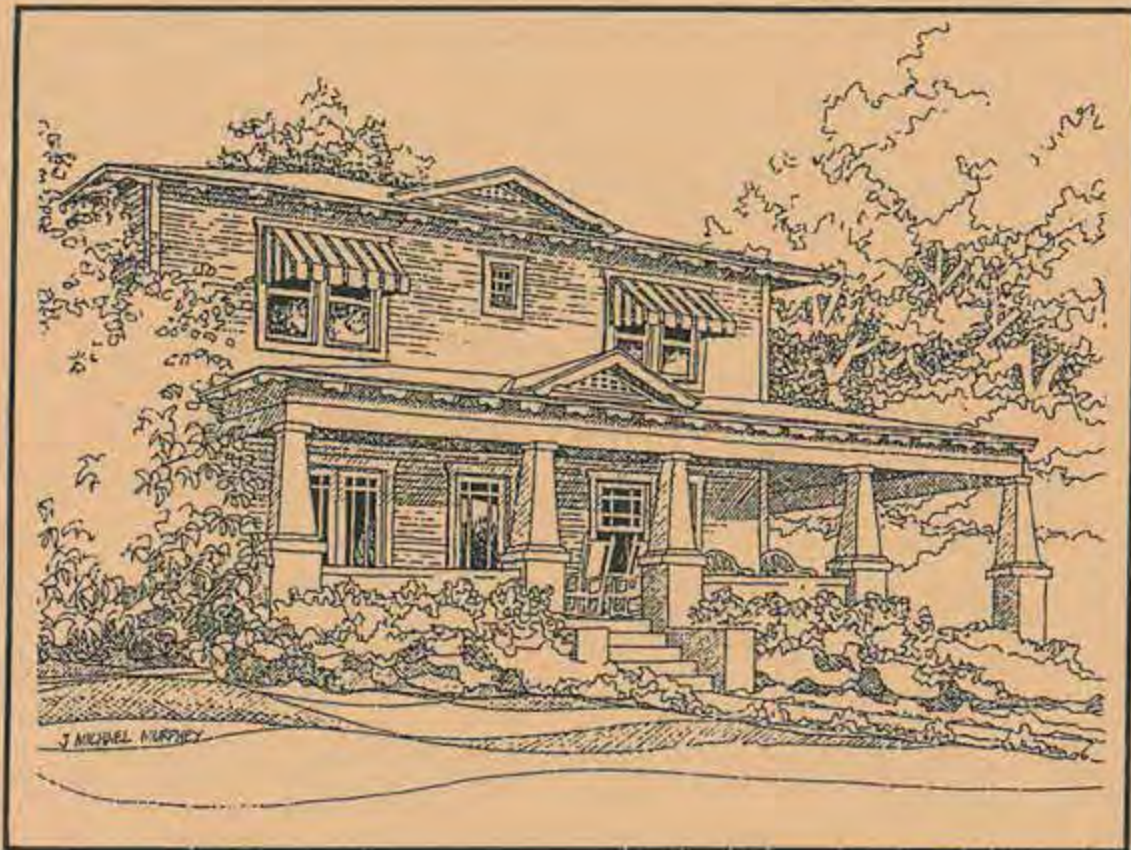


# **SOUTH LAKE MORTON**

## **NEIGHBORHOOD IMPROVEMENT STUDY**



**CITY OF LAKELAND  
PLANNING & COMMUNITY  
DEVELOPMENT DEPARTMENT  
MAY, 1988**

SOUTH LAKE MORTON  
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TABLE OF CONTENTS

	<u>Page</u>
I. INTRODUCTION . . . . .	1
II. SUMMARY OF RECOMMENDATIONS . . . . .	5
III. ANALYSIS OF EXISTING CONDITIONS . . . . .	7
IV. PROBLEMS & OPPORTUNITIES . . . . .	20
V. GOALS, OBJECTIVES & STRATEGIES . . . . .	23
VI. NEIGHBORHOOD IMPROVEMENT PROGRAM . . . . .	24
Land Use	
Zoning	
Public Improvements	
Regulation	
Recognition	
VII. SCHEDULING AND FURTHER STUDY . . . . .	38
VIII. APPENDIX . . . . .	41
1. Resident Survey Questionnaire #1	
2. Tabulated Survey Results #1	
3. Resident Survey Questionnaire #2	
4. Tabulated Survey Results #2	
5. Existing Zoning Classifications	
6. SPI Ordinance	
7. Housing Survey	
8. Proposed Zoning Classifications (New Ordinance)	
LIST OF MAPS	
FIGURE 1. District Boundaries	1
2. Present Zoning	9
3. SPI District	9
4. Proposed Zoning	27
5. Streetscape	31
6. Tree Plantings	31
7. Parks/Recreation	32

## I. INTRODUCTION

### A. PURPOSE & SCOPE

The South Lake Morton Historic District (National Register Listed 1985) is a well-defined residential neighborhood immediately south of downtown Lakeland. Although historically significant, years of disinvestment have caused the neighborhood to decline in appeal to the prospective owner-occupant, with resulting relative declines in property values and general appearance. Residents of the neighborhood asked that a study be conducted to identify problems and outline a program for neighborhood improvement.

The City of Lakeland's Preservation Board, through the Department of Planning and Community Development, commissioned such a study in August 1987. The study, presented in the following pages, analyzes existing conditions, identifies problems and opportunities and presents a program for enhancing the value and appeal of the neighborhood. Attention is focused upon three basic areas of concern: Land use and zoning; public improvements such as sidewalks, lighting and right-of-way landscaping; and architectural review governing construction and alteration. These are the areas in which public action can be taken to stimulate appropriate private reinvestment in the neighborhood.

### B. STUDY AREA

The South Lake Morton Historic District, shown in Figure 1, is the location of Lakeland's southward residential expansion between 1906 and 1926. As the first major suburb of Lakeland, the neighborhood

# DISTRICT BOUNDARIES



SOUTH LAKE MORTON NEIGHBORHOOD

FIG. 1

contains the residences of many 20th century community leaders, professionals and workers.

The neighborhood contains architectural styles prevalent between 1900 and 1940. However, it is the style popular during the 1920's - the Bungalow - that dominates the area, reflecting the tremendous growth of the city during Florida's boom period. In fact, the study area contains the largest concentration of pre-1930 residential buildings in Lakeland, and maintains a high level of architectural integrity even today. Adjacent residential areas do not match the integrity of architectural resources found in the South Lake Morton Neighborhood.

The western boundary of the study area is dominated by S. Florida Avenue. This heavily traveled arterial supports "strip" commercial land uses typical of growing cities. Such development is limited to the half block facing S. Florida Avenue, transitioning quickly to residential uses.

Bisecting the study area at its approximate center are McDonald Street and Success Avenue. These collector streets carry east-west and north-south traffic through the area, and create the only signaled intersection within the neighborhood. Like all study area streets, McDonald and Success are two lanes in width.

Ingraham Avenue defines a portion of the neighborhood's eastern boundary. This collector road primarily serves through traffic while separating somewhat dissimilar neighborhoods.

The South Lake Morton Neighborhood is in many ways a typical grid subdivision. Most streets meet at perpendicular intersections, forming blocks typically 250 to 300 feet in the east-west direction, and from 300 to as much as 1,200 feet in the north-south direction. Blocks usually contain alleys running in the direction of the longest block dimension which are used as utility rights-of-way and for solid waste collection. Garage apartments are common along the alleys, creating a "second" neighborhood not readily visible from principal streets.

Most streets within the area are lined with a mature canopy of oaks planted during the early development of the neighborhood. One- and two-story homes with front porches face the street and sit on relatively narrow (50'-60') lots. This pattern of a traditional single-family, pedestrian-scale neighborhood is seldom broken by commercial or multi-family development. In fact, the original pre-1930 character of wood frame homes lining quiet brick streets is typical throughout the study area, giving the neighborhood a feeling uniquely its own.

Although the official National Register Historic District is the primary area of study, it is also important to consider conditions just outside the boundaries of the district, since these areas influence trends within the study area for better or worse.

#### C. RESIDENT SURVEY

Two different resident surveys were distributed at two separate neighborhood meetings.

During a neighborhood meeting on August 18, 1987, approximately 105 attending residents were introduced to the neighborhood study, its purpose and intent. In addition, they provided specific input by way of a questionnaire by answering two questions: 1) What do you like best about your neighborhood? and, 2) What improvements are needed? Seventy-two surveys were returned.

The residents were quite specific in their likes as well as their recommendations for improvements. Best liked attributes mentioned more than 20 times were the neighborhood's central location, historic character, tree cover and landscaping, and the residential atmosphere and stability.

By far the most requested improvement was stricter code enforcement, with encouraging property maintenance being mentioned next most frequently. The two requests are closely related and point out the results of declining owner-occupancy. The third most requested improvement, rezoning to preserve single family character, was followed by stricter traffic controls, sidewalk repair and construction, better lighting, more landscaping and protecting/improving brick streets.

The tabulated survey results and sample questionnaire are included in the Appendix.

Prior to finalizing recommendations, a second neighborhood meeting was held to inform the approximately 110 attending residents of the proposals. Again, a questionnaire was distributed seeking specific input regarding each attendee's opinion of the proposed recommendations.



Seventy residents and owners responded to the survey. The proposed public improvements in the neighborhood received almost everyone's support. However, two normally controversial recommendations received overwhelming support - and that is a surprising and very positive sign for the neighborhood's future. The results are reproduced here.

	<u>In Favor</u>	<u>Oppose</u>
Rezone to primarily single-family use	59	7
Implement design review for new construction and changes to buildings within the district	63	0

The tabulated survey results and sample questionnaire are included in the appendix.

## II. SUMMARY OF RECOMMENDATIONS

Following is a summary of the most important recommendations made in this report. Prior to finalizing these recommendations, a second neighborhood meeting was held to inform the approximately 110 attending residents of the proposals. Again, a questionnaire was distributed seeking specific input regarding each attendee's opinion of the proposed recommendations.

The tabulated survey results and sample questionnaire are included in the appendix.

### A. ZONING

1. Revise zoning to primarily single-family classifications and thereby encourage reinvestment in order to reduce continued

disinvestment in historically significant single-family properties.

B. PUBLIC IMPROVEMENTS

1. Provide public improvements such as street lighting, sidewalk repair and extension, street and alley repair and maintenance as a visible sign of public reinvestment. Provide playground for young children and improve maintenance of lakeshore areas.

C. REGULATION

1. Review new construction, demolition, alteration, additions, repair and rehabilitation of properties for design compatibility. Permits requested would be reviewed by the Historic Preservation Board's Design Review Committee prior to issuance.
2. Establish an area inspection program to provide adequate enforcement of housing and fire codes.
3. Encourage flexible approach to site development regulation to allow historically appropriate site design.
4. Improve parking and traffic flow in coordination with Florida Southern College, City Library, Polk Public Museum and other principal traffic generators.

D. RECOGNITION

1. Improve perception of the neighborhood as an ideal location close to shopping, schools, library, art museum, college and

lakes. Publicize character of neighborhood qualities, houses, trees, tranquility, home ownership and historic quality.

2. Educate property owners in proper rehabilitation and restoration.

### III. ANALYSIS OF EXISTING CONDITIONS

This section examines both physical and regulatory conditions existing in the neighborhood today.

#### A. LAND USE

The South Lake Morton Neighborhood has seen a basic change in land use during its eighty-year history. Originally an overwhelmingly single family owner-occupied neighborhood, zoning changes have discouraged this traditional pattern in favor of multi-family and renter-occupied housing. During the 1950's and early 1970's significant portions of the neighborhood were rezoned from single-family to duplex and multi-family uses. Since that time, most rezonings have followed precedent, extending multi-family zoning to encompass virtually all of the neighborhood. The impact of these rezonings on land use is clearly shown in the following table.

#### SINGLE FAMILY DWELLING UNITS

<u>YEAR</u>	<u>PERCENT OF TOTAL</u>
1970	55.5*
1980	48.7*
1987	48.4*

\* Neighborhood Housing Service Study - based on 1970 Census.

\*\* 1980 Census/Neighborhood Statistic Program.

\*\*\* February 1987/City of Lakeland Property Information Tax Rolls.

The decline in single-family units as a percentage of total units is dramatic, particularly in light of the limited amount of new construction taking place. By 1980, single-family units had fallen below 50 percent of total units for the first time. This trend appears to be moderating however, as recent declines are insignificant.

A more significant change can be seen in occupancy. While 48.4 percent of housing units are single-family, only 31.9 percent of units are owner-occupied. This demonstrates that while the former single-family pattern remains important, more of these properties are becoming investor owned. Unlike the trend toward multi-family housing, the increase in investor owned properties shows no sign of slowing.

OWNER/OCCUPIED VERSUS INVESTOR/RENTED  
DWELLING UNITS

<u>YEAR</u>	<u>PERCENTAGE OF OWNER/OCCUPIED DWELLING UNITS</u>	<u>PERCENTAGE OF INVESTOR/RENTED DWELLING UNITS</u>
1970	43.2	56.8*
1980	40.9	59.1**
1987	31.9	68.1***

- \* Neighborhood Housing Service Study - based on 1970 Census.
- \*\* 1980 Census/Neighborhood Statistic Program.
- \*\*\* February 1987/City of Lakeland Property Information Tax Rolls.

Over the long-term, this trend toward investor-owned, renter-occupied housing will diminish maintenance and improvement of the historic homes and further discourage owner occupancy. This is perhaps more significant to the improvement of the neighborhood than the proportion of multi-family to single-family units.

## B. ZONING

Currently, the South Lake Morton Neighborhood contains seven zoning districts and one special overlay district. Included are single-family, duplex, PUD, multi-family, and commercial classifications. They are:

- RA-1: One-family Residential
- RA-3: One-family Residential
- RB-1: Two family (duplex) Residential
- RM-1: Multiple-family Residential
- PUD: Planned Unit Development
- C-1A: Limited Commercial
- C-2: Retail Business

In addition, those portions of the neighborhood immediately surrounding Florida Southern College are subject to an overlay zone - Special Public Interest (SPI). The existing zoning pattern is shown in the accompanying maps (Figures 2 and 3). The specific provisions of these districts are included in Appendices 5 and 6.

The zoning district encompassing the greatest amount of area within the neighborhood is RM-1: Multiple-Family Residential District. This classification covers essentially the western and eastern thirds of the neighborhood, areas originally developed primarily for single-family use. Today, the majority of buildings within the RM-1 district continue to be those designed for one-family occupancy.

# PRESENT ZONING CONFIGURATION

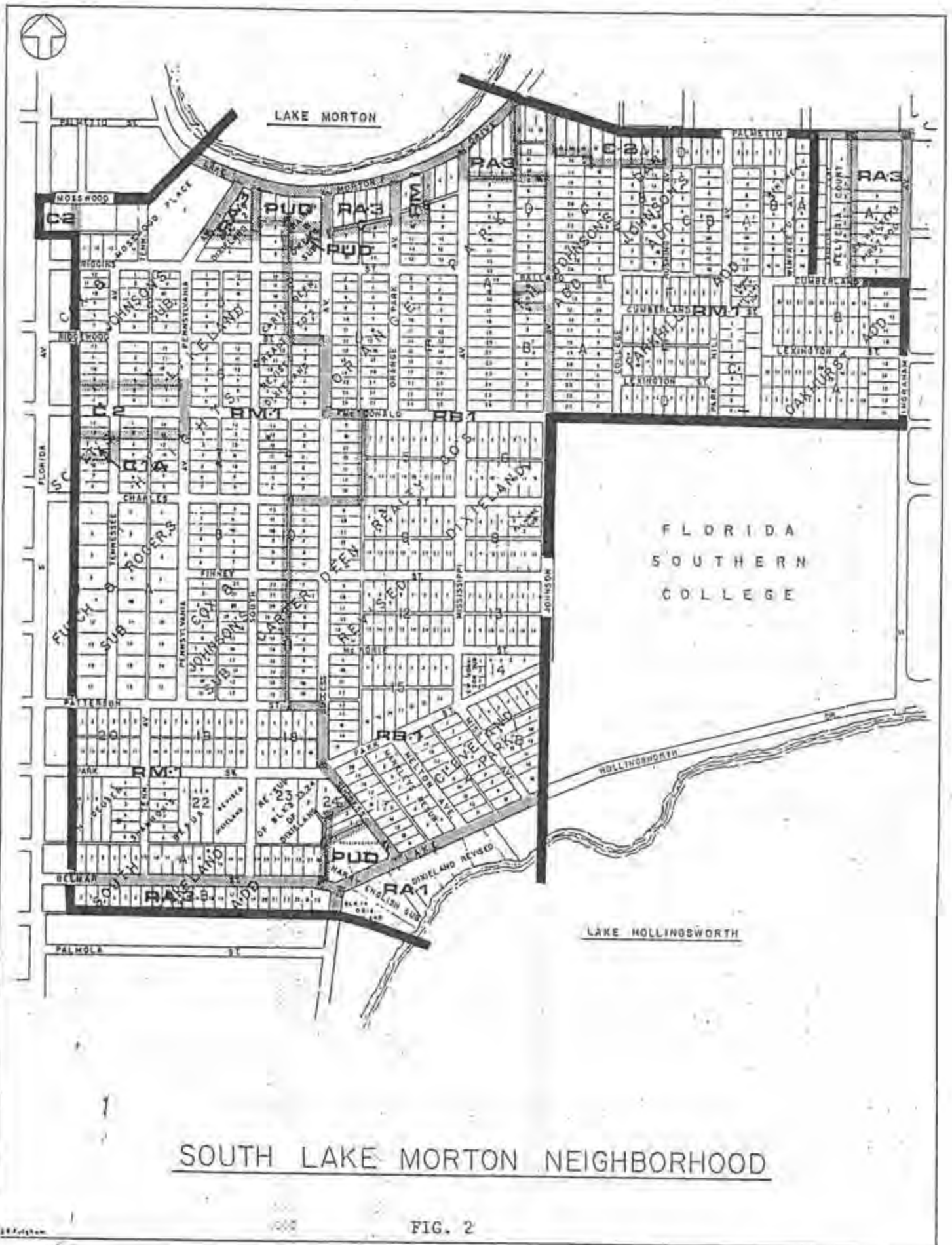


FIG. 2

SPECIAL PUBLIC INTEREST DISTRICT



FIG. 3

The RM-1 classification allows for all residential uses including apartments, hotels, boarding houses, dormitories and nursing homes. In the South Lake Morton Neighborhood, this zoning classification has had three effects since 1970:

1. Existing one-family homes have been divided into multi-family dwellings;
2. Vacant or cleared lots have been developed with 25 new duplex and 34 multi-unit buildings; and
3. No new one-family homes have been built.

Of course, some one-family homes continue in that use but, as previously cited statistics indicate, these homes are more and more likely to be investor-owned as time passes.

The second most common zoning district within the neighborhood is RB-1, Two-Family Residential District. This classification occupies the central portion of the area from Lake Morton to Lake Hollingsworth Drive. That portion of the neighborhood zoned for duplexes has experienced the following from 1970-1987:

1. Existing one-family homes have been divided into two-family dwellings;
2. Vacant or cleared lots have been developed with 20 new duplex and 2 multi-family buildings; and
3. One single-family home has been built.



As is the case within the RM-1 district, a number of single-family homes remain in that use in the duplex zone, but with a higher ratio of owner occupancy than in the multi-family zones.

One-family zoning occurs in limited areas along the south shore of Lake Morton, south of Belmar and along the north shore of Lake Hollingsworth. Activity within these areas has been limited to the construction of two single-family homes and the development of two planned residential condominium projects. These areas have tended to be the most stable in terms of value and exhibit the highest level of owner occupancy.

The remaining significant zoning districts are commercial areas along McDonald Street near Florida Avenue and Palmetto Street at the Lakeland Public Library. These are areas originally developed for neighborhood commercial use and contain commercial buildings of historic character. They are currently zoned C-2, Retail Business. Little change has taken place within the commercial zones over the years.

#### C. PUBLIC IMPROVEMENTS

The South Lake Morton Neighborhood, being a mature, developed residential area, has a great deal of public investment in streets, sidewalks, lighting, signage, utilities and the like. Some of these improvements were installed 75 years ago and others quite recently. While most are functionally adequate, new construction and repair is needed as is attention to on-going maintenance.

Inherent within the primary goal of this study is the need to improve the neighborhood while maintaining the qualities that make it historically significant. In the South Lake Morton Neighborhood, long term improvement will occur only when significant private reinvestment takes place. Thus, private individuals must be encouraged to invest in an area that has declined through the years. Investors, therefore, must believe that future conditions will be better, that investments will be protected and that property values will rise. In short, a positive investment environment must be created.

At the same time, the historic significance of the neighborhood demands that the existing historic buildings and residential character be preserved. This means that original single-family homes must be improved and non-residential uses limited.

Taken together, the need to create a positive investment environment and preserve the traditional single-family pattern leads to this basic conclusion: Owner-occupant investors must be encouraged to buy into the neighborhood and become residents of it. In this way, the dual needs of reinvestment and preservation can be met.

#### D. STREETS

Most streets in the neighborhood were originally paved with brick during the mid-teens through the 1920's. The busier streets (and some not so busy) have long since been paved over with asphalt to facilitate higher traffic volume and speed. The intersections of the two busiest neighborhood streets - McDonald and Success - have also been enlarged to accommodate increased traffic.

Generally, maintenance of the asphalt streets is adequate although curb heights have been decreased. Brick streets have required little maintenance but have been patched in spots and altered where they intersect with collectors. Some brick sections are now uneven and require relaying.

#### E. SIDEWALKS

Generally, where sidewalks are in place, they are adequate and in good condition. There are areas where replacement is needed. Most significant, however, are the relatively long sections of streets which have no walks on either side. These total approximately 12,500 feet in length. Where walks are in place, curbs for handicap use are always available. This makes bicycle use of sidewalks convenient.

#### F. LIGHTING

Public lighting within the neighborhood is limited primarily to the street oriented fixtures on hi-rise poles typically found throughout the city. A survey of the area at night revealed that most streets are poorly lit for the pedestrian and that the existing fixtures add little to the character of this historic and relatively densely developed neighborhood.

The exception are those light fixtures along the shore of Lake Morton. These add to the character of the neighborhood and greatly improve the lakeshore's visibility and safety. The design of the poles and fixtures themselves is "pseudo-historic" and not appropriate to the historic district.

#### G. STREET TREES

In recent years, the City of Lakeland's Parks & Recreation Department has been implementing a program of street tree planting within the public rights-of-way of the South Lake Morton Neighborhood. The positive visual impact of this program is already in evidence and has been commented upon by area residents. This program is an example of a relatively low-cost public improvement which can make the neighborhood more attractive to new investment.

#### H. PARKS/RECREATION

This neighborhood is blessed with two lakes; one to the north, the other to the south. Both can be used for recreation, with Lake Morton available primarily for passive enjoyment and Lake Hollingsworth for active exercise. What is missing from both areas, however, is an area for children's active use.

Within the linear park along the shores of Lake Morton are multiple locations for relaxation, picnicing and bird feeding. These areas are used heavily by those from outside the neighborhood, including patrons of the public library and museum. Maintenance is a key concern here especially near the library. Of particular note is the general appearance of the picnic shelter between Pennsylvania Avenue and Tennessee Avenue.

Also apparent, at least seasonally, is the condition of the swan nesting pens. While their importance and value is understood, their appearance is somewhat "homemade" and they are difficult to maintain.

#### I. SIGNAGE

Like many other areas in Lakeland, public signs within the right-of-way are often over-used, at times becoming redundant. In certain locations, this same observation applies to pavement markings considering that this is a residential area.

#### J. ALLEYS

The South Lake Morton Neighborhood is fortunate to have most of its alleys still in use. They provide an ideal location for utilities, waste pick-up and access to parking for garage apartments and multi-family buildings. Maintenance of these public ways could be stricter.

#### K. UTILITIES

Because most utilities, particularly power lines, are located within alleys, they do little to harm the appearance of this historic neighborhood. An exception, however, is the distribution and primary electric lines running along the south side of McDonald Street. These lines are multiple and massive, particularly at intersections. They detract visually as well as prevent the establishment of large shade trees.

#### L. HISTORIC BUILDINGS & PROPERTY MAINTENANCE

Basic to the purposes of this study is the importance of maintaining the historic homes and character of a National Register Historic District. The maintenance, preservation and eventual restoration of buildings and the environment in which they are

located will depend upon land use planning, zoning, public and private improvements, education and publicity. It will be these factors that determine property values and pride of ownership, which will, in turn, determine the level of maintenance and interest in restoration.

#### M. SIGNIFICANCE

First, it is important to set out what is significant about the neighborhood and its architecture and pinpoint particularly significant properties. The following is taken from the "Survey Project Report - South Lake Morton Historic District" (1984):

The decade prior to the Great Depression contributed 66 percent of the survey area's total 760 buildings, 75 percent of all pre-1930 buildings, and almost 90 percent of the 565 buildings considered historically significant. These statistics demonstrate the impact of the 1920's boom period on Lakeland. But the numbers also clearly establish that the South Lake Morton Neighborhood is a product of the 1920's, and therefore its construction methods and styles.

Three residential styles were seen locally during the 1920's. However, the transitional Frame Vernacular greatly declined in popularity and the Mediterranean Revival style found only limited use here between 1924 and 1926. It was a third style, the widely popular Bungalow, that left its mark throughout the neighbor-

hood as rapid growth spread to all parts of the study area.

Between 1915 and 1935, the Bungalow Style dominated residential design in Lakeland. This may be due, in part, to the need for more moderately priced housing for the vast in-migration of the now mobile middle-class. Regardless, the Bungalow home is ubiquitous throughout the city's pre-World War II neighborhoods.

As the area's first distinctive twentieth century style, the Bungalow makes a clear break with the past. Unlike its predecessor, the Transitional Style, no Victorian influences are obvious in the Bungalow. The vertical emphasis of the past, modified during the transitional period, is altogether eliminated in the strong horizontal emphasis of the Bungalow.

Nowhere locally is the distinctive style of the 1920's better represented than in the South Lake Morton Neighborhood. Because the area received such concentrated growth in such a short time, it supports the most consistent pattern of pre-1930 residential development in Lakeland. And this pattern is dominated by the Bungalow Style.

#### N. SITES OF PRIMARY IMPORTANCE

1. N.A. Riggins House "Mosswood" (1904); 121 Mosswood Rd. - Queen Anne. The oldest site. Riggins was a leading businessman and respected community leader.

2. R.L. Mayes/J.A. Wright House (c. 1910); 158 Lake Morton Drive - Colonial Revival. Mr. R.L. Mayes, first associated with the Lakeland Grocery Co., went on to establish a citrus packing house. He was a City Councilman in 1910. John Wright, occupant of the home from c.1940 to 1982, was a well-known real estate broker who was associated with Munn's Lakeland Improvement Co. as early as the 1920's.
3. T.H. McRorie House (c. 1910); 902 S. Success Ave. - Frame Vernacular (Victorian). T.H. McRorie was an officer in the Carter-Deen Realty Co. and First National Bank. McRorie Street was named in his honor.
4. E.Z. Jones House (c. 1910); 1046 S. Success Ave. - Victorian Vernacular. E.Z. Jones was a major Florida real estate broker, with offices in Jacksonville and Lakeland. He operated the Interstate Land and Timber Exchange.
5. C.W. Deen House (1912); 417 E. McDonald St. - Prairie. The most significant site in the district. This large Prairie Style residence was built by C.W. Deen, principal in Carter-Deen Realty, Carter Manufacturing Co., First National Bank and many other important local businesses.
6. J.E. Melton House (c. 1910); 822 So. Boulevard - Victorian Vernacular. John E. Melton was an officer in the Carter-Deen Realty Co. and the Florida-Georgia Land Co. He later became a well-known realtor and leader in his own right. Melton Street is named in his honor.



O. OTHER IMPORTANT SITES

1. 219 E. Riggins Street - John Ballenger  
General Superintendent for William P. McDonald, and later a successful local businessman.
2. 811 South Boulevard - Dr. James Boulware, Jr.  
Well known physician who grew up in the neighborhood.
3. 1046 S. Success Avenue - Charles Larsen  
Director of the City's Light and Water Department for many years and City Manager during the 1930's.
4. 201 E. Riggins Street - J. Hardin Peterson, Sr.  
City Attorney during the city's tremendous growth and eventual fiscal crises of the 1920's. Became U.S. Congressman from the First District in 1932, an office he held until 1954.
5. 915 South Boulevard - W.S. Rogers  
A successful insurance agent and a City Commissioner during the city's major expansion in the mid-1920's.
6. 4 Lake Hollingsworth Drive - Anton Schneider  
Lakeland's first City Manager (1922-1927). Schneider led a progressive city administration that implemented many public improvements during the city's great Boom.
7. 1040 S. Pennsylvania Avenue - Eppes R. Tucker  
An attorney and judge, Tucker was a founder of Lakeland as an incorporated city. He served as attorney to Abraham Munn, and as one of the city's first aldermen and mayors.

8. 926 S. Success Avenue - Edgar Watson

Lakeland's best known medical family formed the Watson Clinic, now one of the largest group medical practices in the nation, and a major local industry.

P. CURRENT CONDITION OF PROPERTIES

In a neighborhood that is 80 years old, the condition of individual buildings ranges from poor to excellent. Surprisingly though, few buildings are beyond recovering and most are relatively well maintained. Those in worst condition tend to be large homes built for single-family use that have been divided into multiple units.

Even in these instances, however, problems are most often cosmetic, made worse by the appearance of the yard and parking areas. Most neighborhood complaints, in fact, concern too many cars parked on a lot, trash, weeds and noise at night. Such problems are not inherent with building age, but are a result of lack of ownership pride and declining or depressed property values - both a result of zoning decisions, code enforcement and neighborhood image. (See Appendix 7).

IV. PROBLEMS & OPPORTUNITIES

Thus far, this report has discussed the study area and analyzed conditions as they exist today and how they have changed over time. Land use, zoning, public improvements, historic buildings and their maintenance have been reviewed. It is the purpose of this section to summarize the findings in a concise statement of both the problems discovered and the opportunities seen for improving the neighborhood.

## PROBLEMS

1. Land Use & Zoning. Growth in multiple-family units and duplexes. Declining property values.
2. Public Improvements. Inadequate lighting, brick street maintenance, playground & code violations.
3. Design Control. Alterations, additions, new construction & demolitions within historic area not now reviewed for historical compatibility.
4. Perception of Neighborhood. Seen from outside as a rental area with old housing and declining values.

## OPPORTUNITIES

1. Land Use & Zoning. Positive attitude for changing zoning on the part of both city administration and residents of neighborhood.
2. Public Improvements. Residents asking for positive improvements and code enforcement. Good street tree program underway.
3. Design Control. Residents in favor of design review. City's Preservation Board empowered to function in this capacity and has experience.
4. Perception of Neighborhood. Maintains historic character -beginning to be seen as historic district. Near lakes and central to downtown, library/museum and commercial areas. Area is attracting new owner/occupants who are improving

properties. Growing demand for "historic" homes. Trends are positive. Preservation Board can address improvements and educate community.

#### FLORIDA SOUTHERN COLLEGE

The campus of Florida Southern College contains the largest collection of buildings designed by the famous American architect, Frank Lloyd Wright and is an architectural district listed on the National Register of Historic Places. The campus is an integral part of the South Lake Morton Neighborhood which surrounds it on the north and west. In order to mutually enhance the two historic areas, a meeting was held with the president and staff of Florida Southern to ascertain the college's position on neighborhood issues and discuss future plans and needs of the college.

The President of Florida Southern College expressed support for efforts to upgrade the South Lake Morton Neighborhood, especially between McDonald and Palmetto Streets. Discussion on the upgrading included a strategy of code enforcement which would include cooperation with neighborhood residents.

Upgrading Lake Hollingsworth was also discussed in terms of replacing existing noxious aquatic weeds, and the creation of a playground on the lake at Johnson Avenue.

## V. GOALS, OBJECTIVES & STRATEGIES

Any program for improvement should be guided by a clear statement of goals and objectives. The development of goals and objectives, in turn, should be guided by the findings of problems and opportunities (i.e. existing conditions), the wishes of the residents and the needs of the larger community. In this case, another factor is present which greatly affects all considerations. The fact that the study area is a National Register Historic District gives great weight to the importance of existing historic buildings and neighborhood (district) character.

Altogether, existing conditions, resident desires, community needs and historic significance guided the development of the goal, objectives and strategies presented below.

**GOAL: Maintain the character and identity  
of the historic neighborhood while  
restoring its value and appeal.**

- A. OBJECTIVE ONE: Create a positive environment for reinvestment in the neighborhood.
1. Strategy: Define sub-districts of like uses to protect new investment.
  2. Strategy: Provide appropriate public improvements and maintenance to heighten the neighborhood's visual appeal.
  3. Strategy: Recognize the neighborhood's unique status in the community as a designated historic district.

B. OBJECTIVE TWO: Preserve the historic structures and development pattern that give the neighborhood its significance.

1. Strategy: Buildings designed for single-family use should be protected from incompatible uses.
2. Strategy: Ensure that external influences do not alter or threaten the basic residential character of the neighborhood.
3. Strategy: Provide guidance to property owners in the appropriate methods of rehabilitation and restoration.

## VI. NEIGHBORHOOD IMPROVEMENT PROGRAM

This section of the report presents recommendations in the areas of land use, zoning, public improvements, regulation and recognition. Together, these recommendations form an integrated program for improving the South Lake Morton Neighborhood.

### A. LAND USE

Two significant land use trends were identified during the course of this study: A declining percentage of single-family dwelling units and a growing percentage of investor-owned rental housing. Neither trend is beneficial to the preservation of historic single-family homes nor to property value stability and general neighborhood improvement. But, of the two, declining owner-occupancy (renter occupied homes) will have the most significantly negative impact upon this specific neighborhood and its historic resources.

Reversing these trends, particularly the decline in owner-occupancy, is necessary if: 1) historic homes are to be maintained and improved and, 2) property values are to stabilize and begin to grow, stimulating additional neighborhood improvements. The City of Lakeland's Comprehensive Plan, particularly its land use and housing elements, can assist this process through appropriate guidance of zoning, capital improvements and historic preservation policies.

Specifically it is recommended that this neighborhood be designated, in its entirety, Low Intensity Urban Development within the land use element and on the official land use map. This designation will allow adequate flexibility for multi-family and limited commercial uses while recognizing the essentially single-family pattern of this historic neighborhood. In addition, the preservation related intent of the recommendations presented in this report should be incorporated into the housing element of the comprehensive plan as it applies to the neighborhood. Finally, the capital improvements program, now a required element of local comprehensive plans, should reflect the physical improvements recommended in subsequent sections of this report.

#### B. ZONING

The analysis of existing conditions, combined with the expressed concerns of neighborhood residents, led to the development of objectives which call for creating a positive environment for reinvestment, while maintaining the historic character of the neighborhood. Without question, the most direct and effective means to accomplish both objectives is through zoning.

With the current dominance of duplex and multi-family zoning, reinvestment in single-family housing is discouraged and owner occupancy becomes much less attractive. Conversions of single-family buildings have held values down, further discouraging reinvestment by investors and the remaining owner-occupants. Thus, a decline in property values has led to deferred maintenance, causing yet further declines in values.

The only effective zoning policy that encourages reinvestment while maintaining the historic homes is one which rezones the majority of the neighborhood back to a single-family classification. This rezoning process should be guided by the following policies for maximum effectiveness:

1. Create identifiable zoning patterns consistent with building type;
2. Predominant building type, takes precedence over current use in determining zoning classification;
3. District boundaries shall, wherever possible, fall along alleys or between clearly different building or use types avoiding differing zones visually "facing" one another;
4. Create zoning districts which provide a transition from higher to lower intensity uses and provide areas for multi-family development;
5. Continue to provide neighborhood retail and service areas, limited to existing commercial areas.



When applied to the neighborhood, these policies lead to a recommended zoning pattern illustrated on the following map, Figure 4. Implementation of this recommended pattern would result in only 10 percent of the buildings actually designed to accommodate nonconforming uses. Under the current zoning ordinance, the appropriate classifications would be:

RA-3 - One-Family Residential District;

RA-4 - One-Family Residential District,

\*RM-1 - Multiple-Family Residential District;

C-2 - Retail Business;

PUD - Planned Unit Development District

The recommended zoning map should not be viewed as static, but is representative of the type and intensity of development appropriate in a given area. There will be pressures for more intense development overlooking Lakes Morton and Hollingsworth and for expanded commercial development near the Library-Museum Complex and possibly near the McDonald Street-Tennessee Ave. intersection. Such proposals should not be rejected out-of-hand but be evaluated based upon compatibility with existing uses, impact upon historic buildings, consistency with the historic character of an area and contribution to owner occupancy and increasing property values.

The proposed zoning map establishes a pattern to be obtained, not a lot-by-lot recommendation to be rigorously adhered to. Along the lakes, for example, there should be flexibility to allow planned

\*RM-3 under ordinance proposed for adoption in 1988.

# PROPOSED ZONING CONFIGURATION



SOUTH LAKE MORTON NEIGHBORHOOD

\*These zoning districts are from the proposed zoning code

multi-family residential development which is physically compatible established, historic character - consideration of heights, setbacks, architectural massing and treatment should take precedence over an approach which defines exact density and use. Neighborhoods such as this were built upon compatible variety, not the rigid homogeneity typical of residential development during the past thirty years.

It is important, however, to avoid mistakes of the past, administratively zoning areas at a "higher" use than actually exists without benefit of specific development proposals. This approach caused the decline of the South Lake Morton Neighborhood that now must be reversed. While areas such as the lakefronts may be allowed increased density, they should be protected by low density zoning until a development proposal is made that is acceptable. The rezoning review process, particularly for PUD zoning, is the most effective way to assure compatible, appropriate and properly designed new development.

#### C. PUBLIC IMPROVEMENTS

Appropriate land use designation and zoning protection is most important for encouraging new investment in the South Lake Morton Neighborhood. However, physical improvements are immediate, visible statements supporting a decision to buy, renovate and maintain. This section recommends a variety of public improvements that will help stimulate private reinvestment.

## 1. Streets

Brick streets which have never been covered with asphalt should be maintained and repaired. The practice of filling uneven areas with asphalt should be stopped. Rather, uneven brick streets should be relaid properly in order to provide a good surface for another 75 years with little maintenance. The greatest long-term economy and visual quality will be accomplished by investing a little now in improving these brick streets.

Street alterations, such as increasing the radius of intersection curbing, should be limited to those areas where a clear need and benefit can be demonstrated. Generally, area streets should be treated as neighborhood streets, limiting signage, markings and alterations. Such changes tend to "commercialize" the appearance of the neighborhood by altering its residential scale and historic character.

Finally, the principal routes through the neighborhood - South Boulevard, Success Avenue and McDonald Street - should not be encouraged to carry additional through traffic. It is inevitable that traffic will increase over time, but these routes should not be looked to as part of the solution to increasing volumes of cross-town traffic. They should be classified as local streets and not targeted for alterations to permit increased volumes. Instead, use of alternative routes such as Hollingsworth Road, Florida Avenue and the North-South Route should be encouraged.

2. Sidewalks

Throughout the neighborhood, sidewalks should be provided on at least one side of all streets where right-of-way is available. The highest priority for sidewalk construction should be upon completing segments which are now unfinished and replacing broken walks. The most important unfinished segments are along Mississippi, Pennsylvania, South Boulevard, Johnson, Rushing and Winfree Avenue/Cumberland Street. Next in priority are Riggins, Ridgewood, Charles, Finney, McRorie, Patterson, Park and Belmar Streets. These segments, total approximately 12,500 feet in length.

In order to accommodate bike users, including students, the sidewalk along the east side of Johnson Avenue should be designed and designated as a bike path. This will require some new construction along the west boundary of Florida Southern College. Upon completion, it will allow bike access from the Lake Hollingsworth path and FSC to the Public Library/Museum complex and the Lake Morton recreation area.

3. Lighting

The addition of traditional pedestrian-scale street lighting to the South Lake Morton Neighborhood will make an immediate and substantial statement about the revitalization of this neighborhood - more than any other single public improvement.

Lighting, similar to that now being used in the downtown streetscape program, should be installed on all north/south

streets within the neighborhood (district) and along Palmetto Street from Lake Morton to Michigan Avenue. First priority should be placed upon Success Avenue, South Boulevard, Pennsylvania Avenue, Mississippi Avenue and Johnson Avenue. Lighting installation must be coordinated with the tree planting program and sidewalk construction. Also, when funds allow, the Lake Morton shore lighting fixtures should be replaced with those used along neighborhood streets. (See Figure 5)

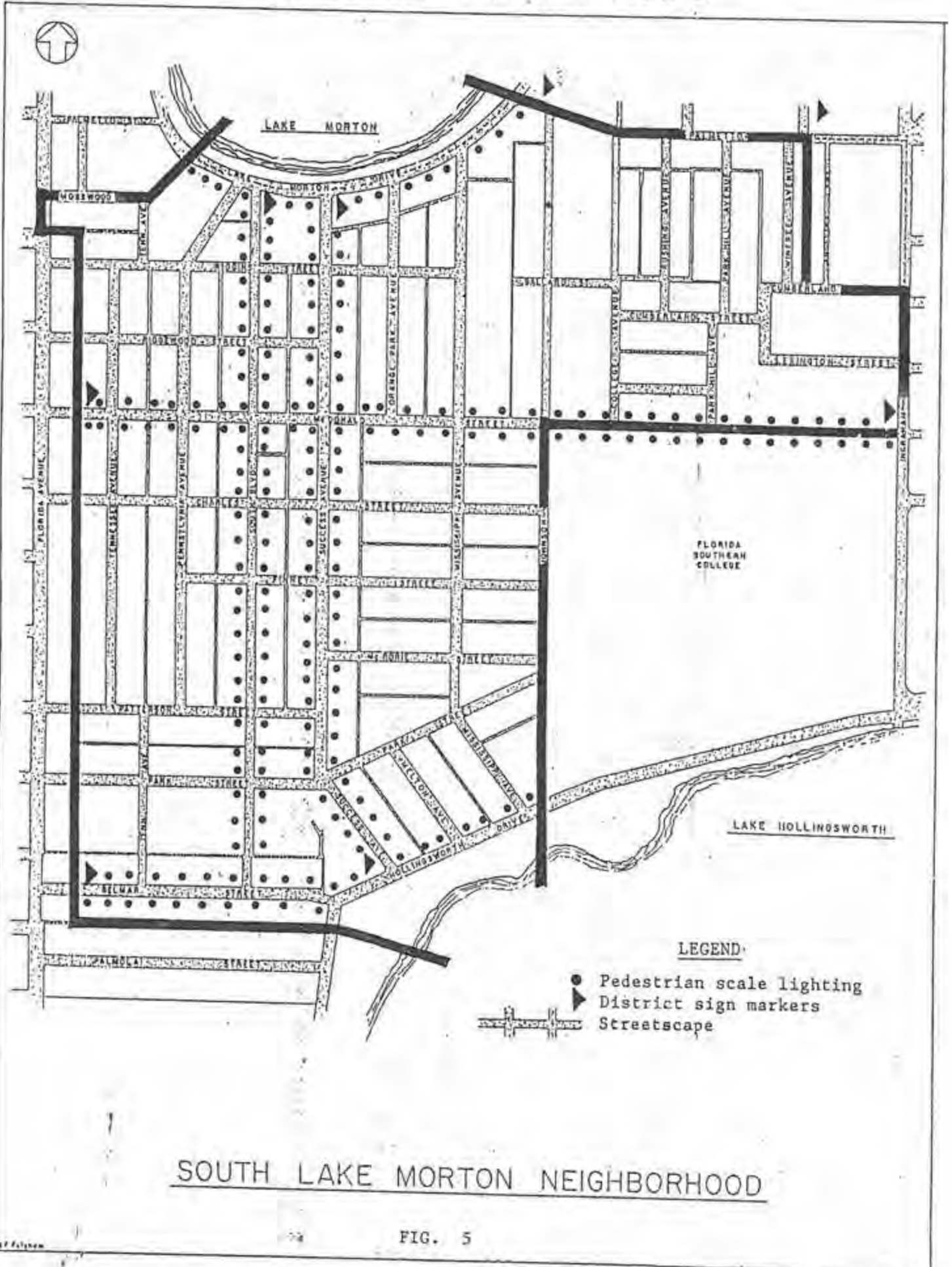
#### 4. Street Trees

To date, the neighborhood tree planting program has been implemented well and should be continued with accelerated funding. Further tree planting should be coordinated with street light installation where trees are not yet planted - Tennessee Avenue, Pennsylvania Avenue, Johnson Avenue, College Avenue, Rushing Avenue, Parkhill Avenue and Winfree Avenue. (See Figure 6)

#### 5. Parks/Recreation

An active recreation area for small children is needed and can be developed on the city-owned parcel on Lake Hollingsworth at Johnson Avenue. This site, now vacant, can also be used for passive enjoyment of the lake and its use fits well with the path now along the lake. Two other sites with a potential for mini-park development are located at Tennessee Avenue and Patterson Street and at South Boulevard and Patterson Street.

# PROPOSED STREETScape



SOUTH LAKE MORTON NEIGHBORHOOD

FIG. 5

The shoreline of Lake Morton is becoming heavily used for recreation and therefore requires additional maintenance. Three specific needs stand out. First, the picnic shelter between Pennsylvania Avenue and Tennessee Avenue should be improved. It is currently unappealing with its "institutional green" appearance. Second, the swan nesting pens have a "homemade" appearance which should be corrected by designing a modular fencing system that can easily be moved and stored. Finally, with increasing use has come the degradation of the shoreline, particular near the Public Library. The opening of the new Museum with its expanded parking will only increase the use of this part of Lake Morton. It is recommended that a simple boardwalk/overlook be designed for this most active part of the shoreline. Such a structure would run along the shore (not out into the lake) and should be built wide enough to accommodate seating areas. This structure would eliminate the damage of foot traffic and accommodate a different type of lakeside activity - including events of the Library and Museum such as outdoor classes and presentations. This walk could also cover the larger lake outfall structure located near the Library. (See Figure 7)

#### 6. Signage

The use of traffic signage in this neighborhood should be minimized, as should the use of street markings. They should be limited to the high traffic intersections as in any other neighborhood.





# PARKS / RECREATION PLAN

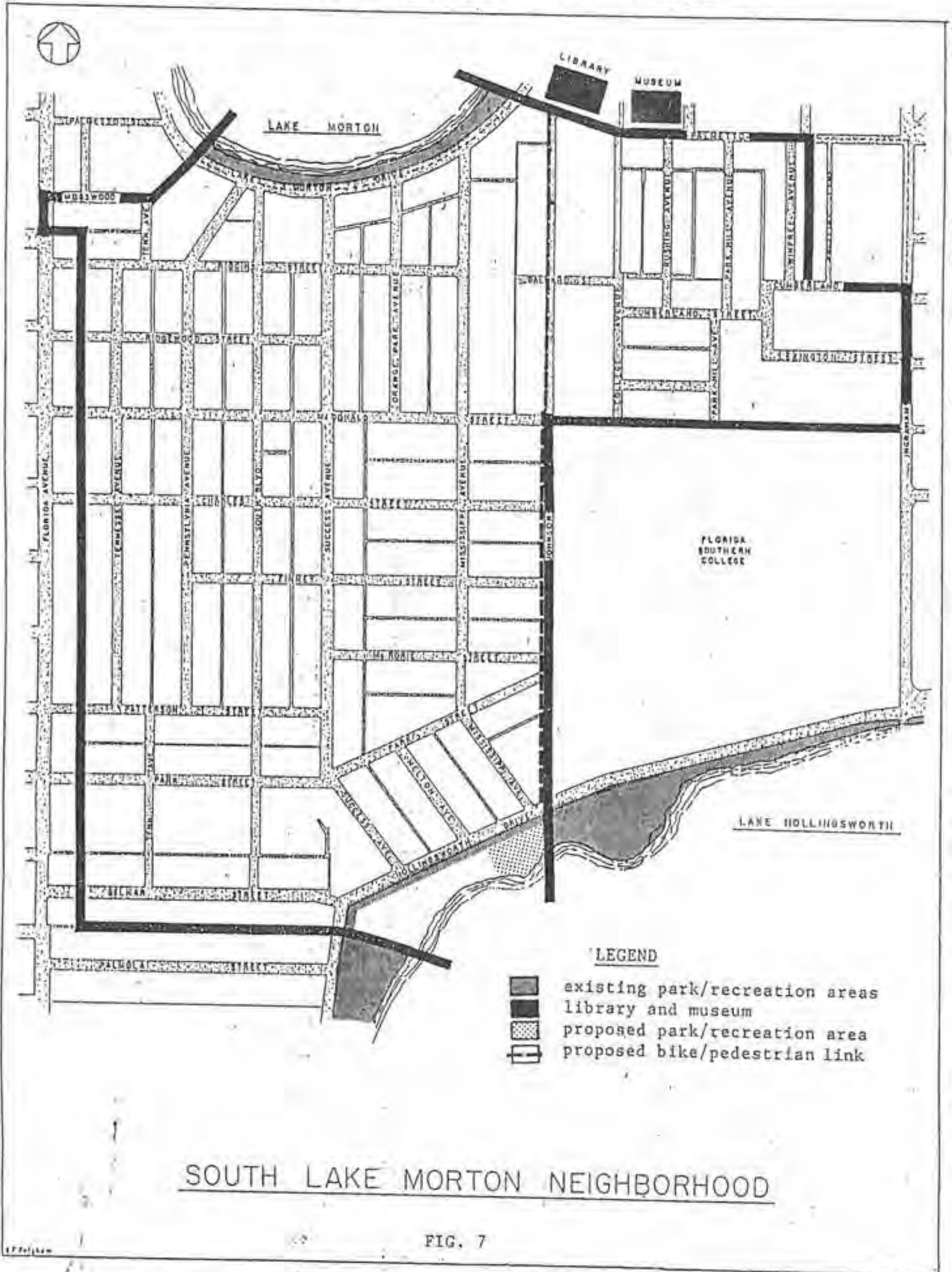


FIG. 7

7. Alleys

Alleys should be maintained for waste collection and utilities. The closing of these public ways would be detrimental to both the appearance and function of the neighborhood.

8. Utilities

Above-ground utilities should be consolidated within the alley rights-of-way. The major distribution and primary electric lines along McDonald Street should be put underground. Perhaps the funding of this improvement can occur over a number of years, with actual construction taking place when adequate funds have been accumulated. This improvement would eliminate a major visual problem as well as allow better treescaping along McDonald Street.

D. REGULATION OF PRIVATE IMPROVEMENTS

1. Building and Site Development Codes

The manner in which sites are developed, maintained and used must be publicly regulated. In the case of an historic district, however, flexibility is necessary if appropriate redevelopment and preservation are to occur. Specifically, there are three areas where flexibility is needed:

a. Minimum Maintenance

This neighborhood has a number of buildings which are not properly maintained. Care must be taken, however, when enforcement takes place. Requiring improvements may lead

to the insensitive altering of historic structures or, worse, to their demolition. Thus, required improvements or applications to demolish should follow guidelines created for historic districts. These are discussed in more detail under "Design Review".

b. Site Development

Here again, flexibility is needed if historic buildings and neighborhood character are to be maintained. Such requirements as setbacks and heights should be related to those found on surrounding parcels. Using "average" conditions found on neighboring lots is more appropriate than using set standards developed for contemporary subdivisions. This is true of driveway width requirements as well. The current city requirement for a driveway apron (well over 20 feet) uses almost half the width of a typical building lot for a paved drive approach. Not only is this unnecessary, it quickly alters the original character of the neighborhood.

c. Off-Street Parking

Currently, churches are required to provide one off-street parking space for every four seats in the largest sanctuary. While the intent of this regulation is understood, its effect within existing neighborhoods is often to create large wastelands that diminish the area's residential character. In this neighborhood, church parking needs have

led to the demolition of sixteen homes and created parking lots consuming as much as two-thirds of the total parcel area that are full only one or two times a week. Their impact upon a dense historic neighborhood is significant.

The preferred policy, practiced in other cities successfully, is to allow on-street parking during peak periods such as Sunday morning. Impact upon traffic is minimal since this is the lowest traffic period and would only last about two hours. Rather than require one off-street space for each four seats, simply allow on-street parking to pick up the peak demand needs.

## 2. Design Review

In preceding sections, emphasis is placed primarily upon stimulating new investment/reinvested in the South Lake Morton Neighborhood. But, because this neighborhood is an historic district, the design or appearance of new investment is critical to the success and long-term viability of the neighborhood. The ultimate means by which to assure compatible appropriate design is through a formal process of Design Review.

During the public hearings phase of this study, residents and owners were asked if Design Review was a desirable method of assisting the improvement of their neighborhood. Of the 70 total respondents, 63 indicated support for a Design Review process. There is a clear understanding of the importance and economic benefit of design that is appropriate to the neighborhood.

It is strongly recommended that the South Lake Morton National Register Historic District be designated a locally ordinance historic district and that the City's Preservation Board include this district in its Design Review function. In order to simplify the process, ordinary maintenance and repair - including roofing and painting - can be exempted. The Design Review Committee should review and approve all new construction, demolitions, additions, deletions (partial demolition), alterations and restorations. This approach will help assure that, over time, the neighborhood will continue to improve and grow in value rather than enter a new cycle of decline at some future date.

#### E. RECOGNITION OF THE NEIGHBORHOOD

The Neighborhood Improvement Program discussed in the preceding pages includes recommended land use and zoning changes, public improvements and regulation. To maximize the effectiveness of these elements and help create a positive attitude toward the neighborhood, the community must be made aware of the program. This can be accomplished through recognition, including publicity and education.

##### 1. Publicity

Publicity is important in the early years of the neighborhood's revitalization. Two groups, the City's Preservation Board and the neighborhood organization, have the principal responsibility of publicity. The following are specific examples of recommended publicity efforts.

- a. Provide up to eight historic district markers at: Success and Lake Hollingsworth; McDonald and Ingraham; Palmetto and Angelina; Lake Morton and Palmetto (at Library); Lake Morton at South Blvd. and at Success; McDonald and Tennessee; and Belmar just east of Florida Avenue.
- b. Create a neighborhood (district) self-guided tour brochure to be kept at the Chamber of Commerce and City Hall.
- c. Publicize each public improvement program (e.g. sidewalks, lighting, etc.) through media and directly to district residents.
- d. Publicize major new or rehabilitation/restoration projects as they occur - recognize good projects with awards.
- e. Provide positive relevant information early in the program to realtors, appraisers, builders, lenders and architects.
- f. Provide a summary of this report to all owners.
- g. The Neighborhood Association, as it evolves, can create seasonal activities, a newsletter and closely monitor activities for its membership.

## 2. Education

Providing information and practical guidance to the community can bring additional recognition to the neighborhood while assisting the effort to stimulate good design and appropriate restoration. The following should be implemented soon.

- a. Develop an informational package or booklet on appropriate rehabilitation and restoration similar to that used in the Munn Park Historic District. The package should be sent to owners and architects with builders being made aware of its availability.
- b. Sponsor a workshop or seminar series explaining appropriate design, methods and materials. Perhaps a video can be made and provided through the Public Library.

Together, publicity and education can do a great deal to accelerate the efforts of the other elements of the Neighborhood Improvement Program.

## VII. SCHEDULING & FURTHER STUDY

### A. SCHEDULING

In order that the recommendations of this study move through the adoption process in a timely fashion, the following schedule of events is proposed.

1. Final draft completed - March, 1988.
2. Present report to Preservation Board - April meeting.
3. Preservation Board adopts report - May meeting.
4. Present Preservation Board report and Land Use/Rezoning Recommendations to Planning & Zoning Board - May meeting.



5. Preservation Board creates local district for Design Review - May or June meeting.
6. Presentation of report, land use/rezoning request and local district designation to City Commission - June or July meeting.
7. Authorization to advertise and hold public hearings on rezoning and local historic district. Also, priority public improvements considered for 5-year Capital Expenditure Budget and Fiscal 1989 Budget.
8. Complete Comprehensive Plan land use amendment, rezoning and local district adoption by August.
9. Preservation Board begins Design Review function in August or September.
10. Design and engineering begins for first year public improvements - October.
11. Implement public improvements, new regulatory approach and recognition program - Fiscal 1989.

#### B. FURTHER STUDY

In order that certain of the recommendations of this report be implemented, additional study is needed.

##### 1. Public Improvements

The cost of constructing the proposed improvements must be determined if they are to be presented and eventually funded.

The principal improvements are:

- a. Lighting - Engineering Division,  
Electric & Water Department
- b. Sidewalks - Streets Division,  
Public Works Department
- c. Parks - Parks Division,  
Parks & Recreation Department

2. Regulation

Any alterations to existing site development and off-street parking requirements must be considered by the Planning and Community Development Department. Perhaps variances can be reviewed by the Design Review Committee at application time and recommendations made to staff and Planning and Zoning Board, then the City Commission. Also, the Planning Department must appropriately present evidence supporting local historic district designation to the Preservation Board by its May or June 1988 meeting.

3. Recognition

The Preservation Board, for input to its Fiscal 1989 Budget request, should determine the cost of historic district markers, tour brochures, and district information and application packets.

VIII  
APPENDIX

APPENDIX 1.

QUESTIONNAIRE #1

Neighborhood Improvement Study  
South Lake Morton Historic District

YOUR OBSERVATIONS CONCERNING YOUR NEIGHBORHOOD ARE IMPORTANT.  
PLEASE COMMENT BELOW.

1. What do you like best about your neighborhood?

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2. What improvements are needed?

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NAME \_\_\_\_\_

ADDRESS \_\_\_\_\_

PHONE \_\_\_\_\_

Owner       Renter       Investor

APPENDIX 2.

1. Tabulated Survey Questionnaire No. 1:

<u>Respondents</u>	<u>Number</u>
Owners:	64
Investors:	4
Renters:	2
Not Identified:	2
TOTAL	72 Respondents

2. Answers to "What Do You Like About Your Neighborhood?"

<u>Location</u>	<u>Neighbors</u>	<u>Houses</u>	<u>Trees</u>	<u>Lakes</u>	<u>Brick Sts</u>	<u>Other</u>
44	25	19	19	11	10	18

Things listed under other include Quiet, Architecture, Historic Quality.

Location includes nearness to school, college, library, art museum and downtown.

### 3. Tabulated Survey Results

Answers to "What Improvements are Needed?"

<u>Improvement</u>	<u>Number</u>
Enforce Housing Code	28
Repair Sidewalks, Streets & Alleys	20
Reduce Number of Rental Units	20

<u>Improvement</u>	<u>Number</u>
General Clean Up and Repair	17
Improve Zoning Requirements	15
Improve Traffic Conditions	15
Restore Brick Streets	9
City Assisted Rehab Program	9
Improved Street Lighting	8
More Police Patrols	6
Better Tenant Supervision	4
Other	11

Other suggestions include landscaping and garbage pickup.

APPENDIX 3.

QUESTIONNAIRE #2

Neighborhood Improvement Study  
South Lake Morton Historic District

Please indicate below your response to the recommendations proposed  
in the South Lake Morton Historic District Neighborhood Study:

	<u>In Favor</u>	<u>Opposed</u>
1. Single family zoning	_____	_____
2. Lighting	_____	_____
3. Sidewalk Extension	_____	_____
4. Design Review	_____	_____

NAME \_\_\_\_\_

ADDRESS \_\_\_\_\_

\_\_\_\_\_

PHONE \_\_\_\_\_

Owner

Renter

Investor

APPENDIX 4.

Tabulated Results of Survey Questionnaire No. II

Response to recommendations proposed in South Lake Morton Historic District  
Neighborhood Study.

<u>Respondents</u>	<u>Number</u>
Owners:	62
Investors:	6
Renter:	<u>2</u>
TOTAL	70 Respondents

	<u>In Favor</u>	<u>Opposed</u>	<u>No Opinion</u>
1. Single family zoning	59	7	4
2. Lighting	66	0	4
3. Sidewalk Extension	61	4	5
4. Design Review	63	0	7

Additional suggestions were written in by 11 respondents.



APPENDIX 5.

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CHART OF ZONING DISTRICTS, LAKELAND, FLORIDA - ORDINANCE NO. 1096 (as amended)

District:	Principal Permitted Uses:	Conditional Uses: May Be Permitted By City Commission	Remarks and Provisions
RA-1 Residential Single-Family	Single-family houses; Public parks, libraries, museums, or governmental lands; Farms Greenhouses; Accessory structures; Business Mail & Telephone Address only (single desk & telephone, no evidence of business activity, no storage).	Churches; Community Building Open-air Parking Lots; Public schools, colleges, playgrounds; Radio & TV Stations.	Lot Area: 11,250 sq. ft. Building Area: 1,500 sq. ft. Government uses & Farms permitted under certain conditions.
-2	All uses permitted in RA-1	"	Lot Area: 10,000 sq. ft. Building Area: 1,200 sq. ft.
	All uses permitted in RA-2	"	Lot Area: 7,000 sq. ft. Building Area: 960 sq. ft.
A-4	All uses permitted in RA-5	Day nursery-Kindergarten	Lot Area: 6,500 sq. ft. Building Area: 810 sq. ft.
RA-5	All uses permitted in RA-3 & RA-4; Customary home occupations under certain conditions.	Those permitted in all other single-family districts.	Lot Area: 5,000 sq. ft. Building Area: 660 sq. ft.
R-MH Mobile Home Residential	Mobile home parks & subdivisions, & Travel trailer parks.	Churches; Day nursery; Child care centers; Nursing homes.	MH Pks: 15 acres, 8 units per gross acre (or 2 acres contiguous to a 15-acre park) - MH Sub: 15 acres, 4,500 sq. ft. per lot. Travel Tr Pks: 10 acres, 15 units per acre.
RB-1 Residential Two-Family	Any use permitted in Residence "A" districts; Two family units per lot; Renting of rooms & furnishing board up to 10 persons; Schools, Colleges, Clubs, Lodges, Social & Community Centers so long as they are not chiefly commercial; Hospitals; Practitioners of the medical arts.	Those permitted in all single-family districts.	Lot Area: 7,500 sq. ft. Building Area: 1,200 sq. ft. Dwelling Unit: 480 sq. ft.
RB-2	Any use permitted in Residence "A" & Residence "B-1" districts.	Those permitted in all single family & "B-1" districts.	Lot Area: 6,000 sq. ft. Building Area: 960 sq. ft. Dwelling Unit: 480 sq. ft.
RB-3 Residential Three & Four-Family	Any use permitted in Residence "A" & "B" districts; Three & Four-Family dwellings.	Those permitted in all Residence "A" & "B" districts.	Lot Area: 9,000 sq. ft. (3,000 sq. ft. per dwelling unit) Building Area: 1,440 sq. ft. Dwelling Unit: 480 sq. ft. Site plan approval required for multi-family uses.
RM-1 Residential Multiple-Family	Any use permitted in Residence "A" & "B" districts; Multiple-family for 3 or more families per lot; Apartment houses, Hotels, Boarding houses, Lodging houses, Tourist homes, Dormitories; Nursing & Convalescent homes; Group housing units.	Those permitted in all Residence "A" & "B" districts; Motels with a minimum of 2 acres.	Lot Area: 7,500 sq. ft. (2,000 sq. ft. per dwelling unit) Building Area: 1,200 sq. ft. Dwelling Unit: 340 sq. ft. Site plan approval required for multi-family uses.
RM-T Residential Multiple-Family & Townhouse	All uses permitted in Residence "A", "B" & RM-1 districts; Townhouses; Office uses; Limited Retail & Service uses permitted as part of Multi-family Development of 100 units or more.	Those permitted in Residence "A", "B" or RM-1 districts.	Lot Area and Building Area varies. Density determined by type of development. Site plan approval needed for multi-family and non-residential uses.

APPENDIX 6.

ORDINANCE NO. 2485  
PROPOSED ORDINANCE NO. 83-53

AN ORDINANCE RELATING TO ZONING; AMENDING ORDINANCE 1096, AS AMENDED, WHICH ADOPTED THE REVISED ZONING CODE OF THE CITY OF LAKELAND, FLORIDA, 1957; MAKING FINDINGS; CHANGING THE CLASSIFICATION OR ZONING OF PROPERTY LOCATED SOUTH OF KUONALD STREET, NORTH OF LAKE HOLLINGSWORTH ROAD, EAST OF JOHNSON AVENUE, AND WEST OF INGRAHAM AVENUE, FROM RB-1 TO SPI-FSCC; ESTABLISHING SPECIAL PUBLIC INTEREST ZONING OF PROPERTY LOCATED EAST OF MISSISSIPPI AVENUE, WEST OF HOLLINGSWORTH ROAD, SOUTH OF LEXINGTON STREET, AND NORTH OF LAKE HOLLINGSWORTH DRIVE; MODIFYING CLASSIFICATION OR ZONING OF PROPERTY LOCATED IN AREAS B, C, D, E, AND F AS DEFINED HEREIN; DESIGNATING SAID SPECIAL PUBLIC INTEREST DISTRICT AS FLORIDA SOUTHERN COLLEGE CAMPUS DISTRICT (SPI-FSCC); ESTABLISHING THE LEGISLATIVE INTENT; PROVIDING DEFINITIONS; ESTABLISHING DISTRICT BOUNDARIES; ESTABLISHING PERMITTED USES; ESTABLISHING GENERAL PROVISIONS FOR COMMERCIAL ZONING DISTRICTS WITHIN THE SPECIAL PUBLIC INTEREST DISTRICT; ESTABLISHING GENERAL PROVISIONS FOR THE FLORIDA SOUTHERN COLLEGE CAMPUS DISTRICT; PROVIDING BUILDING SETBACKS; PROVIDING BUFFER FENCE, LANDSCAPING AND PARKING REQUIREMENTS; ESTABLISHING REQUIREMENTS FOR LIGHTS AND LIGHTING EQUIPMENT; PROVIDING FOR MAXIMUM BUILDING HEIGHT WITHIN THE DISTRICT; PROVIDING CONDITIONS; FINDING CONFORMITY WITH THE COMPREHENSIVE PLAN; PROVIDING AN EFFECTIVE DATE.

WHEREAS, the Planning and Zoning Board held a public hearing on May 17, 1983, to consider the request of the City Commission for a solution to the zoning problems in and around the Florida Southern College Campus; and

WHEREAS, the Planning and Zoning Board at its regular meeting on June 21, 1983, approved and recommended to the City Commission that a Special Public Interest Zoning District be adopted for Florida Southern College; and

WHEREAS, the City Commission of the City of Lakeland, Florida, after publication of a notice to approve this ordinance, has determined it is in the best interests of the City of Lakeland that the recommendation of the Planning & Zoning Board should be followed; and

WHEREAS, the Planning & Zoning Board held a public

workshop on March 31, 1983, at which affected property owners were invited to attend and express their thoughts and concerns; and

WHEREAS, the City Commission held a public hearing on July 5, 1983 pursuant to notice, where interested parties were given opportunity to be heard, and finds that the Special Public Interest - Florida Southern College Campus District zoning should be adopted.

NOV, THEREFORE, BE IT ORDAINED BY THE CITY COMMISSION OF THE CITY OF LAKELAND, FLORIDA:

SECTION 1. STATEMENT OF INTENT:

Florida Southern College, established in Lakeland in 1922, features the largest collection of Frank Lloyd Wright designed buildings in the world. The campus consists of approximately 96 acres on the north shore of Lake Hollingsworth. Both the campus and the Lake Hollingsworth area are extremely valuable landmarks in the City of Lakeland. The college contributes substantially to the economy of the Lakeland area and offers civic, cultural, educational and sports opportunities for local residents. The Lake Hollingsworth area is very desirable and offers many passive and active recreational activities.

It is the intent of the City of Lakeland to create a SPI-FSCC Special Public Interest - Florida Southern College Campus Zoning District to permit the renovation and growth of the college in a planned and orderly manner while maintaining the high level of the quality of life in the Lake Hollingsworth Area.

SECTION 2. Classification of zoning of property located in Area "A" more particularly described in Section 4, subsection b hereof, is changed from RB-1 to SPI-FSCC and the

1 classification and zoning of property located in Areas B, C, D,  
2 E & F more particularly described in Section 4, subsection b  
3 hereof, is modified as set forth herein.

4 SECTION 3. DEFINITIONS:

5 a. Florida Southern College Campus (FSCC): The grounds  
6 of an institution of higher education containing administrative  
7 offices, classrooms, dormitories, student housing, sports,  
8 facilities, parking, and other related primary and accessory  
9 uses generally associated with a college.

10 b. Conventional Zoning District: Districts established  
11 by the City of Lakeland in Ordinance No. 1096, as amended,  
12 regulating the manner in which property may be developed and  
13 utilized.

14 c. SPI (Special Public Interest) Zoning District: A  
15 zoning district established by the City of Lakeland which may  
16 supplant and replace conventional zoning districts or portions  
17 of said districts existing at the time an SPI district is  
18 established or have the effect of modifying requirements,  
19 regulations, and procedures applying in existing districts or  
20 districts hereafter created and remaining after an SPI District  
21 is superimposed.

22 d. Control: Land, structures and other improvements  
23 owned by Florida Southern College.

24 SECTION 4. SPI-FSCC ZONING DISTRICT BOUNDARIES:

25 a. Perimeter Boundary: Begin at the centerline  
26 intersection of McDonald Street and Mississippi Avenue; thence  
27 east on the centerline of McDonald Street to the centerline  
28 intersection with Johnson Avenue; thence north along the  
29 centerline of Johnson Avenue to a point west of the boundary  
30 line between Lots 21 and 22, Block A, T. H. Johnson

31 Subdivision; thence east to and continue on the centerline of

1 Lexington Street; thence continue east on the boundary line  
2 between Lots 6 and 7, Block C, Parkhill Addition; thence  
3 continue east to and on the boundary line between Lots 1  
4 through 10 and Lots 18 through 25, Block A, Oakhurst Addition  
5 to the westerly boundary of Lot 13, Block A, Oakhurst Addition;  
6 thence south to the SW corner of said Lot 13; thence east on  
7 the boundary between Lots 12 and 13, Block A, Oakhurst Addition  
8 extended to the centerline of Ingraham Avenue; thence south on  
9 said centerline to a point west of the boundary line between  
10 Lots 3 and 4, Block A, College Park Addition; thence east to  
11 and on said boundary to the westerly boundary of Lot 6, Block  
12 A, College Park Addition; thence north to the line between Lots  
13 6 and 25, Block A, College Park Addition; thence east on the  
14 boundary between Lots 6 through 15 and 16 through 25, Block A,  
15 College Park Addition extended to the centerline intersection  
16 with Jefferson Avenue; thence south on the centerline of  
17 Jefferson Avenue to the centerline intersection with McDonald  
18 Street; thence southeasterly on the centerline of McDonald  
19 Street to the centerline of a north-south alley extended, lying  
20 between Callahan Court Subdivision and Hollingsworth Crescent  
21 Addition; thence south on the centerline of said alley extended  
22 to the north high water mark of Lake Hollingsworth; thence  
23 westerly along the north shore of Lake Hollingsworth to a point  
24 southeasterly of the centerline of Mississippi Avenue extended;  
25 thence northwesterly and north to and on the centerline of  
26 Mississippi Avenue to the point of beginning.

27 In no case shall the northern district boundary extend  
28 beyond a distance greater than two hundred (200) feet north of  
29 the north right-of-way line of McDonald Street.

30 b. Interior Boundaries: (1) - Area "A": Begin at the  
31 centerline intersection of McDonald Street and Johnson Avenue;

1 thence east on McDonald Street to the centerline intersection  
2 with Ingraham Avenue; thence south on the centerline of  
3 Ingraham Avenue extended to the centerline intersection with  
4 Lake Hollingsworth Drive; thence west on the centerline of Lake  
5 Hollingsworth Drive to the centerline intersection with Johnson  
6 Avenue extended; thence north on the centerline of Johnson  
7 Avenue to the point of beginning.

8 (2) Area "B": Begin at the centerline intersection of  
9 McDonald Street and Mississippi Avenue; thence east on the  
10 centerline of McDonald Street to the centerline intersection  
11 with Johnson Avenue; thence south on the centerline of Johnson  
12 Avenue extended to the centerline intersection with Lake  
13 Hollingsworth Drive; thence west on the centerline of Lake  
14 Hollingsworth Drive to the centerline intersection with  
15 Mississippi Avenue extended; thence north-westerly and north on  
16 the centerline of Mississippi Avenue to the point of beginning.

17 (3) Area "C": Begin at the centerline intersection of  
18 McDonald Street and Johnson Avenue; thence north to the  
19 intersection with the north perimeter boundary of the SPI-PSOC  
20 District as described in paragraph a. Perimeter Boundary  
21 above; thence east on said perimeter boundary to the centerline  
22 of Jefferson Avenue; thence south along the centerline of  
23 Jefferson Avenue to the centerline intersection with McDonald  
24 Street; thence west on the centerline of McDonald Street to the  
25 point of beginning.

26 (4) Area "D": Begin at the centerline intersection of  
27 McDonald Street and Ingraham Avenue; thence east on the  
28 centerline of McDonald Street to the centerline intersection  
29 with Harvard Road extended; thence southwesterly and south on  
30 the centerline of Harvard Road extended to the centerline  
31

1 intersection with Lake Hollingsworth Drive; thence west on the  
2 centerline of Lake Hollingsworth Drive to the centerline  
3 intersection with Ingraham Avenue extended; thence north on the  
4 centerline of Ingraham Avenue to the point of beginning.

5 (5) Area "E": Begin at the centerline intersection of  
6 McDonald Street and Harvard Road extended; thence east on the  
7 centerline of McDonald Street to the centerline intersection  
8 with a north-south alley extended, lying between Callahan Court  
9 Subdivision and Hollingsworth Crescent Addition; thence south  
10 on the centerline of said alley extended to the intersection  
11 with the centerline of Lake Hollingsworth Drive; thence west on  
12 the centerline of Lake Hollingsworth Drive to the centerline  
13 intersection with Harvard Road extended; thence north and  
14 northeasterly on the centerline of Harvard Road extended to the  
15 point of beginning.

16 (6) Area "F": Begin at the centerline intersections of  
17 Lake Hollingsworth Drive and Mississippi Avenue extended;  
18 thence easterly on the centerline of Lake Hollingsworth Drive  
19 to the centerline intersection with the north-south alley  
20 extended, lying between Callahan Court Subdivision and  
21 Hollingsworth Crescent Addition; thence south on the centerline  
22 of said alley extended to the north high water mark of Lake  
23 Hollingsworth; thence westerly along the north shore of Lake  
24 Hollingsworth to a point southeasterly of the centerline of  
25 Mississippi Avenue extended; thence northwesterly on said  
26 centerline extended to the point of beginning.

27 SECTION 5. PERMITTED USES WITHIN THE SPI-PSOC BOUNDARY:  
28 a. Florida Southern College Campus as defined above.  
29 b. Permitted uses specified for the respective  
30 conventional zoning district in which a property is located.  
31

SECTION 6. GENERAL PROVISIONS FOR CONVENTIONAL ZONING

DISTRICT PERMITTED USES:

Any property within the SPI-FSCC District Boundary utilized for any of the permitted uses specified for the respective conventional zoning district in which the property is located shall comply with the setbacks, height, off-street parking and related provisions required in that conventional zoning district.

SECTION 7. GENERAL PROVISIONS FOR FLORIDA SOUTHERN COLLEGE CAMPUS PERMITTED USES:

a. Structures existing within the SPI-FSCC District which do not meet the setbacks required for the SPI-FSCC District, shall be declared conforming as to setbacks on the date the SPI-FSCC District is established.

b. The minimum building setbacks from public right-of-way shall be measured from the right-of-way line adjacent to the property on which a building is to be constructed, expanded or structurally altered.

c. FSCC shall be subject to the buffer fence, landscaping and parking requirements of the General Provisions section of the Zoning Code.

d. Building Setbacks:

(1) Area "A":

(A) Adjacent to Lake Hollingsworth Drive R/W:  
One hundred (100) feet.

(B) Adjacent to Area "B" and "C" Boundaries:  
Two (2) feet of horizontal distance for each one (1) foot of building height, measured from the rights-of-way lines of the perimeter streets.

(c) Adjacent to Area "D" Boundary: Twenty-five (25) feet or one foot of horizontal distance for each one (1) foot of building height, whichever is the greater requirement.

(2) Areas "B", "C", "D", and "E":

(a) Adjacent to Lake Hollingsworth Drive R/W:  
One hundred (100) feet.  
(b) Front: Thirty (30) feet.  
(c) Corner Side: Fifteen (15) feet or one foot of horizontal distance for each one (1) foot of building height, whichever is the greater requirement.

(d) Side: Ten (10) feet.

(e) Rear: Ten (10) feet.

(f) Side or Rear Yard Transition: Where a parcel abuts a property under a separate ownership or control on a side or rear area, there shall be a minimum setback of one (1) foot of horizontal distance for each one (1) foot of building height or setback equal to the required minimum side or rear yard setback of the underlying conventional zoning district, whichever the greater requirement, for all structures occupied or utilized generally between hours of seven (7) A.M. and ten (10) P.M. If the structure is to be occupied or utilized for additional or other time periods per 24 hours day than that stated above, the minimum setback shall be two

1 feet horizontal distance for each one (1)  
2 foot of building height. If, however, such  
3 structure is designed to contain no  
4 windows, doors or other access points  
5 (except as may be required by building and  
6 fire codes) and no mechanical equipment, or  
7 contains properly shielded openings which  
8 are designed to provide ventilation or  
9 light for such structures, on a side  
10 abutting a property under separate  
11 ownership or control, the setback may be  
12 reduced to one (1) foot of horizontal  
13 distance for each one (1) foot of building  
14 height or a setback equal to the required  
15 minimum side or rear yard setback of the  
16 underlying conventional zoning district,  
17 whichever is the greater requirement.  
18 All lights and lighting equipment on such  
19 structures, regardless of setbacks shall be  
20 so designed, arranged and shielded that the  
21 light source shall not be directly visible  
22 from an abutting property under a separate  
23 ownership or control.

24 SECTION 8. AREA PROVISIONS AND MAXIMUM BUILDING HEIGHT,  
25 SPI-PSCC DISTRICT:

26 a. Area "A":

- 27 (1) Maximum Building Height: Ten (10) stories or  
28 120 feet.  
29 (2) Percentage of Lot Coverage: All buildings,  
30 including accessory buildings, shall not cover  
31

more than thirty (30) percent of the land within  
Area "A".

b. Area "B":

- (1) Maximum Building Height: Three (3) stories or  
thirty-five (35) feet.  
(2) Percentage of Lot Coverage: All buildings,  
including accessory buildings, shall not cover  
more than thirty-five (35) percent of the area  
of a lot or parcel.

c. Area "C":

- (1) Maximum Building Height: Three (3) stories or  
thirty-five (35) feet.  
(2) Percentage of Lot Coverage: All buildings,  
including accessory buildings, shall not cover  
more than thirty-five (35) percent of the area  
of a lot or parcel.

d. Area "D":

- (1) Maximum Building Height: Five (5) stories or  
sixty (60) feet.  
(2) Percentage of Lot Coverage: All buildings,  
including accessory buildings, shall not cover  
more than thirty-five (35) percent of a lot or  
parcel.

e. Area "E":

- (1) Maximum Building Height: Three (3) stories or  
thirty-five (35) feet.  
(2) Percentage of Lot Coverage: All buildings,  
including accessory buildings, shall not cover  
more than thirty-five (35) percent of the area  
of a lot or parcel.



APPENDIX 7.

HOUSING & ALLEYWAY CONDITIONS OF THE SOUTH  
LAKE MORTON HISTORIC DISTRICT IN CENSUS TRACT 104

Field Survey February 12, 1988

<u>Peeling Paint</u>	<u>Garages</u>	
	<u>Deteriorating</u>	<u>Dilapidated</u>
SF - 12 units	7	9
Duplex - 3 duplexes		
 <u>Overstorage</u>	 <u>Inoperative Vehicles</u>	
4 units	2	

APPENDIX 8

PROPOSED ZONING CLASSIFICATIONS  
(NEW ORDINANCE)