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ST PETERSBURG TODAY
ST PETERSBURG TOMORROW

by

JOHN NOLEN

City Planner

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ZONING LAW 1923

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"THE SUNSHINE CITY"
ST. PETERSBURG, FLORIDA.
CITY PLANNING REPORT

FILE COPY

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1923

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PLANS INCLUDED IN THE REPORT

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VERTICAL FILE
REFERENCE
ST. PETERSBURG, FLA.
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CITY PLANNING REPORT

FOR

ST. PETERSBURG, FLORIDA

ST. PETERSBURG TODAY

St. Petersburg's Relation to the Country

St. Petersburg, "The Sunshine City" of Florida has already acquired a national reputation as a winter resort and as a convention city. Every year an increasing number of tourists make their annual pilgrimage from the Middle West, New York and New England to Florida, the land of perpetual summer, and today Florida and St. Petersburg are synonymous. Florida is the only section in the United States where one may enjoy subtropical climate and vegetation, bird and animal life. Thirty-six hours south by train from Chicago or New York City lands one in St. Petersburg. A short journey of only a day and two nights but a complete change of season from winter to summer.

The Relation to Pinellas Peninsula

Two hundred and seventy miles south of Jacksonville, St. Petersburg is located on the southern end of Pinellas Peninsula and extends across this narrow strip of land from Tampa Bay on the east to the Gulf of Mexico on the West. The city is the largest winter resort on the West Coast and offers attractions that are different from the resort cities facing the Atlantic. The eastern water-front reaches deep water but on the west the shallow stretches of Boca Ceiga Bay separate the mainland from the narrow chain of islands beyond which lie the waters of the Gulf.

The City Itself

The City covers an area of 9,200 acres extending seven miles east and west from one waterfront to the other and one mile north and south, widening out on the Tampa Bay side to a waterfront three and one half miles in length. The greater part of this land is sandy and well drained with a few areas in loam which are excellent for market garden purposes. The entire western section of the city is practically level and only a few feet above high water, while at the eastern end of the city the land rises rather abruptly to a sand ridge running north and south at about the location of Ninth Street at an elevation of 40 to 50 feet.

Width of Existing Streets

When St. Petersburg was laid out years ago the old town was developed with 100 feet streets and in extending this development Central Avenue, First Street North and First Street South have been continued 100 feet wide from Bay to Gulf. This gives an excellent provision for through traffic and makes the local traffic problems within the center of the city very much more simple than would be the case if St. Petersburg had been laid out with the narrower streets that prevail in most of our eastern American cities. While the streets in the city range from 30 feet to 100 feet in width most of the streets in the newer section are 60 feet wide as is also the case with all streets west from Sixteenth Street except the three wide streets above mentioned. Bayboro is laid out with 80 foot streets.

The Local Survey

As a basis for the city planning work a local survey was made of conditions as they existed in 1922. This material consisted of maps, plans, descriptions, statistical data, field notes, photographs and pictures relating to St. Petersburg and the surrounding territory. The information thus acquired was brought together in a bound volume and used as a handy reference in connection with the making of proposed plans, and the writing of the final report.

Cemeteries

There are three groups of cemeteries in St. Petersburg. Greenwood Cemetery, which is only about a block in extent, at the corner of Ninth Street and Ingleside Avenue; Oakland, St. Petersburg and Evergreen Cemeteries at Sixteenth Street and Third Avenue South, and Royal Palm Cemetery, an area of approximately 70 acres, extending from First Avenue South to the City Line about half way between Disston Avenue and Gulfport Avenue. The Royal Palm Cemetery at present quite removed from built-up sections of the city, is, however, easily accessible and is large enough to take care of the needs of the city for many years. It is only a question of time when the property in this part of St. Petersburg will come into development and it is doubtful if it would be advisable to add further to the present cemetery holdings. When the time does come to think about future cemetery property conditions will have become settled, making it much easier to decide where the needed development will take place. It is advisable, where possible, to have a cemetery at least five miles from the central part of a city.

Population

Since St. Petersburg was reincorporated in 1903 it has grown very rapidly and during the last ten years has moved up from twelfth place in population to the third largest city in Florida. In 1910 there was a residence population of 4,127, according to the official United States Census and in 1920 a population of 14,237, an increase of 245%, placing St. Petersburg in a class of only eleven cities in the entire United States to show a gain of more than 200% in each of the last three decades. Conservative estimates for 1921 placed the population at 20,000 while the winter population at the height of the season, according to the Chamber of Commerce record of visitors, was well above 60,000. Many of these winter visitors come from the middle west states and a year ago one state alone had a registration of more than 5,000.

Climate

Due to the fact that St. Petersburg is practically surrounded by water the temperature of the city is much more uniform than that of neighboring places only a few miles inland. The water varies very little summer or winter from 68 degrees and this fact tends to make a difference from 2 to 8 degrees less heat in summer and less cold in winter. The mean winter temperature is 73.66 degrees. Over a period of ten years the highest temperature recorded was August 15, 1916 at 96 degrees, and the

lowest temperature was February 3, 1917 when the thermometer registered 28 degrees. These extremes are high and low for a ten year period and do not represent the range in any one year. Official records show that in a period of 11 years there were only 60 days when the sun failed to shine.

Rainfall

The average monthly rainfall is 4.18 inches. This is distributed through the year with heavier rains of short duration during the summer. These downpours have reached the maximum of 6.51 inches in one and a half hours and in a twenty-four hour period have recorded as high as 15.0 inches.

The wind which has a normal low velocity is for the greater part of the year from the northeast, with only a few hours variation in case of storm. These storms seldom reach a velocity of 50 miles an hour there being but one exception when a gale of 68 miles an hour was recorded on October 25, 1921.

Tides

The mean low tide as related to the city base is 94.8 feet while the mean high tide is an elevation of 99.0 feet. The ordinary tide is about 3 feet reaching high at elevation of 97.5. Occasionally during the spring months an extreme high tide will be registered with an elevation of 101.0 to 101.5. And in one instance, during 1916, the tidal wave reached the extreme high point of 103.2 feet, a rise of approximately $9\frac{1}{2}$ feet from mean low water.

Vegetation

The evenness of the St. Petersburg climate and the absence of killing frosts produces a condition that is favorable to trees and shrubbery of both the temperate and torrid zones. The key note of the country about St. Petersburg is found in the tall pine and the palms producing a striking sub-tropical effect. Tropical plants and flowers are easily grown and the country has much the same character as that of southern France. In addition to the flowers and ornamental trees and shrubs there are on every hand the fruits of the tropics; mangoes, avocados, guavas, papayas, bananas and pineapples as well as the better known orange, lemon, grapefruit and limes. Vines grow wherever opportunity is afforded and brilliant mats of color are produced by such climbers as the purple bougainvillea, orange and red trumpet flower, yellow and white jasmine and the golden allamanda. Roses bloom all the year around and on every hand one sees rows of the brilliant scarlet hibiscus which has come to be so intimately associated with the small homes of St. Petersburg.

Social Life

St. Petersburg is not what is known as a fashionable resort; it is not a rich man's paradise but is just a comfortable homelike sort of city where people enjoy life in the sunshine and the out-of-doors.

Social activity centers about Williams Park and the Waterfront for the life in the open while the big hall in the Municipal Building and the churches are the centers of the social life that is expressed in meetings, parties, lectures and religion. St. Petersburg draws special groups of people and is the headquarters and convention point for many organizations, some of national scope. Every year one of the national baseball clubs takes advantage of the wonderful climate of St. Petersburg and comes there for its spring training period. Among the visitors who winter in St. Petersburg every year are many artists and musicians of fame and as a result many good concerts, exhibitions and lectures are open to the public.

Williams Park

Williams Park is the center of the social life of St. Petersburg and the outstanding feature that is carried away in the hearts and minds of its many visitors. Here at almost any hour of the day, from early morning to late at night, can be heard the clink of horseshoes and the click of roque balls. Under the trees are long tables where there are continuous games of checkers, chess and dominoes, and in all available places, seats for those who wish to rest quietly and look on at the activities of the ever changing crowd. In the center of the park is a large white shell bandstand with benches for hundreds of listeners, and here every evening during the season are held as fine band concerts as money can buy. Debates and open forum meetings take place daily in scattered parts of the park and there is never a moment during the day when there is not something of interest for the sojourner. The only drawback about Williams Park is its size. It is only a city block in extent and if it were three times as large it would still be all actively in use. One of the problems that confronts the city is to provide a place to which some of the Williams Park activities can be transplanted.

Golf Courses

Golf is a most popular form of winter recreation throughout Florida and St. Petersburg is well equipped to take care of this kind of pleasure. The St. Petersburg Country Club and the Coffee Pot Club 18 hole courses have been in use for some years and at the present time two other golf courses are being opened up south of the city. In addition to the private clubs and private golf courses St. Petersburg should have a municipal course open to all, residence and visitors alike. In the future with a much larger population the city could well afford to maintain and operate two such courses located in different sections so as to be convenient and accessible to everybody.

Hospitals

The following hospitals are now located in St. Petersburg.

- City Hospital - Corner of Sixth Street and Sixth Avenue south.
- Faith Hospital - Corner of Seventh Avenue and Eleventh Street north.
- Dr. Green's Private Hospital - 502 Ninth Street north.
- The Spa - Battle Creek Treatments - On City Pier
- The Mercy Hospital (colored) 1126 Fourth Avenue south.

One of the progressive moves that could be started at once would be for the city to acquire a tract of from ten to fifteen acres as a site for a future hospital group. In choosing such a site it should be borne in mind that there are few city buildings that have a more imposing appearance than a group of well designed hospital buildings. Therefore, the location decided upon is as important from the general city point of view as it is from the point of view of the hospital itself. The future development should be planned so that it will be a part of some other important feature of the city plan.

Parks

A beginning has been made in the acquisition and development of park property in St. Petersburg. The most popular open space is, of course, Williams Park with the large Waterfront Park ranking second. Crescent Lake Park has only recently become the property of the city and is not ready to use but is a good piece of park land and contains great possibilities. Shell Mound Park is only a local breathing spot but contains a most interesting Indian Shell Mound which is a real curiosity and should be carefully protected against injury. Mirror Lake and Park are close to the center of the city and will be very important factors in the planning for, and locating of, future public buildings. The High School, Library and one of the grade schools are on property adjacent to the lake. Round Lake Park and Roser Park are good examples of small parkings that preserve natural features in the landscape. The following list gives the park properties in St. Petersburg with their approximate acreages.

Williams Park	3 $\frac{1}{2}$	acres
Mirror Lake Park	30	"
Shell Mound Park	1 $\frac{1}{2}$	"
Roser Park	1 $\frac{1}{2}$	"
Waterfront Park	50	"
Haines Park	1 $\frac{1}{2}$	"
Sunset Park	3	"
Crescent Lake Park	56	"
Total -	146	acres

Recreation

It would be hard to find more ideal conditions for outdoor sports and recreations than are to be had in the St. Petersburg district, and advantage is taken of every opportunity to enjoy life in the open. Many of the visitors who come south each winter are either elderly people or persons in search of health, and opportunity is given them at the Waterfront Park, at Williams Park and on Central Avenue to enjoy the sunshine, mingle with the crowds and be a part of the life of St. Petersburg. For those who wish more active recreation there is provision at different points for baseball, tennis, golf, quoits, roque and other such games. The waters of the Bay offer wonderful opportunities for swimming, bathing, motor boating and yachting, while few places excel St. Petersburg as a resort for those who are primarily interested in fishing.

Hotels and Apartments

The hotels and apartment houses, of which there are more than one hundred in St. Petersburg, are of the highest order, some of them ranking among the best in the South. They are located for the most part near the business center of the city within easy walking distance of the Waterfront and Williams Park. The heart of the so-called Apartment House District is on Third Avenue South between Seventh and Eighth Streets. There is a tendency to build the apartment houses out to the street line and in some cases with balconies over-hanging the side walk. This practice should be prohibited and a more open development encouraged. Sunshine, air and pleasant surroundings should be the drawing cards for a hotel or apartment house in St. Petersburg and those places that can supply such conditions are bound to be popular and prosperous.

Business

The business of the city is, of course, first of all to supply the wants of the thousands of visitors who come each winter, so that while the stores and shops show a seasonal fluctuation in business they are however conducted on a year-around basis of efficiency. The main business district extends along Central Avenue with the center now at about Fourth Street and the development spreading on either side to First Avenues North and South. The center will move west as the city grows and the future high point in values will without question be at Ninth Street. This is already a busy corner and there is much development on Ninth Street both North and South. Scattered stores already extend west on Central Avenue to Sixteenth Street and will continue the entire length of the Avenue as the demand from the building to the north and south warrants it. We feel that a much better effect and better property values can be obtained by zoning this area in such a way as to prevent this stretched out thin development and concentrate it at the principal cross streets. Practically all the wholesale business and yards are located along First and Second Avenues south adjacent to the railroad, or in the vicinity of Fifteenth and Sixteenth Streets. These activities are too much in the center of the city and should in the future be removed to the Bayboro Harbor location and the properties along the proposed railroad right-of-way.

Commerce

St. Petersburg is not a deep water port but developments are under way at Bayboro Harbor where municipal docks are in use and extensions planned giving the city an outlet by water. There is ample room for considerable dock and storage space and the harbor is reached by a 10 foot channel. This commercial district should have direct rail connections and any adequate future planning must take this into account. Direct connection between rail and water transportation is now had at the Atlantic Coast Line Railroad Pier which has a 12 foot channel leading to it. This commercial use is too near the center of the city and the pleasure part of the waterfront and should in the future be removed and provided for at Bayboro Harbor. The Municipal Pier is used for passenger service with lines to Tampa and Pass-a-Grille. This is not a heavy business requiring large boats and the 12 foot channel is adequate. Improvement of the facilities on the pier and an increase in the service will probably be one of the future needs as this part of Florida increases in population.

Schools

In the ten years from 1911 to 1921 the St. Petersburg schools increased in number from three to eight and the valuation of the property, exclusive of the lots, from \$60,000 to \$400,000. In the same period the school enrollment for all grades increased from 815 to 2,941 a gain of 261% for all schools. The six white schools are as follows:

Glenoak
Roser
North Ward
Central Primary
Central Grammar
High School

There is also a colored school at Third Avenue and Tenth Street South.
The public schools are free to visitors.

Florida Art School

The Florida Art School which has a prominent location on the waterfront is the beginning of a movement that seems destined to make St. Petersburg the Art Center of the South. The possibilities for out-of-door work, the picturesqueness and coloring of the natural landscape and the general atmosphere of the whole peninsula and the islands make this location a very desirable one for art work.

Agriculture

With the subtropical climate, a mean annual rainfall of over 50 feet and a mean annual temperature of about 70 degrees, the conditions in Pinellas County are extremely favorable to agriculture. Citrus fruits constitute the money crop of the county. Trucking crops are carried on to a limited extent but no general farming is practised and practically all grain and hay are imported. Eleven types of soil are mapped in the county. Types of the fine sand class predominate there being but two fine sandy loams and one silty clay loam. The Norfolk fine sand is the most important and valuable soil. It is practically the only type used for citrus orchards and commands the highest price. Up to the present time Muck areas have not been extensively placed under cultivation. If drained, they would be easily adapted to the raising of Irish potatoes, celery, strawberries, and other truck crops. There is a large acreage of undeveloped land in the county, some of which is adapted to the production of citrus fruits and some to the growing of truck. Either of these lines may be profitably extended.

Waterfrontages

Shore and beaches of St. Petersburg district are among the chief assets and present a variety of attraction. Tampa Bay with its commercial development, boat piers and its pleasure features is the active part of the waterfront. Boca Ceiga Bay on the other side of the city presents by comparison a wild natural unspoiled beauty. The islands beyond are particularly attractive in their present state and the St. Petersburg Beach here located is one of great beauty, its long unbroken curve of white sand contrasting strongly with the deep color of the waters of the Gulf.

The Bayous-- Big, Little and Coffee Pct-- have still again a different type of scenery and are sheltered water areas that offer first class frontages for the development of high grade estates and attractive homes.

Points of Interest in the Region

Using St. Petersburg as a center there are numerous trips that can be made to surrounding points of interest. Within a short distance of the center of the city one can walk to such places of interest as - Shell Mound, Mirror Lake, Round Lake, Roser Park, Fountain of Youth and the Municipal Pier with the Spa and Aquarium. The street cars reach points more distant as Davista. The Jungle, Alligator Farm, Gulfport, Big Bayou, Little Bayou, Coffee Pct and St. Petersburg Country Clubs. Auto trips are popular and good roads make travel easy for day trips and picnics to such places as -

Pinellas Point	Clearwater
Maximo Point	Pass-a-Grille
Lake Maggiore	St. Petersburg Beach
Gulfport	Dunedin
Pinellas Park	Ozona
Largo	Southerland
Belie-air	Seaside
Wall Springs	Crystal Beach
Tarpon Springs	Anclote River
Indian Rocks	

Opportunities are many for those who enjoy water trips, boating and fishing. The more popular trips being -

Pass-a-Grille - Bathing, fishing and stone-crab dinners.
Anna Maria Beach - Fine fishing and bathing.
Fort Dade - Government Coast Artillery Station, Egmont Key.
Fort DeSoto - Government Quarantine Station on Mullet Key
Manatee, Bradentown and Palmetto - Famous fruit and garden sections.
Longboat Key and Cortez - Fishing resorts.
Sarasota - Beautiful tourist town on Sarasota Bay.
Tampa - Large port. Cigar Manufacturies.

ST. PETERSBURG TOMORROW

Increased Popularity of Florida

During the war and in the years that have followed since, a considerable portion of the tourist travel that formerly was directed toward Europe has been diverted to Florida. Also because of the high railroad fares many people in the eastern part of the country who were in the habit of spending the winters in California have changed their plans and have gone south instead. For the last year or two Florida has been consistently advertised and continually larger areas are being opened for development. As the natural attractions become better known and as the agricultural and business opportunities are seen, there will be an increasing growth in Florida's popularity. Florida has been the one section of the country that has suffered least during the period of depression that is just passing.

Increase of Winter Travel to Florida

The increase in winter travel to Florida is strikingly shown by the improvement and the quantity and quality of the railroad service. During the winter season through sleepers can be had from all the larger Eastern and Middle Western cities to the important resort points in Florida. Better roads have encouraged the use of the automobile as a means of travel and already through bus service "De Luxe" has been organized between Florida cities and points as far away as Boston, Massachusetts.

The Everglades

The whole central part of southern Florida is covered by the little known territory called The Everglades. This is still a pioneer country and it is only within the last few years that people have come to realize the vast possibilities that lie in its rich soil and its wonderful climate. During the coming year the St. Lucie Canal should be completed and with this engineering work in operation the question of flooding of the Everglade lands should be a thing of the past. Because of the nearness of The Everglade region to the eastern coast, and because the canals have led in that direction the development of this land has always been thought of as an East Coast project.

As roads and transportation lines are built The Everglades will be as accessible to the West Coast as they are to the East Coast, and St. Petersburg and other cities in that section will feel the influence of the development. The Everglades today are one of the most interesting, picturesque and attractive parts of Florida. There is nothing else like it anywhere in the country and thousands of tourists would be attracted here if only means of transportation were provided. The proposed road from Miami to Tampa will make it possible to travel this country and will carry heavy traffic just as soon as it is opened.

Increase of Automobile Tourists

The automobile is becoming every day more of a factor in daily life. The broad outlook for the next few years is one of increased business and prosperity for the entire country, and this will mean more automobiles owners, more money and more leisure for touring. The good road movement and the installation of frequent service stations and garages makes it easy for one to travel from one part of the country to another as it was a few years ago to travel about between the larger cities. This phase in the development in the next few years will mean much to Florida.

Tourists Auto Parks

Florida was formerly thought of as a rich man's winter resort. This is not true today and many people of very moderate means are able to enjoy a change from the cold winters in northern states. Within the last few years some sections of Florida have had rather unfortunate experiences with the so called "tin can tourists" and efforts have been made to discourage this class of visitors.

Throughout the West there has been a development of auto tourists' camps, in many cases on an elaborate scale. These have provided very comfortable accommodations and conveniences for campers and have charged only a nominal fee. The result has been a very good class of visitors who have added to the business of the town and in many cases have been induced to settle permanently where they have had such an attractive welcome. A well organized system of tourists' camps, properly supervised and safeguarded, scattered throughout Florida would do much to encourage a very good type of tourist and would materially benefit those cities in which they were located. St. Petersburg could well afford to be a leader in this movement and to maintain one of the finest and most popular camps in the country.

Growth and Population

The State of Florida has had a steady growth in population from 331,422 in 1890, to 528,542 in 1900, and to 968,470 in 1920. It is only at the beginning of its possibilities and this increase will continue as the country opens up, new industries are started and more and more agricultural land is brought into the raising of fruit and early vegetables. Tourists come and stay and St. Petersburg can look forward to having a population, even on the most conservative estimate, of 30,000 people by 1930, while the winter population will only be limited by the accommodations provided and the attractions offered.

Area affected

The entire southern end of the Pinellas Peninsula is in reality one topographical unit and could best be developed in that spirit by the adoption of a comprehensive plan for the region. The area that would intimately affect St. Petersburg and that might be included in any such planning would be that part lying south and east from the Boca Ceiga and Old Tampa Bay Canal to Point Pinellas and including the islands on both coasts. This is the St. Petersburg district. On a Map of Pinellas County we have prepared a study showing a scheme of main traffic arteries through this district and also the big areas that should be set aside to make a complete park system surrounding it.

Need to Control Development

One of the problems of the St. Petersburg of tomorrow is the adequate control of private development. The adoption of a general plan will go a long way toward insuring the carrying out of those main features that have to do with the general welfare, but in addition to this it will be necessary to exercise control of private enterprises to prevent nuisances and injuries to adjacent property. A rigid examination of plats before their acceptance and a zoning ordinance supervising not only the building within the city but also that of the larger area which will be tributary to the greater St. Petersburg will be necessary to produce the desired results.

Preservation and Enhancement of Natural Advantages

St. Petersburg was founded and has grown because of the advantages that have been bestowed upon the site and the neighborhood by a benevolent Nature. As a rule the growth of our cities has despoiled the natural

surroundings and has turned what was once an attractive landscape into the most commonplace development and oftentimes worse. It has been said, and with reason, that man is the only animal who desecrates the surroundings of his habitation. The preservation of the natural advantages that belong to the St. Petersburg region and the enhancement of the beauty that already exists there is a work that should be kept continually active, insuring for the future generations the glories of today.

Architecture

The architecture of a city plays a large part in its appearance. A century ago different parts of the country had their own particular style that predominated in the building and gave to the town or city as a whole a definite character and individuality. With the improvement in means of transportation and a widespread movement of people over the continent this state of affairs changed. Today we have New England Colonial houses in California, California bungalows in New York and Dutch Colonial and Mission homes in Illinois. What is true of house building is equally true of the business part of town. From one end of the land to the other banks, office buildings, the five and ten cent store and the regular department stores present the same marked characteristics. St. Petersburg has an opportunity to do something quite different and be unique among American cities. There is a strong tendency even now to build of stucco and concrete, use bright colors and to follow the general Italian and Spanish styles of architecture. These types of buildings are particularly pleasing in the Florida landscape and harmonizes well with the sand, the sunshine and the deep color of the surrounding waters. This practice should be encouraged. It may not be possible to compel anyone to follow a particular style and method of building but by education, example and the creation of a civic pride in the appearance of St. Petersburg much could be accomplished. St. Petersburg tomorrow can present a much greater unity and a real distinction if those who are interested in its development will make the necessary effort.

Character of the Future City

After looking over the past history of St. Petersburg and studying the facts and figures of the Survey the question arises as to what it is that they tell us about the future city, the St. Petersburg of Tomorrow. The answer to that question is the basis for, and the governing influence in, the preparation of the proposed city plans. That St. Petersburg will grow is without question. Its climate, its location and its present predominance in the surrounding region make that a certainty. That the built-up area will expand and that practically all the southern end of Pinellas Peninsula will be a sort of greater St. Petersburg is also a fair assumption. What the future character of this larger city and its environs will be, however, is very much a question of what the present generation wishes it to become. Within the next few years main roads will be laid out, subdivisions put on the market and the foundation begun for the future. If these first steps are properly undertaken the superstructure that will arise can be one of the finest in the country.

St. Petersburg should be predominantly a city for rest, recreation and happiness, one of the play places of the nation. Factories, heavy industry and large commercial developments are not needed to make St. Petersburg great. They can be more economically developed elsewhere and should be discouraged and even prohibited. The future lies in another direction. The acquisition of parks and playgrounds, the development of the shore front, bathing beaches and boating facilities, the establishment of community centers making home life convenient and attractive and the building up of the surrounding territory with small farms and estates, with truck gardens and citrus groves will produce opportunities for the sort of living that will make the St. Petersburg of Tomorrow one of the truly great resort cities of the country.

Local Color

Individuality is the key note that sets a person, a place or a city in a position of distinction. Anything that will make St. Petersburg different from other places will attract attention to it, and anything that is in itself desirable will add greatly to its popularity. Local color could be had in many ways, through clothing, foods, customs, etc., but it can also be added by special planning, by architecture, by planting, and the development of parks, and other public and semi-public properties with a character adapted to local conditions. The adoption of an official city color, or combination of colors, that could be used everywhere in a great variety of ways, in flags, in awnings and in connection with the painting of seats, fences and small structures would give the city a gay appearance, yet one of harmony and unity.

FIRST STEPS IN PLANNING

Approval of a General Plan

The first step toward a right working out of future problems of St. Petersburg is the adoption of a comprehensive city plan. Such a plan does not need to go into elaborate details nor hard and fast lines for the entire future structure. It should, however, establish the main lines of communication, the main mass of park areas and also determine the predominant uses of the different areas in the city to be. With the skeleton or framework of the entire area assured, it will be possible to allow a great deal of freedom to individual owners in carrying out their local developments.

Real Estate Subdivisions

There may be some objections raised by those who are used to a simple division of land into rectangular blocks as the other method does not always produce so many lots to the acre and is more difficult to plan and lay out. Such objections may be partly true but the city as a whole should be less interested in the number of lots than it is in producing attractive, convenient, well planned places. The person who builds a home lives with the layout for years after the producer of it has been forgotten. Owners of real estate could devote their energies more profitably to the selling of locations than merely to the selling of so many feet of land.

It is the location of property that counts and it is proper planning that determines the location. The real value of a lot depends not so much on its size as upon its surroundings, its accessibility and its relation to streets, parks, views and such features. In the long run the method proposed for land subdivisions would be more profitable to all concerned.

Escape from the Checkerboard Plan

The unplatted sections of St. Petersburg, west of Sixteenth Street, are comparatively level and could be easily developed on a checker plan by simply extending the existing streets from the present Tampa Bay side through to Boca Ceiga. But such a plan would be monotonous to the last degree and produce a most unattractive and uninspiring place in which to live. In making the proposed plans for the development of this section we have broken up the gridiron arrangement and have introduced some convenient diagonal together with broadly curving streets and wherever possible have followed the outline of some natural feature. At the same time, however, we have maintained through straight lines of communication and preserved enough rectangular street layout to provide opportunity for that type of development and to act as a sort of base from which to carry out the more elastic, freer method of subdivision.

Control of Private Development

Even in the case of the local streets and local plans, however, there should be a strong control exercised to prevent a disjointed, patchwork effect. There may be attempts in the opening up of new property by developers to try and change lines of travel, logical trend of traffic and park locations for their own gain. They may attempt this by the introduction of extra open spaces, extra wide streets, short diagonal connections and by paving local streets in advance of the permanent paving of proposed thoroughfares. Such attempts to circumvent the proposals of the city plan should be discouraged, for while they might be advantageous to the real estate promoter in getting rid of his land they perpetuate adverse conditions that the purchasers and residents of the section would have to contend with probably as long as the city exists. The careful consideration of "The Acceptance of New Plats" proposal cannot be too strongly emphasized. Acreage which is laid out now and passes into small individual ownerships is practically established for all time on those lines.

On the other hand, conditions and customs change so that it is not well to be too rigid and exacting in a formulation of requirements. Owners of large tracts of land should be encouraged to work out their developments in conjunction with neighboring tracts, and each subdivision should be judged on its own merits and in its relation to the whole plan. Initiative and originality are invaluable and if rightly applied can make St. Petersburg's suburban developments not only among the most interesting, but also the most unique and attractive in the country.

Small Farms and Estates

In the plan for the newer areas to be developed we have suggested that certain broad stretches be designed with small estates predominating and others with

small farms. There will be a varied demand for property and to layout the entire city area in small lots would simply flood the market with that type of development and cater only to one class of purchasers. St. Petersburg is primarily a resort city and the people come for rest and pleasure and the open development of land should be encouraged. Where the soil is favorable small farms of from one to five acres should be planned. Just back from the Country Club and from the shore property is an excellent location for the development of small half acre and acre estates.

Railroad Problem

An early decision as to what is to be done in regard to the present railroad relocation in St. Petersburg is highly important in connection with the future development of the city. Years ago when the railroad lines were laid out the chief object was to get as near the center of the city as possible. With the increased facilities for local transportation this feature is no longer necessary and it is decidedly objectionable to have the dirt, noise and smoke that come from the operation of the railroads and the wholesale and manufacturing places that are dependent upon them so near to the retail center of the city. This is particularly true in a city of the character of St. Petersburg where the business center is used so much by the thousands of visitors not only for shopping but for pleasure, recreation and hotel accommodations. It is also undesirable to have railroad lines cut through any more of the residential section than is absolutely necessary in order to adequately serve the city. In studying the railroad problem the first consideration has been the consolidation of railroad right-of-ways, a Union Station and a joint use of harbor and shipping facilities. We have therefore recommended that the Seaboard Air Line be diverted from its present location and carried just south of Thirtieth Avenue east to the present location of the Atlantic Coast Line Railroad. The two would then run south between Twenty-Fifth and Twenty-Sixth Streets to a Union Station location at Central Avenue, then continuing south with an easy curve to a location just north of Eleventh Avenue bringing them by a straight line to Bayboro Harbor. Both of the present locations beyond Thirtieth Avenue would be abandoned for railroad purposes. This proposal would greatly simplify the entire railroad question as far as the city is concerned and would facilitate operation from the railroad point of view.

Railroad Grade Separation

The proposed relocation of the railroad would simplify the question of grade eliminations by greatly reducing the number of crossings. There would be only one crossing at Central Avenue and as the land at this point is at approximately elevation 50.0 it would be possible to depress the railroad and effect a simple grade separation at this point. Two other important grade separations would be the Disston Avenue and the proposed Dixie Avenue crossings. Here the street could be carried over the railroad and on the north side approaches to the incline would be reached from Thirtieth Avenue by special arrangement as shown on the plan. It might be advisable in the future study of the railroad relocation to consider further eliminations, but these principles would take care of all through traffic in and out of the city without the necessity of crossing at grade a through railroad line.

Main Thoroughfare System

The main thoroughfare system of St. Petersburg should be definitely established well in advance of the subdividing of the outlying property to insure the carrying through of the main streets along definite lines. The system has been worked out by making the most of existing streets now used as thoroughfares and joining these up with proposed streets, making a continuous network covering the entire area of the future city. The main lines of this system have been thought out in connection with a broader planning that would reach to all important points in the lower end of Pinellas Peninsula. The main east and west artery is of course Central Avenue connecting Tampa Bay waterfront with Davista, and there branching north over Park Street following the shore to Clearwater and branching south to the bridge connecting with Long Key and Pass-a-Grille and with the proposed shore drive to Gulfport. This main artery is paralleled the entire length by two other 100 foot streets, First Avenue North and First Avenue South. The one outstanding north and south thoroughfare at present is Disston Avenue which very nearly divides the lower peninsula into two equal sections on a north and south line. This highway would extend from Gulfport through to the mouth of the Old Tampa Bay Canal and with two branches, one going direct to the head of the proposed Gandy Bridge and the other to Largo. The second north and south street of importance which will probably pass through the future main business corner of St. Petersburg is Ninth Street. Ninth Street would extend from Lake Maggiore where it connects with the shore drive at Big Bayou north through the city to Thirtieth Avenue from which point it would branch to the Gandy Bridge and Pinellas Park. The remainder of the main thoroughfares are located approximately at half mile intervals, Thirtieth Avenue, Seventh Avenue North, Seventh Avenue South and Lakeview Avenue are carried straight across the entire city. First Street, Fourth Street, Sixteenth Street in addition to Ninth Street are planned as through streets within the older part of the city. Beyond Sixteenth Street, Twenty-Second Street is carried from Ponce de Leon Circle to DeSoto Circle proposed, from which points traffic is carried on over diagonal routes. Still further beyond, Thirty-First Street and Gulfport Avenue are proposed as straight streets leading south while the same lines of traffic north are taken care of by the proposed extension of Thirty-Seventh Street and the new Pinellas Avenue. To facilitate the distribution of traffic from Disston Avenue a series of diagonals have been planned connecting with important points in this outlying section. The other proposal in connection with the Main Thoroughfare System can best be grasped and appreciated by a study of the main thoroughfare diagram included in the report.

Street Sections

The recognition of standard street sections will be a great help in carrying out the main construction details of the thoroughfare system. With typical sections it is possible to build parts of a through street at different periods and yet have uniform results when the whole is completed. On the other

hand in the minor local streets more variety and special treatments are well worth while provided they meet minimum requirements. We have included in the report a sheet of Street Sections showing typical subdivisions of streets with different uses. The types shown are for Minor, Secondary and Business Streets and a Main Thoroughfare. The roadway widths are based on an 8 foot traffic lane which is an adequate unit for pleasure and light trucking. A 2 foot unit is used for sidewalks. In the Business Street Section we have suggested the roofing over in a uniform way of a part of the sidewalk. This would form a protection against both sun and rain and provide an attractive place to promenade before the shop windows.

Street Widths

The main streets of the Thoroughfare System, that is Central Avenue, First Avenue North and South, Ninth Street and Disston Avenue are all 100 feet in width. The other important streets of the system should be laid out 80 feet in width while some of the less important roads that form part of the Park System could be reduced to 60 feet.

Central Avenue

Central Avenue is the center of life in St. Petersburg. The many seats along the street where thousands of people congregate and enjoy the activity of the crowd without actually being a moving part of it is unique and one of the distinctive features of the city. This idea should be carried consciously a step further and planned out so as to improve the appearance of the avenue and the general question of maintenance. We have included in the report a sheet of details showing what could be done with Central Avenue if the property owners would act together, or if the city should take up the proposals for the benefit of all. The scheme would be to devote a 14 foot strip next to the curb, paved with small stones, to the use of seats and planting. The seats would be arranged in groups making not only a more orderly appearance but also making pleasanter opportunities for groups of people to get together. Between the seats are shown palm trees which would give part shade and add a touch of green to the street. A bit of color also could be added by the use of baskets with flowers and hanging plants attached to the trolley poles. This has been done with excellent effect on Market Street, the main business thoroughfare of San Francisco. The scheme also proposes that the buildings for an entire block be arcaded uniformly forming a 12 foot covered walk along the store fronts--protection against sun and rain. These arcades could be built under the building fronts, or with a balcony above and the building set-back. This balcony would be a big attraction and could be used for serving refreshments or as waiting rooms. Flower boxes along the balconies would be another attractive feature in connection with the street. The arcading of the street would make it possible to have 20 feet of sidewalk in addition to the 14 feet occupied by the seats. If the number of winter visitors continues to increase some such relief on Central Avenue will be necessary.

New Park System

The Park System for the immediate use of the city itself has been planned as a belt about the area which is likely to compose the larger city with a few large parks and innumerable small parks scattered through the area in such a way as to be within approximately a half mile of all residential property. Beginning with the large Waterfront Park on Tampa Bay the scheme would be carried by Salt Creek Parkway along the shores of that stream to Lake Maggiore then west by Seminole Parkway and Inlet Parkway to the Boca Ceiga waterfront. From here the parkway would extend north by way of Bayside Parkway, Boca Ceiga Park, then along the waterfront of Davista and through the Jungle to Thirtieth Avenue. Thirtieth Avenue and North Boulevard as proposed would form a broad double parked street extending straight from one waterfront to the other and bringing the circuit back to the shore and Waterfront Park. The large park in the north part of town and adjacent to this boulevard as part of the circular system is shown as Osceola Reservation. This main system for the city itself would eventually be a part of a much larger system which would form a complete circuit around the lower end of the peninsula and include many of the islands on both coasts.

Pleasure Drives

Bordering the larger reservations in connecting up the numerous small parks would be a series of pleasure drives extending through all parts of the city. These drives would be well planted and in connection with the park areas would produce some of the most attractive residential property in the city.

Parkway Sections

To further explain the development of parked streets and boulevard connections for the different parks we have shown a sheet of typical sections. This covers a Sixty Foot Parked Street, a Boulevard along Park and a special treatment for Dixon Avenue with a central parking strip. The parked streets, with good trees and shrub planting, spaced through the city at approximately half mile distances would be welcome breaks in the rectangular street system and pleasant ways for pleasure travel from one section to another. In planting these streets full advantage should be taken of the native trees and shrubs and such others as are typical of the climate and the character of the city.

Recreation and Play Areas

The local school grounds which have been proposed throughout the city at approximately a unit distance of one mile from each other would be the basis for the playground activities for all children of school age. Recreation for older people would be provided in connection with the various local parks and parkways. In addition to the local needs recreation for visitors and tourists would be specialized in connection with Waterfront Park, Crescent Lake Park and Grove Park. Maggiore Parkway and Lake, Osceola Parkway Reservation and Boca Ceiga Park would be large areas where people could go for all day visits, picnics and similar forms of recreation.

Municipal Athletic Field

At Fifth Avenue and Twenty-Sixth Street we have proposed a large Municipal Athletic Field of about 30 acres in extent. This field would be available for the National League Teams that train at St. Petersburg for the local state league, high school contests and for other large gatherings of that general character. Being adjacent to the railroad it would be an ideal location for circus and fairgrounds.

Gandy Bridge

The Gandy Bridge project now under construction which will form a new short cut across Old Tampa Bay from Tampa to St. Petersburg will be open for traffic within a few years. This route will come into St. Petersburg over Fourth Street and will make of it one of the chief entrances to the city. With the completion of this bridge building lines should be established on Fourth Street making possible its widening ultimately to 80 feet. This new route will save some twenty-five miles in distance and will make a loop connection through St. Petersburg and Clearwater to Tarpon Springs. St. Petersburg will thus be on a continuous line of travel for those coming from the north into Tarpon Springs or up from Fort Myers over the new proposed Tampa-Miami Trail.

Bridges

In addition to the Gandy Bridge a bridge has been proposed at the western end of Central Avenue connecting the city with Treasure Island. This would carry the main street of the city through to the Gulf. In drawing up the plan for Sunset Park at Davista this proposed extension of Central Avenue has been taken into account. Short bridges at Blind Pass, John's Pass and Indian Pass would make possible an outside drive along the keys from Pass-a-Grille to Indian Rocks. Another proposed bridge, more local in character, is proposed across Coffee Pot Bayou from Twenty-Sixth Avenue. It is also suggested that a bridge be built over the inlet at Gulfport to connect up with the proposed Shore Drive.

Tamiami Trail

With the completion of the Tamiami Trail, which is now under way it will be possible to cross the Everglade country and make a circuit connection by automobile between the east and west coasts of Florida. This will mean a much larger number of transient tourists. While now it is a time taking trip from one coast to the other with this new way opened up and with bus lines in operation practically every one who goes to Florida to see the country will travel down one coast and return by way of the other.

Canals and Drainage Ditches

There are a few areas in St. Petersburg and in the immediate surroundings that will require a system of drainage to make them suitable for development. These areas should be treated as units and the work undertaken by some co-ordinating agency such as the city. The ditches and canals can then be properly run and the development of the property made to conform to the drainage lines.

Colored Population

St. Petersburg does not have a particularly large colored population but like all southern cities it has its colored sections. These areas are sure to grow as the relative percentage of white and colored population is apt to continue about the same as at present. The principal colored area lies between First Avenue South and Fourth Avenue South and extends from Seventh Street to Sixteenth Street. There are two other areas, one to the North of Central Avenue between Second and Fifth Avenues and Ninth and Thirteenth Streets, the other of about four blocks in extent south of Central Avenue near Twenty-Second Street and the city limits. The area north of Central Avenue has been suggested for a large intown park area and the future colored section would thus be a single unit and all to the south of Central Avenue. This area we have suggested as being bound on the south and west by the proposed new location for the railroad and industrial areas, and extending east roughly to Ninth Street and north to Third Avenue. The north and east boundaries are not so easily determined at the present time but will be governed largely by new developments that take place along these streets.

City Planning Legislation

Before the city can proceed with the solution of many of the problems it will be necessary to secure legislative authority and to enact ordinances providing for the carrying out of the plans and other proposals. These legal questions have been carefully studied by Mr. Frank B. Williams, of New York, and the necessary procedures and forms have been reported upon by him to the St. Petersburg Plan Board.

Zone Plan

In making the Zone Study for St. Petersburg we divided the city into five districts according to use. Each district would also carry with it its own height and area restrictions. These districts have been designated as follows:

- Industrial Districts
- Business "A" Districts
- Business "B" Districts
- Hotel and Apartment Districts
- Resident Districts

Public properties have been shown separately and would constitute a district of their own under the control of the city.

Industrial Districts

The Industrial Districts have not been made of great extent as it is felt there will be very little demand for factory development in St. Petersburg. Aside from a few light industries these areas will be used chiefly for storage, wholesale places and warehouses from which goods are shipped and received either by rail or water. The Industrial Districts have been confined to property abutting on the railroad, or in connection with the Bayboro Harbort development.

This district would include the first class retail shopping center of St. Petersburg and would extend from the water front west to Twenty-Seventh Street one block west of the proposed Station Plaza, and in width would include First Avenue North and First Avenue South with extra space on Second Avenue at either end and at Ninth Street. This would be the only district in St. Petersburg where relatively tall buildings would be allowed and here they should probably be restricted 80 feet in height.

Business "B" Districts

This second Business District would be an extension of the first shopping area with practically the same restrictions except that the height of the buildings would be limited to three stories or 40 feet. In addition to the extension of the first district two other areas one about the proposed Sunshine Square at Disston Avenue, and the other at Davista have been set aside as shopping districts. Neighborhood store centers have been planned for at special points and important street intersections so as to bring a store group within a half mile walk of all residential areas.

Hotel and Apartment District

Because of the special character of St. Petersburg and the abnormal demand for hotels and apartment houses we have proposed that a special district be set aside for this class of occupancy in addition to those that would ordinarily be located within business districts. The largest of these areas extends along the water front from Seventh Avenue South to Ninth Avenue North and west to Ninth Street south of Central Avenue and Fifteenth Street north of Central Avenue. Two other districts along Central Avenue, one at Disston and the other at Davista have been designated for this use. Four other smaller districts have been located which would tend to grow up with a special rather high class type of development. The two on the west side are located, one at the proposed Circus near the Country Club, the other at Community Center where Lakeview Avenue reaches Boca Ceiga Bay. The other two locations are on the east coast in connection with Big Bayou and Coffee Pot Bayou.

Residential Districts

The remainder of the area within the limits of the zoning plan not set aside in the other use districts would constitute the Residential District. It is probably not wise to have more than one class of restriction for residence property, but local private restrictions governing special developments and giving them distinctive character would be desirable and should be encouraged.

Zoning Ordinance

The Zoning Ordinance is designed to restrict and regulate private property in such a way as to protect and safeguard it from undesirable developments and nuisances. The zoning study that has been presented would be the basis for the final Zone Plan which could only be put into its final shape after a careful detail local study and consultation with local property owners. The general lines of the study are however based

on fundamental principals of planning and can be subject to little alteration except in local instances. The chief aims behind the proposed ordinance should be first, to protect the single family house residential district from apartments, hotels, business and industry; second, to set aside areas for apartments and hotels, for business and industrial developments. The hotel and apartment district being restricted against business and industry and the business district being protected from industrial encroachments. The residential district would include only single and two family houses together with such appurtenances as usually accompany home property. Churches, institutions, public and semi-public buildings should be allowed by special permission or presentation of definite plans as to their exact location and character. A special zone has been established for apartment houses and hotels as we feel that such buildings injure single family residence property because of their extra height and more intensive use of the land. Two business districts have been designated "A" and "B". The use in both cases would be practically the same with the exception that in the "B" district the restrictions on wholesale and light manufacturing uses would be more strict. Any use allowed in either the Residential District or Hotel and Apartment District would be allowed in the Business Districts. The chief difference between the two districts would be a matter of height and "B" district would require more open building. The Industrial District would contain the railroads and allow for manufacturing and storage except that any uses which would be in any way harmful or objectionable to attractive living conditions in the city would be prohibited. All uses allowed in the other districts would also be permitted in the Industrial District but housing developments and uses which could be better provided for in other places should be discouraged because of the small amount of land which it is desirable to set aside for industry. The restrictions governing height and bulk of buildings would be specified in connection with each use district thus avoiding the complication of separate districts for each of these classes of restrictions thus making the whole ordinance much more simple

LOOKING TO THE IMMEDIATE FUTURE

Civic Center

In looking to the future of the city one of the problems that will arise very soon is the question of the location for necessary public buildings. The Concordium and a Municipal Building have already been discussed and are both much needed improvements. St. Petersburg is at the beginning of its program for building of permanent structures and has little in the way of present building to prevent starting in the right way to plan for future attractiveness and beauty. Mirror Lake is the outstanding natural feature near the center of the present retail district and close to what will be the future business center of the city. Already about the lake the city owns considerable property and the new High School and Public Library here located will also fit into any scheme for future development of the area.

A plan has been proposed showing the possibilities for the grouping of public buildings in the Mirror Lake district. The dominating feature is the proposed Plaza at the head of Merrell Avenue on the axis of the lake. Here a square with a large central parked space opening on to the water is designed and about this open area the principal public buildings are grouped. A Concordium to the east, the Municipal Building and the Fire and Police Station to the west face each other across the square. The First Avenue side would be occupied by a store building which should be designed to harmonize with the public structures and it is suggested that the central feature on the axis of the park be the entrance to the principal theatre in the city.

A new Post Office building adequate to meet the future needs of the district is shown located at the corner of Merrell Avenue and Eighth Street, convenient to the future Ninth Street center. West of the lake are additional locations for a Junior High School and one other future public building, while on the east side a Memorial Square has been planned near the Library, with Memorial Hall on the axis of Second Avenue. North of the lake a square is developed in connection with the High School, which has been shown with the future extension, and a site for a Church and a Field House for Mirror Lake Park. This square, with its surrounding buildings, would add an attractive feature in this part of the city. Mirror Lake Park would be available for some of the High School athletic activities and would be very convenient for this purpose.

The present Post Office would be transformed into a Tourist's Club cornering on Williams Park. The location is particularly good for such purpose and the building could easily be refitted with rest rooms, registration bureau, etc. Another feature of this scheme is the footway which would be developed in a special manner connecting the Concordium with Williams Park and thus making the park a part of the Mirror Lake development.

The Waterfront

The Waterfront Park offers the greatest opportunity St. Petersburg has for a distinctive and unique development that would add tremendously to the attractiveness of the city. The park, the moles and the beach should be the center of activity and the gathering place for the crowds of winter visitors who throng the city. At the present time the waterfront is not as popular as it should be because of the lack of proper facilities and because of the lack of organization in its activities.

One of the big needs of St. Petersburg is an adequate bathing beach near to the center of the city. Half of the enjoyment in connection with ocean bathing comes from the time spent lying on the sand and playing about on the beach. By a proper system of channeling and dredging it would be possible to make along the waterfront, both sides of the Yacht Harbor broad stretches of sand beach. There has been some comment that sand beaches in this vicinity become dirty, but there is no more reason why they should be allowed to remain dirty than there is for not cleaning the streets of the city.

The plan proposed for the development of the waterfront divides the area into three sections. North Park and Baywood Park extending from Second to Seventh Avenue North would be developed with grass areas, trees and groves with a special feature in the way of a rose garden. This area would be used as a quiet restful place for the enjoyment of the ocean, the beach and the bathing. The bandstand and dance pavillion here located would mean that much of the time music could be enjoyed from this area.

The second section, from First Avenue North to Second Avenue South, includes the Moles and the Yacht Basin. It is shown developed with public and semi-public buildings and is planned as an area of activity. Here would be the Boat House, Bath House, the Spa, special tourists' shops and Refectory. The Natural History Building and the Aquarium would also be interesting features.

The third area, extending from First Avenue South to Seventh Avenue South, would be the active recreational section of the Park. Here would be provision for field and track events, baseball, tennis, bowling, quots and rogue courts. A Field House is shown on the axis of Fourth Avenue and would contain lockers, showers, storage for equipment, etc. In the center of the area is an open space surrounded by a third of a mile track. This area would be an excellent place for holding pageants or other similar entertainments.

Separating the beach from the park would be a low retaining wall just high enough to prevent damage from extreme high tides and along the top of this wall would be a broad promenade, palm shaded and lined with seats.

Automobile parking spaces are provided at convenient locations in various parts of the park in connection with the different activities. These areas would be sufficient for ordinary use and in case of large gatherings the entire inside half of Beach Drive could be used for parking purposes.

New Union Station

The consolidation of the railroads will make possible the combining of the two passenger stations and unifying the facilities. We have shown a location for the proposed Union Station at Twenty-Fifth Street North and facing south on First Avenue North. The proposal is to depress the tracks and carry the railroads under First Avenue North, Central Avenue and First Avenue South. The train platforms will be on the lower level with ramps to the main waiting room and station on the street level.

The block either side of Central Avenue, between Twenty-Fifth and Twenty-Sixth Streets would be developed as an open parked area which would form an attractive entrance to the city for those arriving by train. This space could also be used as a sort of out-of-doors waiting room for those who had more than a few minutes to wait. The two blocks adjoining the park to the east, between Twenty-Fourth and Twenty-Fifth Street, would be thrown into a Station Plaza to take care of the extra traffic that would occur at this point and provide necessary parking space. This Plaza with a central treatment would serve to interrupt the long stretch of Central Avenue and relieve its monotony. A well designed monumental shaft located here would be very effective and would be a sort of guide to the station from long distances in either direction.

Sub-centers

One of the needs in the development of greater St. Petersburg will be the proper construction of local neighborhood centers. These local centers with their store groups, churches, clubs, semi-public buildings and in some cases schools and other public buildings should be the real center of neighborhood activities and should be expressive of the life of the people in the surrounding sections. Usually such centers grow up without control or guidance and are neither convenient nor attractive. St. Petersburg has a wonderful opportunity to make this side of civic development what it should be and through zoning and thus concentrating activities at one point should be able to get attractive and worthwhile results. The forms of the intersections themselves are varied being primarily the result of the relation of the main thoroughfares at these points. This difference in plan and form and the difference in character of the different sections of the city should lead to unique and distinctive building up of these local community centers.

The Automobile Problem

The automobile problem has two different phases in a city like St. Petersburg. First is the congestion of moving traffic on thoroughfares, and second the question of parking.

St. Petersburg is particularly fortunate in having so many wide streets. A street that will accommodate four lines of moving vehicles will be adequate for almost any amount of traffic. The problem comes at important street intersections. That is why we have suggested that the principal intersections be opened up and planned as traffic squares and open park areas. This treatment spreads the traffic out and prevents to a great degree the usual bad conditions that occur at simple right angle crossings. The introduction of parallel streets and a complete system of main thoroughfares will do a great deal to solve traffic problems by making it possible to get about the city from one point to another without throwing practically all the traffic over the same main street.

The large number of extra wide streets in the business section make the regular parking problem a comparatively easy one, it being mostly a matter of regulation. In plans for new centers and at points of new activity provision for automobile parking should be included in the design and made a special requirement of the planning.

Grove Park

The area north of Central Avenue, between Second and Fifth Avenues, Tenth and Thirteenth Streets, which is now occupied mostly by colored families has been shown developed as a large play place and park close to the center of the city. The property is well wooded and if properly designed and planted would make a very attractive park. Williams Park is small and already greatly overcrowded and the proposal is to transfer those activities which require considerable room, like quoits, roque, etc., to Grove Park. Here there would be plenty of room for indefinite expansion and special arrangements could be made to handle the crowds in connection with championship contests and tournaments.

Lake Maggiore

The one big outstanding feature in the southern part of the city is Salt Lake, now better known as Lake Maggiore. The shores of this lake are suitable for development for park purposes and in some sections have the characteristic jungle tree and vine growth. This type of vegetation which is so interesting to visitors from other parts of the country is in many places being wiped out and here is an opportunity to preserve its character and make it one of the chief attractions of this particular park. Facing on the parkway surrounding the lake would be many ideal sites for large, high class private estates.

Aviation Field

Because of the constantly increasing use of airplanes and the development in aviation, especially in the Florida district, it is important that St. Petersburg should plan early the development of the Aviation Field for land machines. This would be in addition to facilities on the waterfront for hydroplanes.

The site selected is just north of Thirtieth Avenue at Sixteenth Street, and should contain in the vicinity of 200 acres in order to have an ideal landing field. This location is near to the center of the city and near to the Post Office in case the field is to be used in connection with the postal service.

Boca Ceiga Park

Boca Ceiga Park is the large natural recreation park on the west side of the city. This would serve the entire western section as an area for athletics, for the enjoyment of the waterfront and for boating. The park is large enough and should be developed in such a way as to have many quiet corners for family gatherings and all day picnics. It is suggested that a Zoological Garden be established here. With warm weather the entire year and no excessively hot weather in summer this should be an ideal place for the building up of a really noteworthy Zoo. Such a feature could easily become famous and would be a real attraction in visiting St. Petersburg.

Local Parks

In a country of perpetual sunshine, shade and especially the shade that comes from trees and vegetation is always welcome. The small local parks of one block in extent scattered through the rectangular part of the city, after the manner of the local parks in Savannah, would be very welcome after the area became built-up. In the outlying area these local parks are mostly triangular in form coming at the angular intersection of main thoroughfares. A development of these parks would do much to make the future residential section of St. Petersburg one of the most attractive of any city of its kind.

The Islands

As part of the future park development of St. Petersburg the islands on both coasts should be taken into account and their possibilities utilized. They are quite varied in character and offer exceptional opportunities for recreation, fishing, bathing and boating.

Some of these islands would be ideal for bird sanctuaries and for special developments of a similar character. It would be also possible in certain sections to establish cottage or camp colonies which might be developed under some sort of municipal control. Other of these islands should be preserved just in a natural state with perhaps landings provided so that they might be used as picnic and camping places by boat parties.

Point Pinellas

Of all the points in the shore park system perhaps no one stands out more prominently than Point Pinellas. From here one may obtain wonderful panoramic view of lower Tampa Bay, the island and keys. This location is the site of one of the oldest settlements on the peninsula and a special development at this point would be decidedly appropriate and an excellent objective for drives from St. Petersburg.

The Jungle

The Jungle should be publicly owned and preserved because of its tropical and interesting character. Such places are all too few in the district and are usually not preserved under private ownership. As a broad principle in park planning the municipality should own all property that is distinctive or unique in character in order to retain it for the enjoyment of future generations.

High School Athletic Field

The present High School site is only just large enough for the building and in a few years when it becomes necessary to enlarge the building the only means of extension will be north on property already occupied with houses. The only provision for athletics near the High School is the field in Mirror Lake Park. This serves as a recess exercise place but is not large enough to adequately take care of modern High School Athletics for both the boys and the girls. We have shown the proposed High School Athletic Field located between Thirteenth and Sixteenth Streets North and between Ninth and Thirteenth Avenues North. This field which contains about 25 acres is sufficiently large to meet future requirements. It should be developed with ball fields, running track, tennis courts and other recreational features and designed for the use of girls as well as boys.

Schools

Due to the character of a large part of the population and their short stay in St. Petersburg there will always be a great demand for private schools and schools of special character. However, with the building up of the country west of Sixteenth Street new schools will be necessary and we have shown sites for future schools at important points in the plan at a unit distance of practically one mile. This means that very few children will have to walk more than half a mile to school and that the schools will be easily accessible being related to some part of the thoroughfare system. The school grounds have been shown from four to six acres in extent in order to take care not only of the recess play but the general recreation and play of all classes of children all the year around-- during the summer vacation as well as during the months of the school term.

Development of the Region

A proper plan of St. Petersburg involves the study and planning of a wide region, including all of Pinellas County and even beyond, as illustrated, for example, by the importance of the Gandy Bridge to Tampa and the Tamiami Highway, connecting the west coast of Florida with the east coast; diagonal thoroughfares from Disston Avenue leading to the northeast to Gandy Bridge, and to the northwest to Largo and on to Clearwater and Tarpon Springs; also the Gandy Bridge connection to the northwest, providing a shorter and more convenient route to the whole of the north end of the peninsula; connections north to Oldsmar and along the coast of Boca Ceiga Bay to Annona, Belleair and Clearwater. All of these connections are illustrations of the necessity for broad, farsighted and imaginative planning. It must also be planning for a long time ahead, representing improvements that will require, perhaps, decades for full realization. What is true of these main connections by highway is also true of large land reservations, especially of such land as is peculiarly suited for recreation and at the same time not of such a character as to be valuable for building property. Examples of such land are shown in the areas south of St. Petersburg along the coast, around Lake Maggiore and extending across the southern end of the peninsula from Gulfport to Big Bayou. Other examples are Pappys, Smack and Weeden Bayous on Tampa Bay, along the Four Mile Bayou, and the areas indicated on Boca Ceiga Bay and especially Cross Bayou, following the general line of the Boca Ceiga and old Tampa Bay Canal.

A broad plan for the future of St. Petersburg and Pinellas County should also unquestionably include the islands, beaches and keys to the west and south of Boca Ceiga Bay, notably Mitchell's Beach, Treasure Island, St. Petersburg Beach, Long Key, Pass-a-Grille, Pine Key, Bird Key, Bush Key, etc. The actual island areas that should be included in public reservations the form of control and the legal jurisdiction are matters requiring further investigation. The main point of this recommendation is to draw attention to the unique and attractive character of these islands and to urge public spirited action looking toward their preservation for the enjoyment of the whole resident population of the peninsula and the visitors.

Establishing the Character of the City

One large purpose of the present city planning studies is to check the policy of drift with regard to the physical layout of St. Petersburg and the surrounding territory, and establish the main features by the adoption of a city plan providing especially for all main lines of communication and for the reservation of the various large areas of land needed now or in the future for public purposes. This plan aims also to put the stamp of individuality upon St. Petersburg and the surrounding country. The site of St. Petersburg is a striking example of individuality in a city, with marked characteristics distinguishing it in many respects from other cities. Its topographical character, its water frontages, its vegetation, should surely have found expression in a city plan, a city development and a city life with a form and flavor unlike that of other places.

Here is an opportunity still for wise and skillful city planning. The site is one of rare distinction, without serious obstacles to the execution of the plan with an assured future growth and development. If St. Petersburg is to realize to any great extent the advantages to be had from the city planning proposals, it must recognize more fully than it has heretofore the fact that it is a resort city with an opportunity to attract greater and greater numbers of tourists annually, and to provide for them more successfully. Plans for its future should include an escape from the monotony and commonplace character of the gridiron plan, provide for recreation through the establishment of park and play areas in larger and more varied ways, and ennoble local civic life through the appropriate development of public, semi-public and even private buildings. Such planning should include a proper regard for the importance of first impressions, and careful development of all water and railroad approaches to the city.

Future City Limits

St. Petersburg already occupies a large area for a city of its present population. It stretches across the peninsula from east to west a distance of over seven miles, and occupies on Tampa Bay north and south a strip of land three and one-half miles in length. This city, assuming a preservation and enhancement of its natural advantages and a progressive and business like public policy, is sure of future growth. The areas in which there is greatest freedom for attractive development, and which therefore have the largest possibilities for success, are those immediately north and south of the present city limits. St. Petersburg therefore should look forward to the annexation sooner or later of the territory extending to Thirtieth Avenue on the north, and Lakeview Avenue on the south. In the meantime any city planning legislation proposed should give the city control of all important features in the platting of this additional territory.

City Planning Finance

There are several ways of considering the cost of city planning. One would be merely the cost of making general city plans, which is a relatively small sum even for large cities. After a comprehensive city plan has been prepared, there is a need for a permanent city plan office with the employment of a local assistant, usually in connection with the engineering force, to give all or nearly all his time to city planning projects. Some arrangement should also be made for continuing, at least in a supervisory capacity, the services of a widely experienced city planner. The other phase of city planning finances is that involved in connection with the carrying out of public improvements. Of course the cost of most of these improvements must be provided, whether there is a comprehensive plan or not. City Planning does not necessarily involve increase

in these expenditures. In fact the figures for a long period, assuming anything like the same standards of public work, would usually show a decrease in the cost of carrying out public improvements under a carefully considered city plan, as compared with carrying them out without such a plan. In that sense city planning really pays. The principal methods available for financing large public projects of cities are bond issues, special assessment and excess condemnation.

The limit of a city's borrowing ability, that is, the amount of net indebtedness which cannot be exceeded, is generally fixed either in the state constitution or city charter as a certain per cent of the city's assessed valuation. This percentage varies greatly in different parts of the country, being as high as ten per cent and as low as two per cent. Where the limit of bonded indebtedness is five per cent, or under, of the assessed valuation, the requirements of municipal life according to even average American standards, can scarcely be successfully provided.

The levying of an assessment on property which has received special benefits because of a public improvement is a method which is increasingly attractive to American communities; first, because it is based upon the equitable principle of placing the burden on the properties that are directly benefited; and secondly, because it furnishes a considerable increase of municipal income. There are now many striking examples of the increase of value of private property through wise expenditures in street widening, in the establishment of parks and parkways and in the improvement of waterfronts.

The financial method proposed for getting more results from the community's outlay and for making the money of the city go further presupposes a city plan. It also presupposes a zone plan, and a zone ordinance dividing the city into districts, thus increasing the desirability of each district or zone for its purposes. A general city plan for main thoroughfares, for parks and for waterfronts, will tend to properly stabilize genuine real estate values, and will make special assessment for benefits derived more equitable to the property owners and more remunerative to the community. However, the chief financial return of city planning is in the prevention of error in physical developments and the consequent waste of public money.

The Ultimate Goal of Pinellas Peninsula

After an examination of the general plans for the improvement of St. Petersburg and a consideration of the recommendations contained in this report, it may seem to some citizens of St. Petersburg that the program is too large and the plans too ambitious. We believe that the proposals are practicable and not nearly so difficult as they might at first seem to be. Cities grow. With their growth changes and extensions are made.

These usually occur in haphazard and piecemeal fashion. They are costly-- more costly than need be. A comprehensive plan provides a sounder method, a more continuous and more permanent policy, and such a policy carries with it true economy. Well conceived ideals are more practicable than they seem. Nothing in the program of St. Petersburg is essentially new; nothing is untried; nothing is experimental. Furthermore, everything in the proposals for St. Petersburg is in keeping with the character of the topography and environment of the city, in harmony with the purposes of the city's existence and in accord with its future success and prosperity. St. Petersburg needs to get in line, needs to grasp more securely its peculiar opportunity as a resort city, and to take such leadership among the Florida resorts as nature has accorded it.

While the income from tourists to Florida must be large even at the present time, it has the possibility of great increase. As an example, an official statement has recently been made that Maine receives yearly six hundred thousand tourists, who spend in the state a total of fifty-five million dollars. These figures are announced as a conservative estimate.

St. Petersburg has taken its first step toward a comprehensive plan. In order to secure the benefits from that first step there must be a diligent following up of general planning, by more detailed planning, and there must be above all a cordial spirit of cooperation and a public spirited backing of enterprises for the common good by the various departments of the city government, working harmoniously with semi-public bodies and with the people at large.