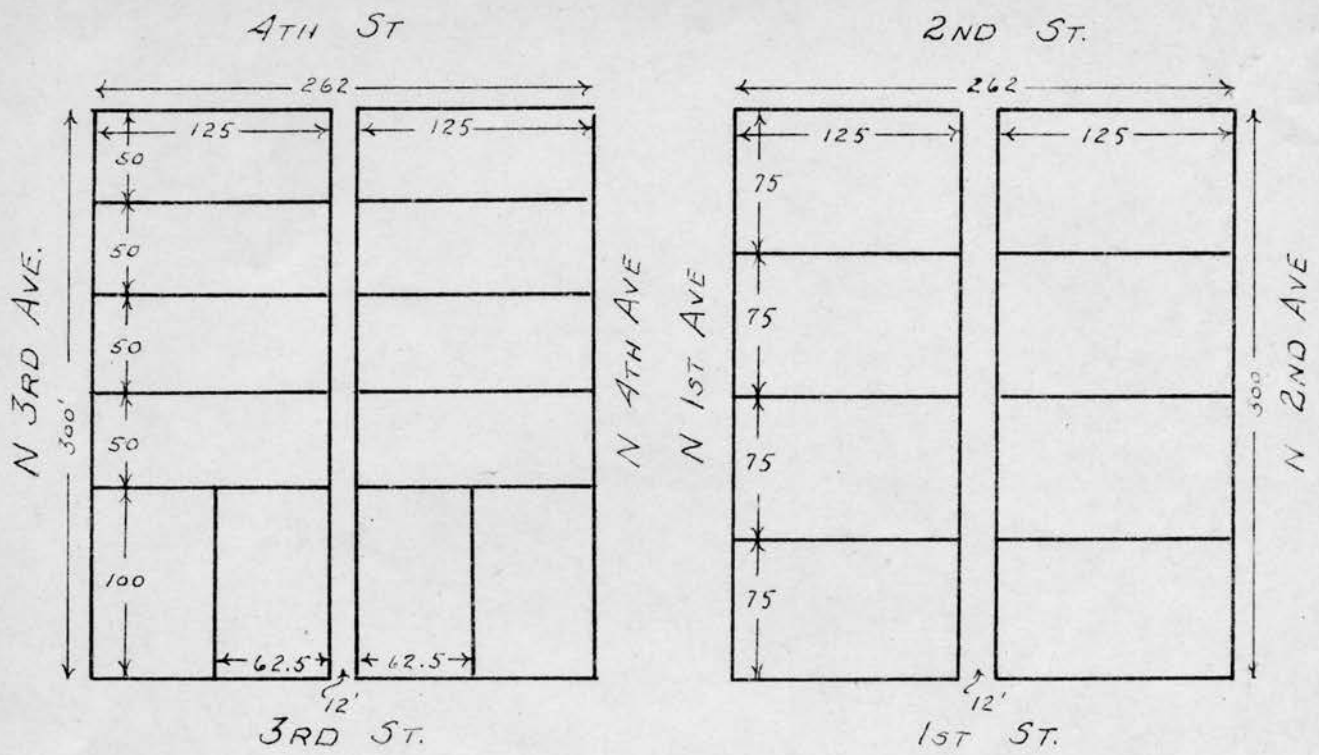
1. The (\*) will consider approval of the final plat for record only after receipt of a certificate from the city engineer that permanent monuments of suitable size and material have been placed and that a satisfactory survey defines the location of such permanent monuments in relation to suitable primary control points, ties to section lines, or other permanent locations.
2. That the requirements as defined in Section IV have been conformed to.

B. Final Plat Drawing

1. The final plat shall be drawn upon tracing cloth of a size and in accord with rules and regulations of Duval County for the recording of plats.
2. The final plat shall show:
  - a. The lines and names of all streets; alley lines; lot lines; building lines; lots numbered in numerical order; reservations, easements, and areas to be dedicated to public use with notes stating their purpose and any limitations.
  - b. Sufficient data to determine readily and reproduce on the ground the location, bearing and length of every street line, lot line, boundary line, block line, and building line whether curved or straight.
  - c. The names and locations of adjoining subdivisions and streets and the location and ownership of adjoining unsubdivided property.

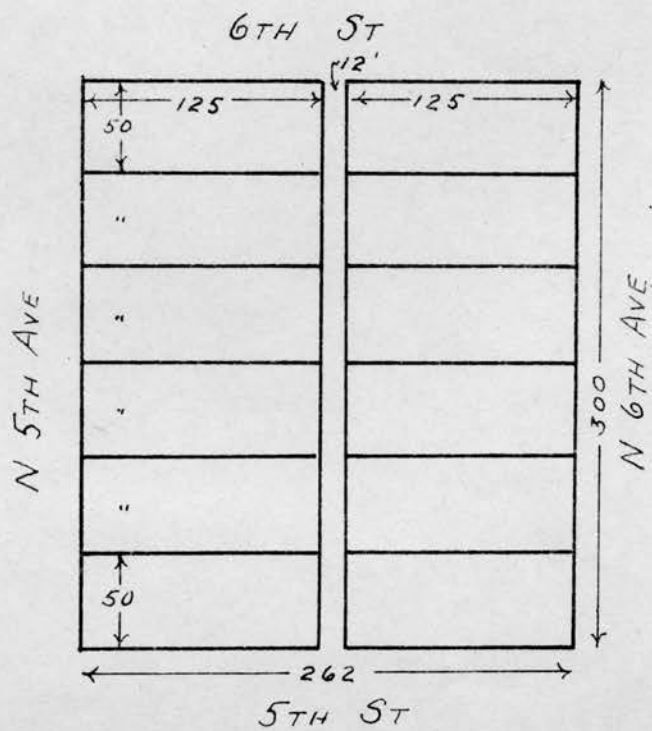
- d. Date, title including name of subdivision, scale, and north point, showing true north; all bearings are to be referred to true meridian.
- e. Endorsements, dedications and certificate required by the laws of Florida and regulations of Duval County.

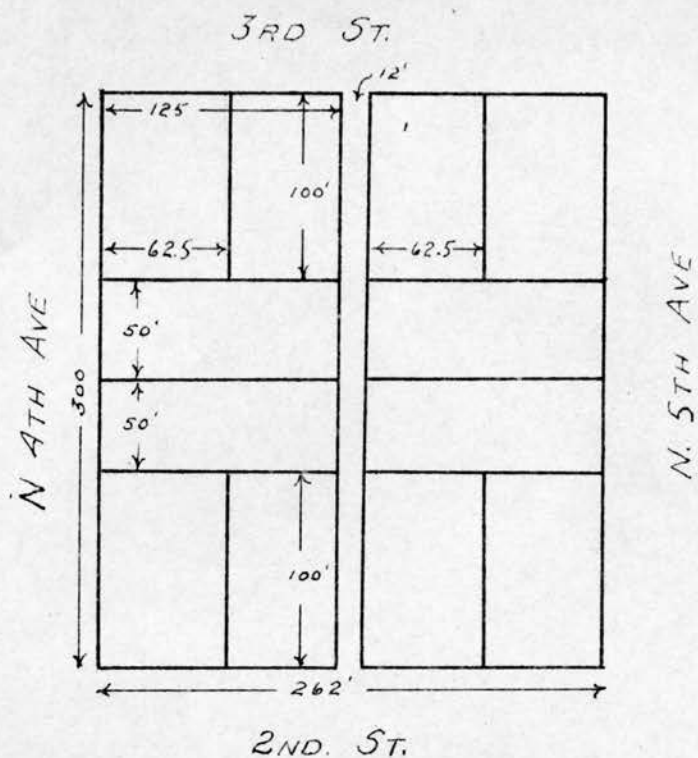




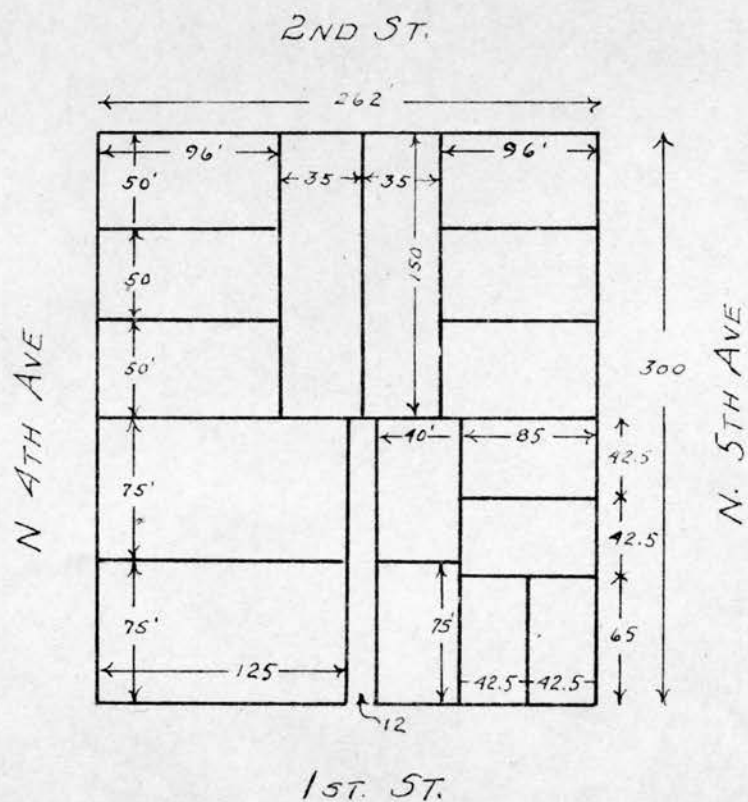
Typical Block Subdivisions

JACKSONVILLE BEACH

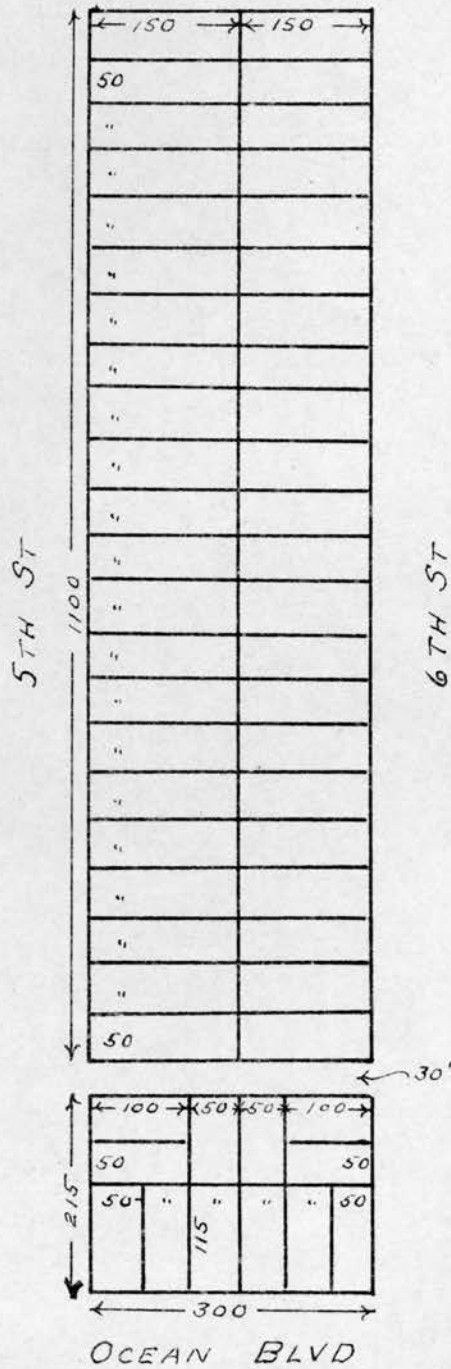




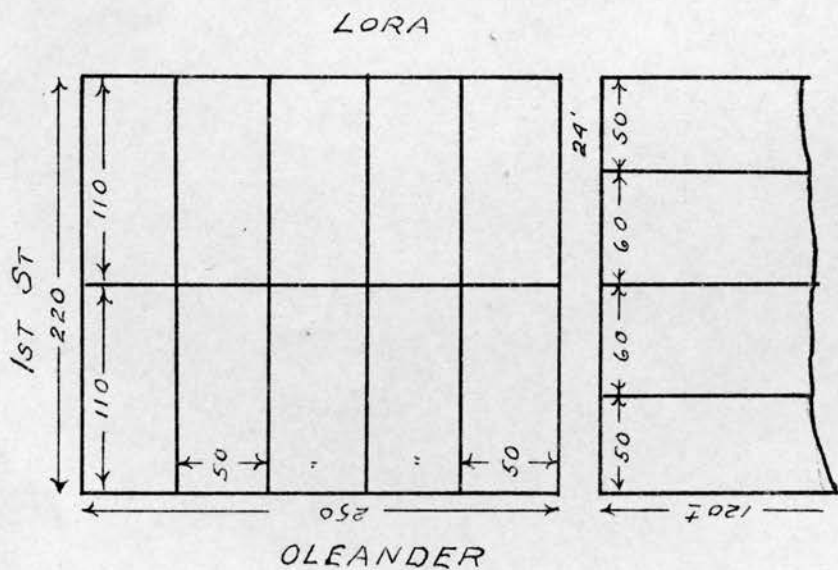
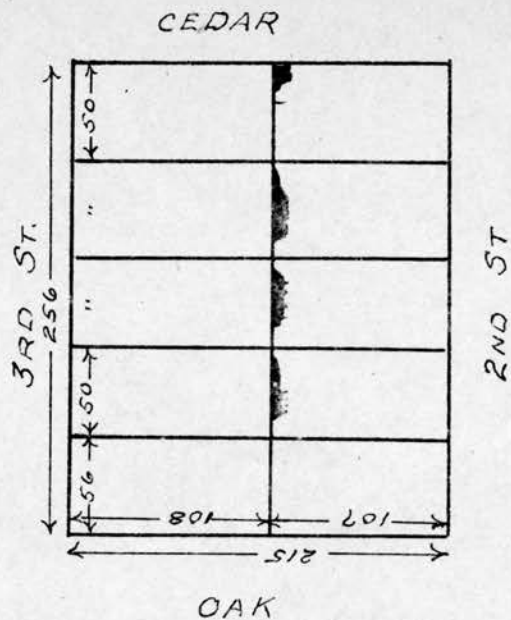
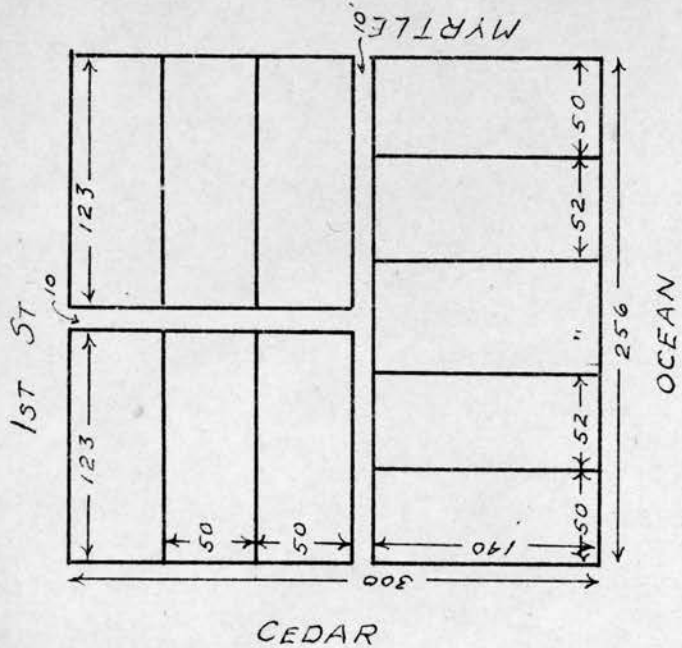
Typical Block Subdivisions  
JACKSONVILLE BEACH



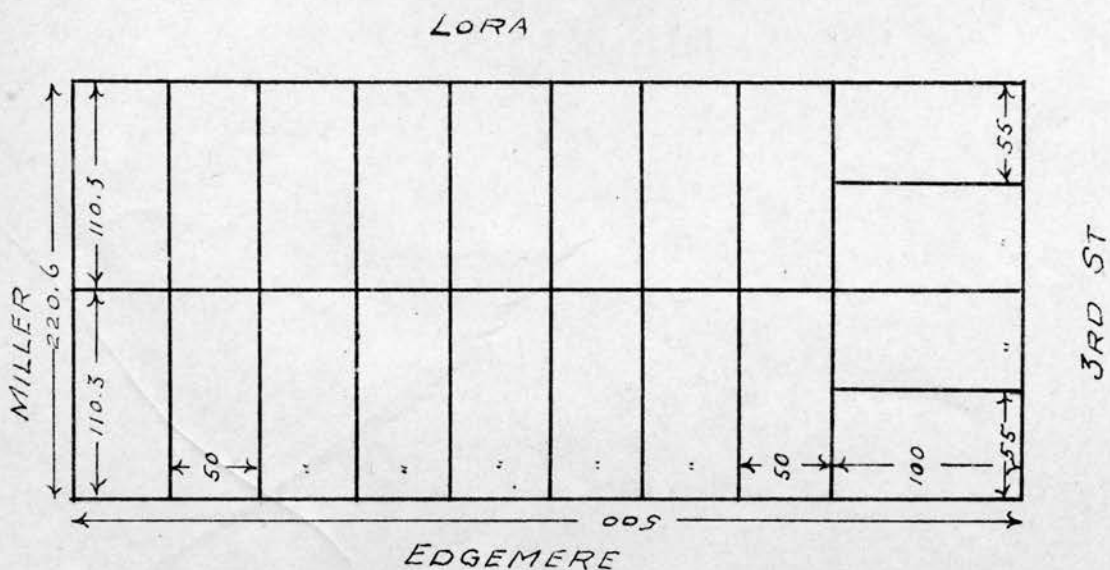
SHERRY DRIVE



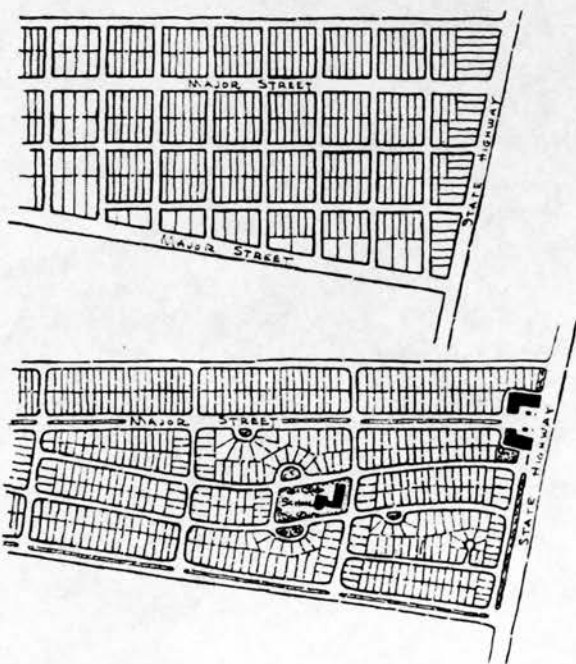
Typical Block Subdivisions  
ATLANTIC BEACH



Typical Block  
Subdivisions  
NEPTUNE BEACH







BAD

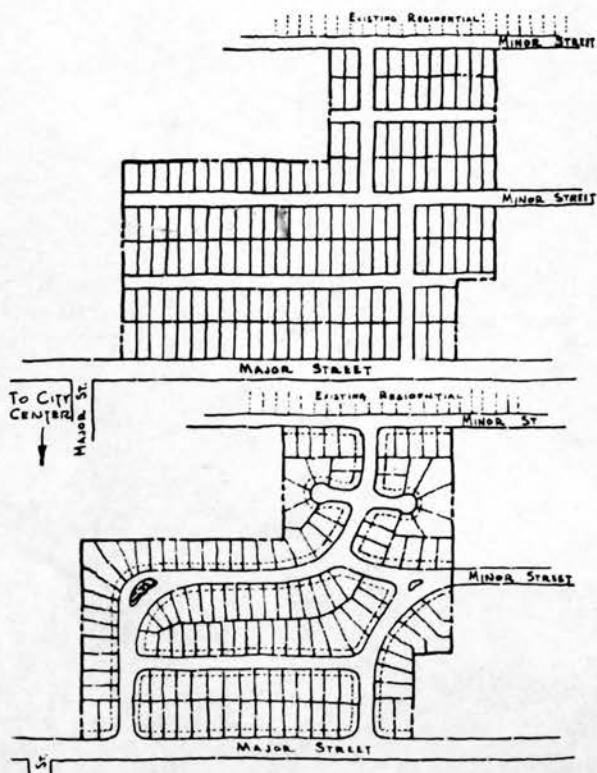
GOOD

## SHORT BLOCKS ARE NOT ECONOMICAL

These sketches contrast two types of local street design—one, an example of the rigid gridiron pattern, the other planned to meet the requirements of local access and circulation.

Short blocks increase initial construction costs because of the large number of cross streets, and also increase traffic hazards and travel time through such districts. In the lower plan, better shaped lots are secured and those facing the State highway are protected by a park strip. This plan also provides a local shopping center and a school site.

The platting of suburban residential blocks up to 1,300 feet in length by two lot-depths wide, bounded by streets that are adjusted to topographic and traffic requirements is recommended as being most economical.



BAD

GOOD

## TRAFFIC SHOULD FLOW TOWARD THOROUGHFARES

When traffic does not flow toward main thoroughfares, it causes an unnecessary use of local streets in order to reach the main traffic ways. This excessive use of residential streets causes an added expense of pavement construction and maintenance. Local streets that carry unnecessary traffic form definite hazards to pedestrians and children.

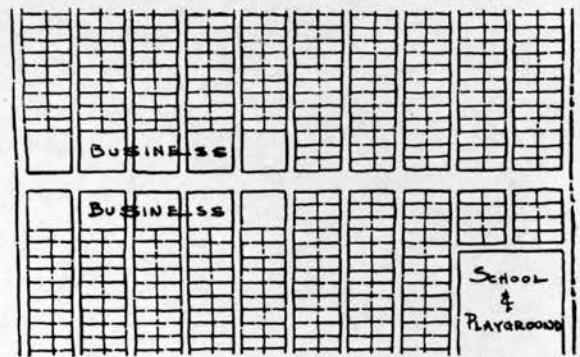
The street design of a subdivision should be carefully planned to provide for all traffic demands and at the same time create a street arrangement that will make an attractive neighborhood. This will generally produce fewer streets than one which cuts up the land into numerous rectangles without consideration of proper traffic routing. A monotonous street system of this type is generally extravagant, producing more streets than are needed.

## PROVIDE SCHOOL AND CHURCH SITES

If a subdivision is large enough to warrant the consideration of all community requirements, locations should be provided for schools and churches. These sites should be centrally located for the convenience of all property owners and citizens in the vicinity. Adequate space should be provided for the parking of automobiles, without interfering with private parking needs of those living near the school and church.

These buildings produce a favorable impression as to the stability of a community and, therefore, should form one of the early demonstrations of neighborhood growth. The selection of convenient sites for such facilities as schools, churches, and local shopping centers will go far in increasing a subdivision's salability.

BAD



GOOD

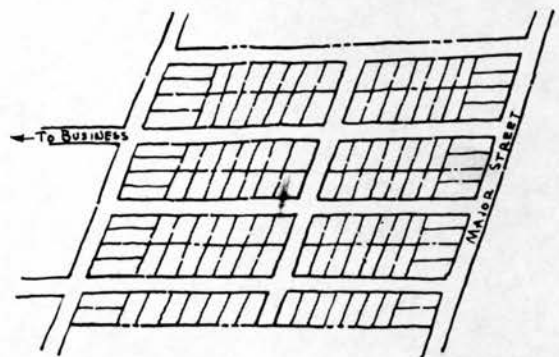


## MAKE LOT LINES PERPENDICULAR TO STREET

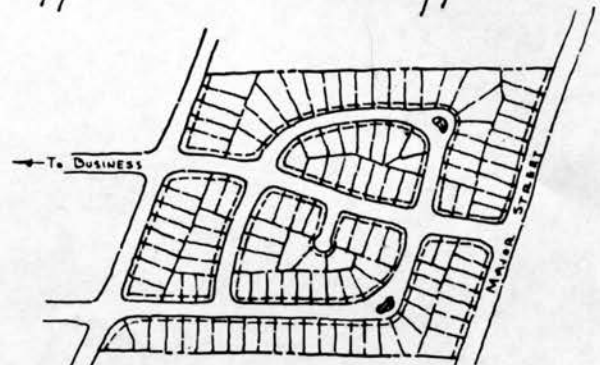
In order that maximum use be obtained from all lots, it is suggested that the lot lines be kept perpendicular or radial to street lines. When this is not done, there is a tendency to build houses on lots so that the sides of the houses are parallel with the side lot lines. This creates an unattractive sawtooth arrangement and many times causes the front of one house to face into the side or rear of a neighboring house.

If a maximum use is to be made of every square foot of the lot area, it is important that the lot be well shaped. If lines are not kept perpendicular to the street, sharp-angled corners will result. These are difficult to utilize and gives the area an undesirable appearance.

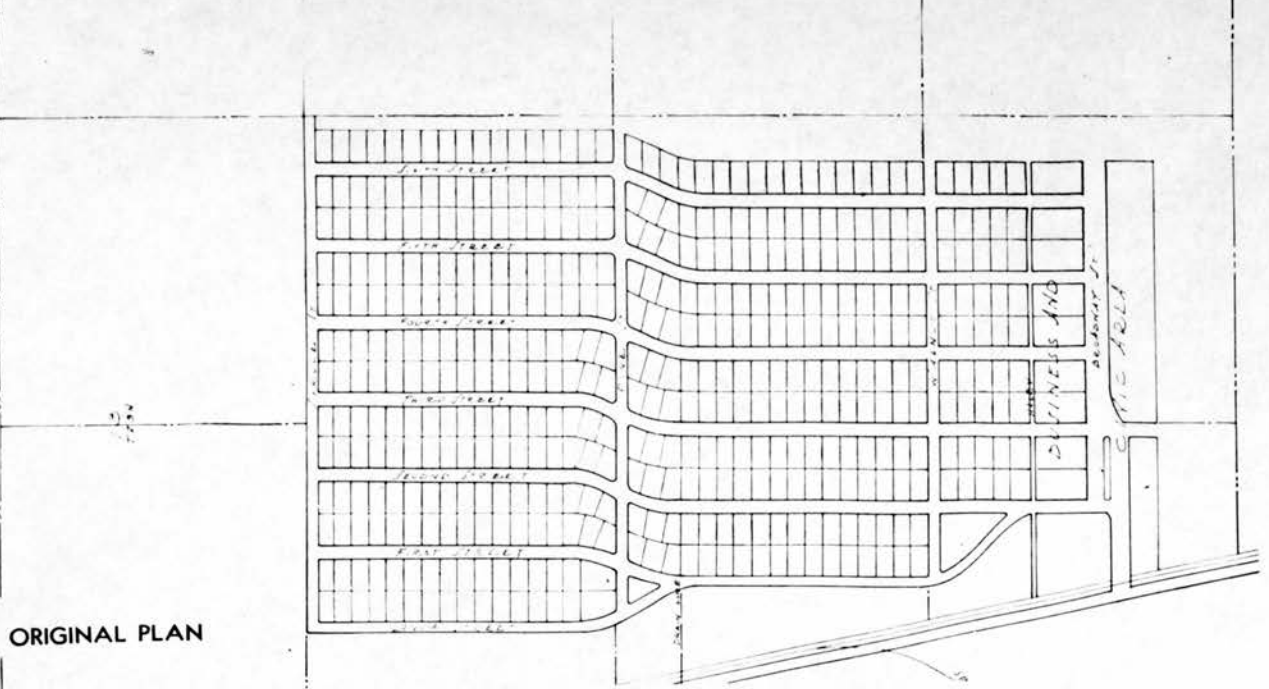
BAD



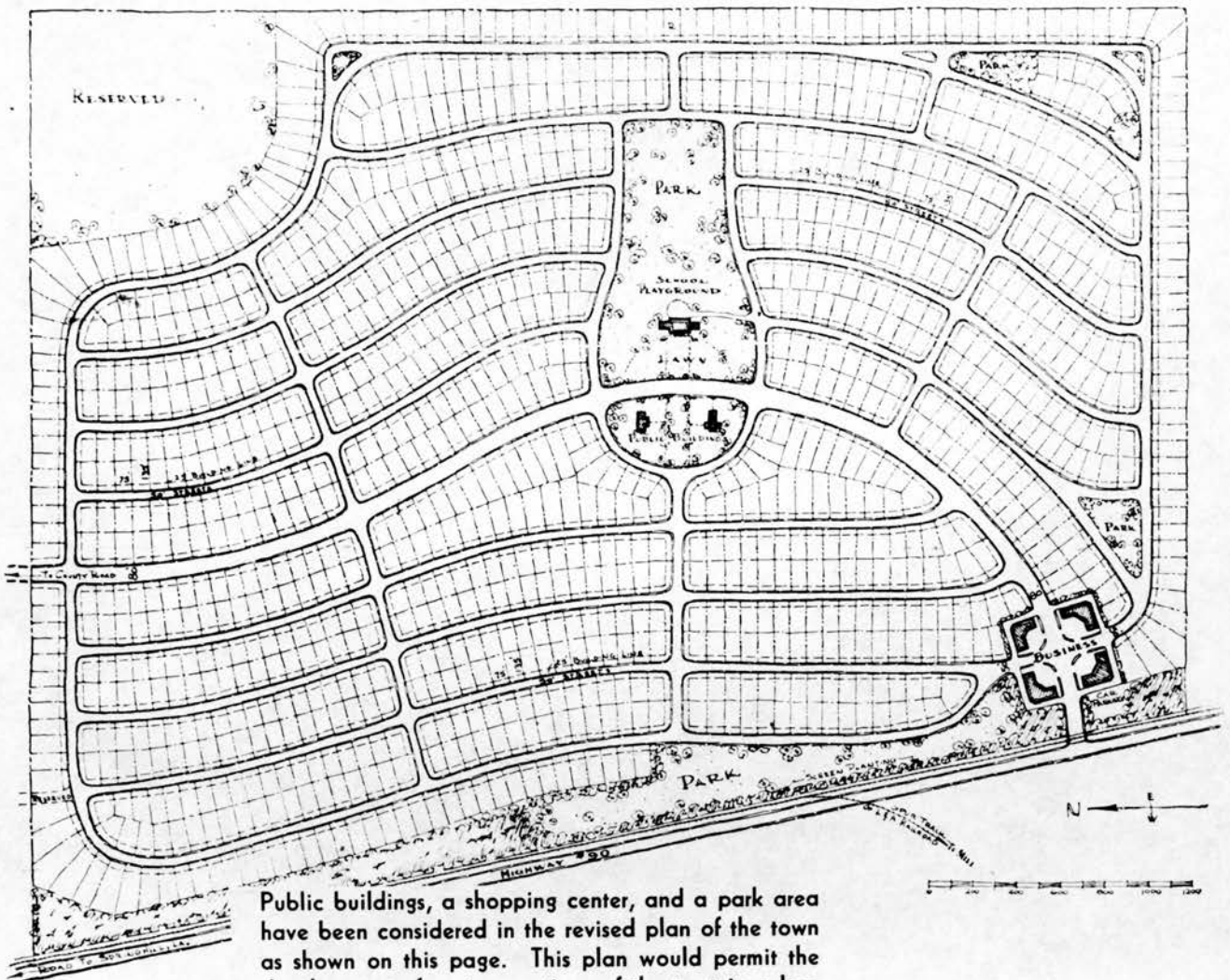
GOOD



The planning of this proposed new town would make an unattractive development due to the monotonous rectangular street system. The plan does not consider the location of a shopping center, school, churches, and other features in relation to the rest of the community



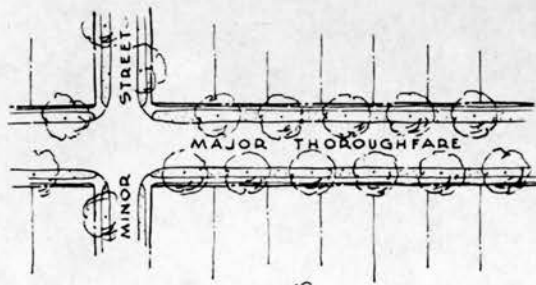
ORIGINAL PLAN



Public buildings, a shopping center, and a park area have been considered in the revised plan of the town as shown on this page. This plan would permit the development of various sections of the tract in a logical and orderly manner as the need might demand

SUGGESTED REVISED PLAN



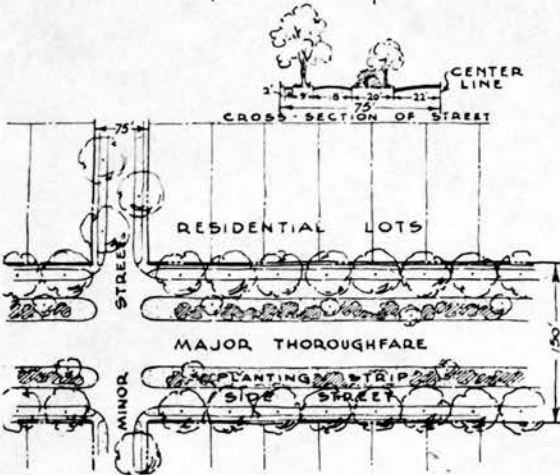


BAD

## PROTECT RESIDENTIAL LOTS AGAINST MAJOR STREET TRAFFIC

When residential lots are located on a major thoroughfare, it is suggested that the through traffic be separated from local service by a planting strip about 20 feet wide.

An 18-foot local service roadway should be located inside of this planting protecting the residences against the noise and dust of traffic, and lessening the street dangers to children. Increase in the desirability of the lots will offset the cost of added street width and the planting of trees and shrubs will add to its attractiveness.



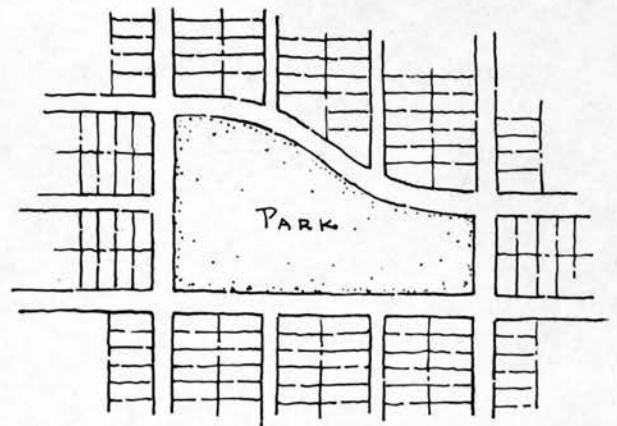
GOOD

## PLAN LOTS TO FACE DESIRABLE VIEWS

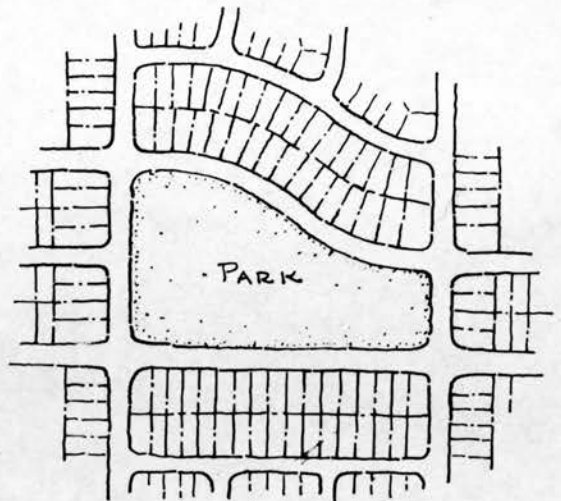
In laying out a subdivision the planner should take advantage of any natural or created beauty spot. Whenever possible lots should be so faced that houses will look out over the park rather than face on side streets.

Developers should give consideration to the arrangement of lots so that the proposed dwellings will not overlook neighboring rear yards, face undeveloped and unrestricted property, nor be exposed to the adverse effects of heavily traveled streets and adjacent nonconforming land uses.

Each lot within a new subdivision should not only constitute a good house site, but also be so planned as to size, shape, and orientation that it takes full advantage of such desirable natural features as views, the slope of the land, sunlight, prevailing winds, shade trees, and adjoining public spaces.

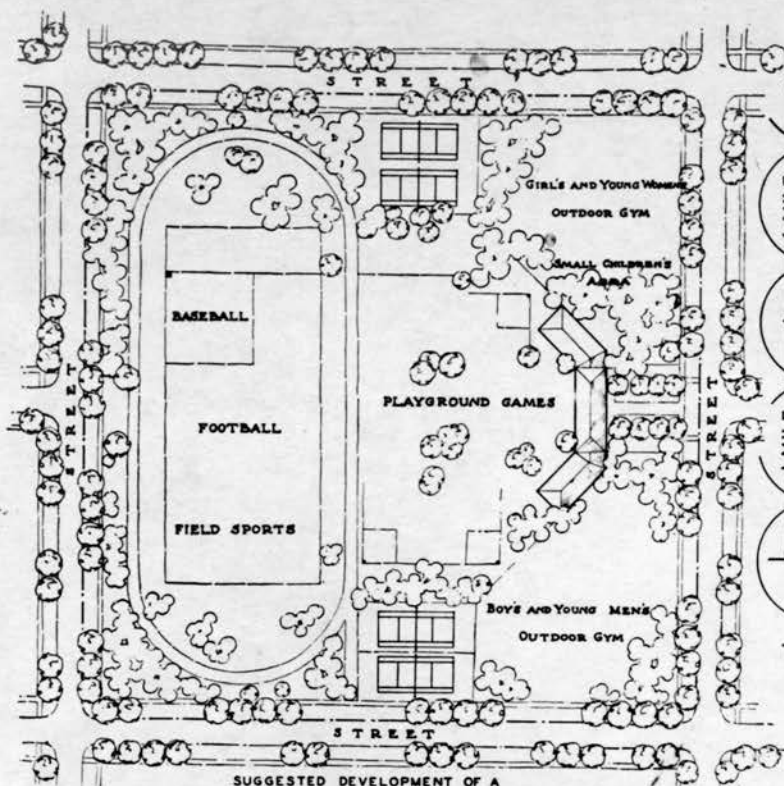


BAD

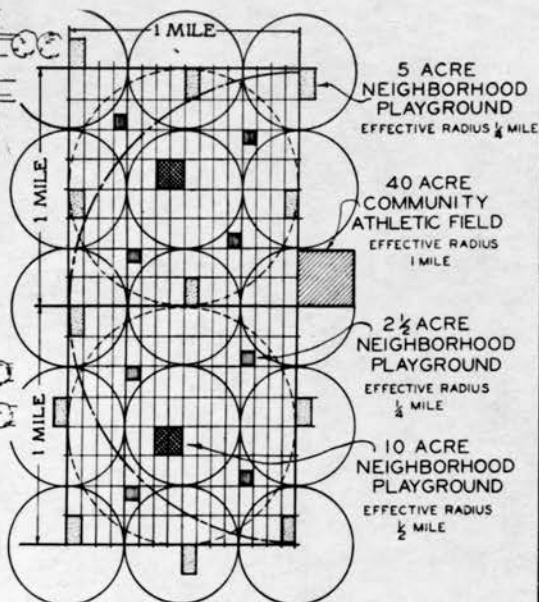


GOOD





SUGGESTED DEVELOPMENT OF A  
NEIGHBORHOOD PLAYGROUND  
OF 10 ACRES

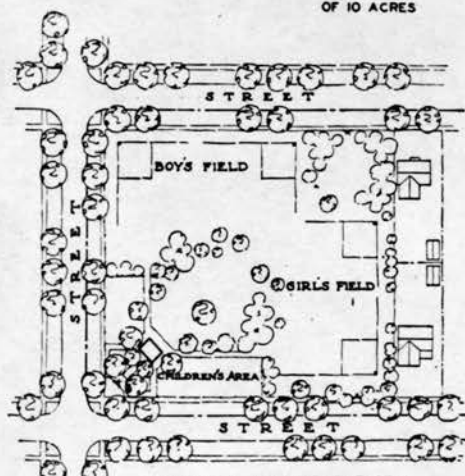


THEORETICAL PLAYGROUND DISTRIBUTION

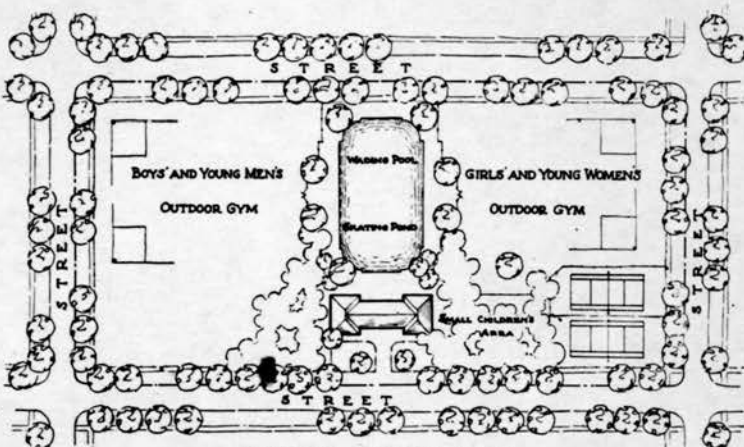
AT AN AVERAGE DENSITY  
OF 12 PERSONS PER ACRE

NOTE -

IN ADDITION TO PLAYGROUNDS EVERY LARGE COMMUNITY  
SHOULD HAVE ENOUGH ADDITIONAL ACREAGE OF WOODED  
LANDS AND NATURAL BEAUTY SPOTS ALONG STREAMS,  
RAVINES, ETC. TO PROVIDE A RATIO OF 10 ACRES OF  
PLAYGROUNDS AND PARKS FOR EVERY 1000 PEOPLE



SUGGESTED DEVELOPMENT OF A  
SMALL NEIGHBORHOOD PLAYGROUND  
OF 2 1/2 ACRES



SUGGESTED DEVELOPMENT OF A  
NEIGHBORHOOD PLAYGROUND  
OF 5 ACRES

## COMMUNITY PLAYGROUNDS

THREE ACRES PER 1000 PEOPLE

