TAMPA

1925 ANNUAL REPORT OF THE CITY MANAGER

COMMISSION

PERRY G. WALL
Mayor Commissioner

W. J. BARRITT
Mayor Pro Tem

W. A. ADAMS S. L. LOWRY, Sr. JAMES McCANTS

R. WALLACE DAVIS
Secretary

W. LESLEY BROWN
City Manager

TO THE HONORABLE CITY COMMISSIONERS
TAMPA, FLORIDA.

Gentlemen:—

I hand you herewith a report which is principally a synopsis of the administration for the past year but which also contains a resume of the work performed since the establishment of the present form of administration in 1921. There will, also, be found herein some observations upon the unusual conditions which have prevailed during the past year, the effect of which cannot be ignored.

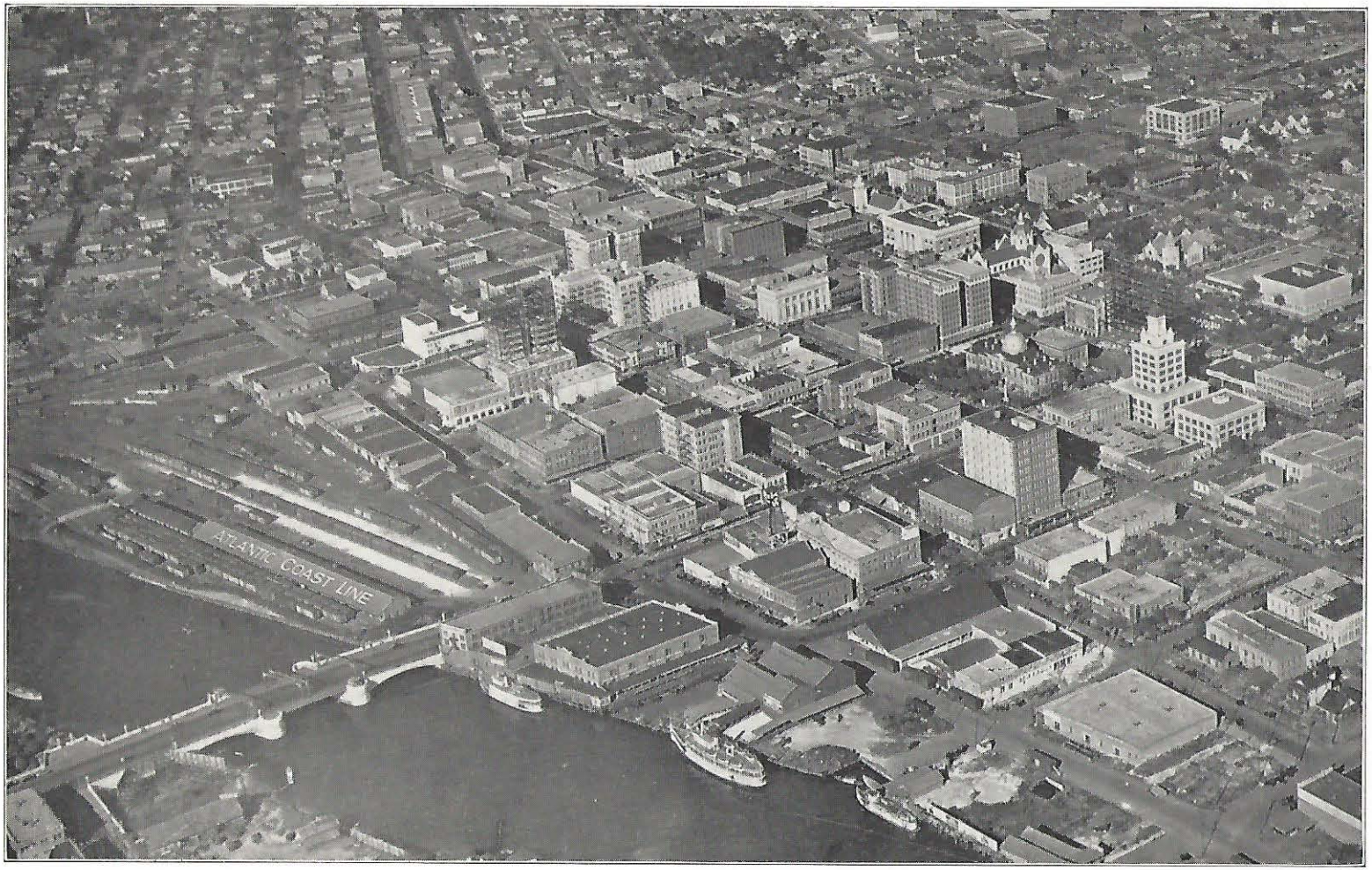
As this is the first report to be published since the present form of administration was adopted, a brief sketch of the development and principles of the Commission-Manager plan has been included for the information of the public. It is hoped that this sketch will be received with interest.

In closing, I wish to express my appreciation of the efficient service and co-operation of the personnel of my office which has made this report possible.

Respectfully submitted,

W. LESLEY BROWN,
City Manager.

Tampa
May 31, 1926



Retail Business District

GENERAL

CONDITIONS IN TAMPA DURING PAST YEAR

The unusual activity in the sale of real property which has prevailed during the past year or so has been the subject of much writing of rather indifferent value and, while this activity is a phenomenon which cannot be ignored, it is not intended to increase such literature here; except to say that whatever of substantial worth existed before has suffered no diminution of its value but, on the contrary, on account of the extensive expansion of public improvements, has enjoyed an enhancement which is probably correctly represented by the increase in assessment valuations. Disregarding the increases in total valuation caused by territory increments and, considering 'A' territory only, the valuation of this territory in 1924 was $30,000,000, in 1925 was $52,000,000 and for this year's purposes will be approximately $72,000,000. The assessed value is about 40% of the actual value. The total valuation of A B C and D territory for this year will be about $132,000,000. These figures reflect the actual, sound conditions which now exist.*

On the other hand, the sharp rise in speculative prices (asked prices) during the past year, while it has in no sense embarrassed the administration, has had a substantial effect upon certain of the city's activities. These prices have caused a scattering of new residence construction away from the center of the city and a consequent decrease in the population density, which, in turn has required or will require a corresponding increase in expenditure for water mains, sewers and streets and an increase in the unit operating costs of the water, sewer and sanitary departments. There is roughly a ring of vacant lots around the older part of the city beyond which many new residences have been built. This area exists because the property was too expensive, during a period of brisk building activity, to attract builders and owners of moderate priced houses while, at the present time, the city has not grown enough to create a demand for these lots for business purposes. In order to serve the outlying districts, the water department, for instance, must lay new mains for considerable distances past property from which it receives no revenue. In the same way the sanitary department must haul its average ton of garbage a longer distance, a matter which requires more equipment and labor per ton and, in consequence, a greater expenditure per capita for the service it gives.

The police department was affected in a similar way. During the height of the activity there was a congestion of automobile traffic caused by the influx of people interested in real estate trades, the majority of whom came in automobiles. The traffic division of the police department, at the beginning of the year about eight men, expanded eventually to about forty and, has found its duties so extended that it now requires the most strenuous efforts to discharge them. The personnel of the regular force has also been considerably increased for in such times there always occurs a brisk increase in crimes, both felonies and misdemeanors, caused by the prevalent excitement and by the arrival of habitual offenders of other places who are attracted by it. Neither class has a local criminal record, are not recognizable on sight as being criminally inclined, and, while the offenses of the casual local offender are often impulsive and seldom repeated, the itinerant offender commits a crime today and tomorrow is secure in another town, leaving behind in the

*Just before this report went to press the city marketed $980,000-5% and $2,527,000-4¾% public improvement bonds at a gross premium of $64,952.12.

minds of his victims only the most inadequate impression of his identity. This makes the intention of crimes difficult to anticipate and the offenders difficult to detect. Of people detected in criminal operations the majority, in ordinary times, are repeaters; that is they have deliberately committed previous crimes of which there may or may not be a record (usually there is) but at present the greater number of arrests are of casual offenders whose act was one of impulse and not criminal intent. While all of these factors make crimes more than ordinarily difficult to prevent, the police department has been very active in apprehending offenders in the last few months and fines have been quick and severe. It may be expected, therefore, that this will have a prompt effect upon the reduction of offenses and consequently the fines and forfeitures collected therefor.

Both the territory and population of Tampa have received tremendous increments in the last few years. In 1911 the area was 11.98 square miles, in 1923 was increased to 21.92 square miles, in 1925 was increased to 24.36 square miles and additional increments, larger than all the others are now in prospect.

The population by the U. S. census of 1920 was 52,000 and there have been, in the past three months, several estimates or approximations of the present resident population which vary from 95,000 to 200,000. All of these estimates are no doubt sincere as they are also no doubt incorrect. They are based upon different primary assumptions for which there is no conclusive proof. The estimate of 95,000 was derived from the assumption of uniformly continuing growth, while the estimate of 200,000 was based upon the assumption that the size of the average Tampa family is five. One of the most acceptable methods of estimating populations, used sometimes by the census bureau, depends upon the principle that, under normal circumstances, the public school enrollment varies between 17% and 22% of the population. The present school enrollment, including private, parochial and mission schools whose students would ordinarily come in the public classification, is about 25,000 from which, if 17% be employed as a quotient, a population of 147,000 is derived. This is not to be understood as an official estimate of the population of Tampa but merely an example of how the current estimates were calculated. Elsewhere, in this report, a population figure of 100,000 is used in computing the cost of operation of the government, principally because in using such a figure, there can then be no argument as to the fairness of the costs so obtained.

For the information of the reader, the population estimates which have come to our attention are quoted below:

Tampa Post Office	213,000
National Board of Fire Underwriters	156,000
Tampa Board of Trade Bulletin	154,000
By the method shown above	147,000
City Directory	132,000
State Census, estimate, 1925	95,000

In 1923 the value of buildings constructed as indicated by permits issued by the building inspector was $3,500,000, in 1924 was $6,500,000, in 1925 was $23,000,000 and for the first three months of 1926, after the speculative feature of real estate had completely subsided and buildings were being erected from an investment motive only, the value of the permits issued amounted to $6,000,000 or at a rate of $24,000,000 a year. This does not of course represent the normal growth of Tampa but rather the very rapid rate of recent expansion which the extraordinary demands by the rapidly increasing population

made necessary. That this construction is not of an ephemeral nor transitory character, but is a substantial development, is indicated by the following analysis and classification for the year 1925.

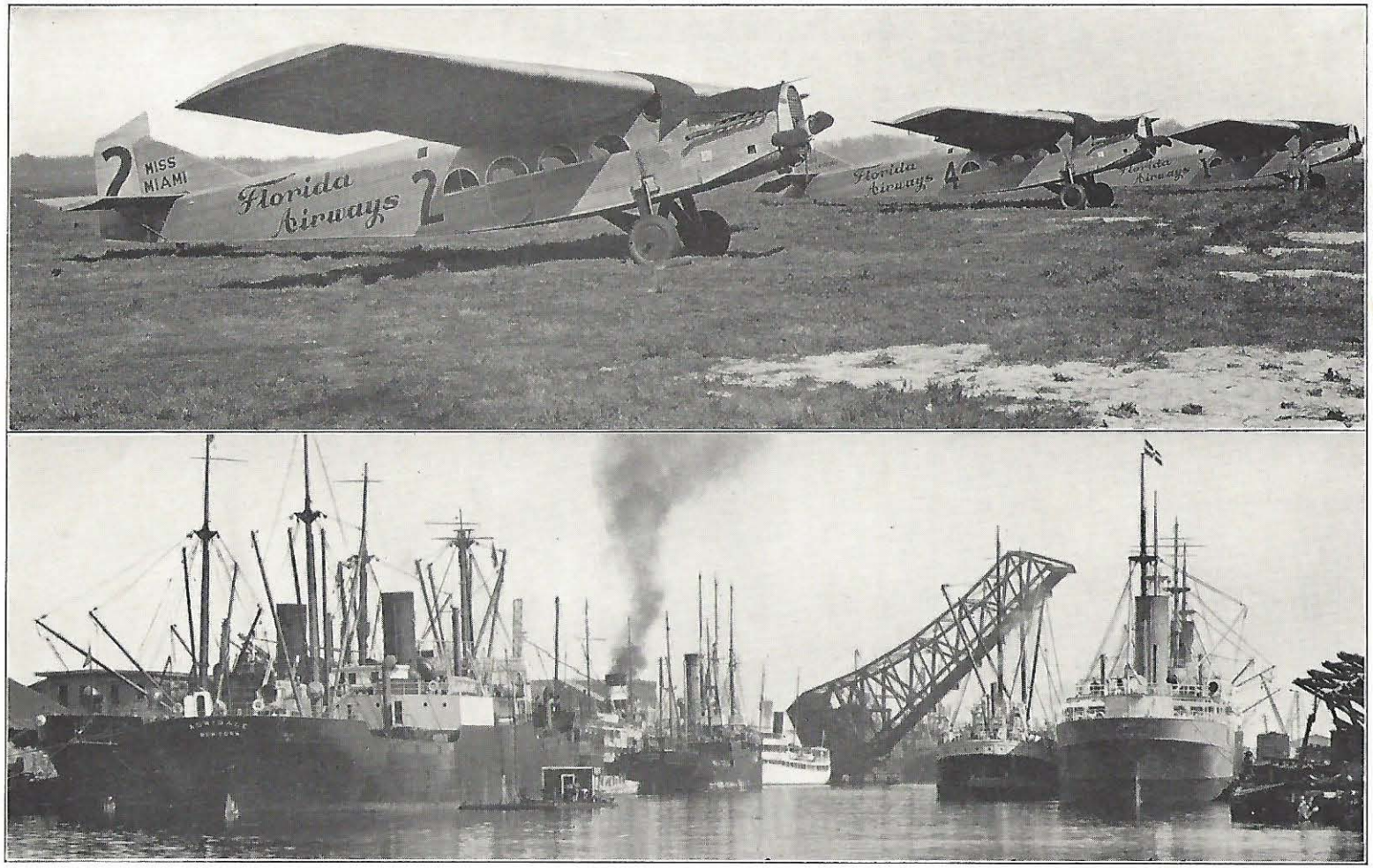
Dwellings and apartments	$ 9,833,657	43%
Hotels, restaurants, theatres	4,610,800	20
Stores, offices	3,092,530	13.5
Factories, warehouses, garages	2,804,843	12
Churches, schools*	849,160	3.7
Repairs, miscellaneous	1,898,555	7.8
Total	$23,089,545	100.0

Water plants and mains	$1,460,000
Bridges (3 bascule, 1 viaduct)	1,475,000
Sewers, sanitary and storm	449,000
Paving	2,650,000
Public buildings**	250,000
Total	$6,284,000

Perhaps the construction of the Tower of Babel or the military construction of 1918 may furnish a weak parallel to the amazing congestion which prevailed in Tampa during the late summer and fall of last year but, certainly, there has been no such congestion and confusion in normal history. Labor was scarce, high and indifferent. Equipment, supplies and materials were almost unobtainable and those fortunate enough to seceive them, having scant storage and warehouse space, allowed them to accumulate in the terminals until every ladder, team and holding track and every freight and express depot were desperately jammed beyond capacity. Ships were waiting at anchor in the bay for a place to berth while on the docks, amply sufficient for the commerce of normal times, were piled high and wide every variety of foodstuff and building material known to the trade. Bananas, beans, brick, lumber and the intimacies blocked every foot of space in hopelessly unclassified confusion.

Now that these scenes have passed and the business of the city, though continuing in an unprecedented development, has resumed a healthier activity, the memory recalls with amazement the rush and strain, the enormous accomplishment, the congestion, the impatience, the heavy, unseasonable rains, and wonders, not only that the huge program of public improvement was completed with little delay, but that it was completed at all.

*$4.000,000 school bonds approved and will be used at an early date.
**Does not include $1.250,000 Municipal Hospital.



Upper—Ships of Florida Airways Corp. at Tampa Municipal Airport

Lower—Ships in Harbor Near Sedden Island Draw, Tampa

FORM OF CITY ADMINISTRATION

The Commission-Manager Plan

The Commission-Manager plan of administration is one of the most hopeful ideas of modern polity, not alone because of its promise of effectiveness and economy but because it indicates a trend of public opinion favoring, at last, a logical and businesslike management of public affairs. This plan, while it is in a sense the result of the first conscious and unprejudiced study of the peculiar features of city administration and while it has been in operation scarcely fifteen years, is really both the reflection of a long period of improving business processes of the country and a consequence of the increasing complexity of the affairs under the jurisdiction of the city, which now insistently demand a form of management completely different from the political manipulation which has gradually grown more and more incompetent since the beginning of American municipal history.

The administrative organization and the electoral system of the early American city, before the national government came into being, was a heritage of the European form, which in turn was a development arising from the necessity of devising a means of protection, following the loss of that given by certain princes and overlords whose authority and power passed with the passing of feudalism. These municipal organizations consisted, at first, of representatives of trade bodies or guilds but later of representatives of certain designated areas known as boroughs, arrondissments or wards. This form or organization, as continued by the early settlers in America, consisted of a deliberative body, known as aldermen, each representing a ward, and a mayor,occasionally elected by them from among themselves,in whom,roughly resided the executive powers. This briefly was the plan of American municipal administration at the time of the Revolutionary War.

Though the plan of the national government as it now exists was the accomplishment of a vast amount of thoughtful study by the most penetrating intellects of the time, and was devised to assure liberty and security to the public forever, no such thoughtful attention was directed towards the existing and prospective affairs of the city. Men's minds were filled with broad and grand principles and such details as city governments escaped them. Then, too, the cities were small and were governed sufficiently well. There were no complaints of mal-administration. The tastes of the public were simple and the burden upon the community treasury light. The water supply was the pump on the corner well. The occasional late traveller was sufficiently guided on his way by infrequent oil lamps. Health and the disposal of sanitary waste was strictly a personal affair. The fire department consisted wholly of volunteers and the police force as yet was nothing more dignified than a constable by day and aged watchman by night, though later, it was to be the first of all the rest to expand with a burst of glory and was to become alternately the tool and the curse of many an ambitious political organization.

Editor's note: This is a general historical sketch of the growth of the Commission-Management Plan in the United States. Naturally it mentions some of the tumultuous incidents which served to attract favorable attention to the plan in its earlier years. Tampa, as many other cities which have recently adopted the plan, was not coerced into the adoption by any catastrophe of political corruption. On the contrary, the plan was adopted in an orderly and deliberate manner for it was seen that the time had come to revise the municipal machinery so that it would be in consonance with the best that was known and thought in the field. The old system had outgrown its usefulness. It chafed and irritated like an outgrown garment and so was laid aside

If this leisurely method of administration and meagre disbursement of public funds furnished no incentive for graft and no argument for economy there was yet another reason why the early government of those cities was beyond reproach. The success of every piece of political machinery of the democratic or representative nature depends upon the nature and reaction of its basic unit—man. The machinery of American governmental institutions was so designed that its hopes of success hung upon the serious and interested participation of its intelligent citizens. In what ever degree these citizens were alert and conscious of their civil relations to that degree good and sound government subsisted. Hence the early American city administrations, in no small measure, owed their satisfactory routine performance to the official relations of the most prominent citizens. The wealthy, the influential, the educated did not disdain to hold office. The mayor and councilmen were lawyers, bankers and doctors and rarely an election was held which did not boast at least one deacon among its candidates. So, looking back at those city governments before the more colorful pages of American municipal history, it can be clearly seen that the serenity and whatever effectiveness they may boast was a consequence, not so much of a good or an appropriate form of organization, but of the peculiarly favorable circumstances under which they operated. The simplicity of their functions and the conscious interest of the citizen; the moderate public expenditures and the ease with which the office holder might discharge his duties without special training all combined to produce a satisfactory performance from a system that was later to become a byword and a reproach.

Not long after the establishment of the national government the country began to stir. Its natural resources, so abundant, were being developed. Rural populations grew, and cities increased in size if not in quality. Trade and commerce expanded generously and the sciences devised new comforts and conveniences. Machinery multiplied the effort of labor by ten, a hundred or a thousand and the standard of living, rising rapidly, gave ordinary men the luxuries that, once upon a time, would have been the envy of princes.

If the first effects of these changes were upon private life and enterprise, they, at last, tardily made a full impression upon public affairs The volume of vehicular traffic, though still horse drawn, demanded and received paved streets and highways. Both domestic and industrial needs were supplied with water brought from distances in pipes and its waste carried away in sewers. Gas and, later electricity, made their appearance and the streets were for those days brilliantly illuminated. Property became too valuable to risk loss by fire and fire departments developed a paid professional personnel. Crime increased with prosperity and the police force expanded to meet the need.

As a consequence, the expenditures of the city increased enormously and the time and attention required to administer them in proportion. It became inevitable that factions should develop and disputes and dissensions arise over various items and projects. These things made official positions more of a strain and less and less desirable. To hold them became more and more of a tax upon the conscientious citizen. He felt that to give them the proper attention absorbed too much of his time from his private business; to give less he could not reconcile with his sense of duty. Accordingly the better type of man gradually drifted away from public affairs and public office and became interested in the profits and adventures of commerce and industry. In the realm of public affairs his place was taken by the ward politician.

If it is to be imagined that these men, who devoted their lives to politics, were of an inferior degree of intelligence, it is a mistaken fancy. They were patient, shrewd and versatile. Politics was their business. In its manipulations they saw no wrong, and at first but used their position for moderate gains. The city was a penurious employer, hence the necessity of turning an honest penny by the award of concessions to private interests. Their supporters at elections, who must be paid, were paid through the creation of redundant positions to which they were appointed. In this way the political machine came into being and flourished. It probably could never have existed without city patronage and city positions.

These conditions were an outgrowth of the first weakness to appear in city government; the reluctance of the public to permit adequate salaries for public officials. Honest men would not work for low salaries at all while dishonest ones depended upon indirect speculation for remuneration. As a consequence the city, indirectly, paid more in the end for the inferior class of employees.

The probable aim of the politician, in his scheme of things, was merely to make both ends meet but the practices he inaugurated to accomplish his purpose grew upon him. It was so easy to go a little further, to increase the margin of profit a little more. Then with the increased returns arose competition, rival machines developed and must be annihilated, expenses became heavier, the activities of the repeater, the heeler, the boss and the machine became more and more corrupt and pernicious until the evils they perpetrated and the orgy of graft, subornation and crime culminated in explosions which shocked the country and compromised the issues of national campaigns.

For a while after city administrations became corrupt the remedies of these evils consisted of an eruption of reform candidates and good government campaigns but these proved ineffectual; a temporary restraint. Even when officials elected by the reformers were in full control the taxes, that always popular index of governmental efficiency, refused to come down and be companionable. It was soon seen that the business efficiency of candidates was somehow not improved with election, that waste could quite as easily occur through the inefficiency of honest officials as through the corruption of dishonest ones. Honesty and sincerity in business processes are meaningless words unless coupled in a partnership with ability.

In a great many places different people began to make a serious and extended study of municipal deficiencies and tried to devise some method by which cities might be **both** economically and honestly governed. Out of all this cogitation a multitude of schemes were born. There were some sensible ones. Of these the one known as the Commission plan immediately won a deserved popularity for it was seen to be peculiarly effective. Wherever it went into operation the political machine went out.

The success of the political machine depended upon the positions it was able to bestow upon its supporters after election. Its ability to supply these positions depended on its control of the municipal machinery; whether or not a majority could be engineered in the council. The chances of so obtaining a majority depended somewhat upon the size of the council and upon the electoral system. It is possible for the public to elect live good men to office but if ten men are to be elected the chances are heavily in favor of the majority of the ten being professional politicians. A good man will run for office if he thinks there is a reasonable hope of his companions in office being good

men but, knowing that among ten officials some will be politicians, the better men usually will not run for office at all where the council is to be large. Then, also, a politician can easily carry a ward: he can easily carry a majority of the wards but he usually is defeated in an election at large. It was on account of these peculiar principles that the Commission form, by reducing the number of candidates and by electing each at large, so simply and yet so successfully destroyed the influence of the machine. The size of the council and the system of ward returns were the foundation and prop of the machine. Once these were pulled from under it, its structure fell into dilapidation and its power and glory departed.

Though the election reform was the important contribution of the commission plan it also proposed to improve the operating efficiency of administration. The business of the city had been clumsily executed under the council in a very haphazard way. Both responsibility and authority were very loosely fixed. It was the plan under the commission scheme to have each of the commissioners elected to serve full time in charge of a department, or group of departments and to be responsible for the operating efficiency of such a group. The understanding was that each commissioner should run for office with the intention of performing particular duties after election and that the voter would judge him in respect to his ability to perform this duty. Broadly, it was hoped that an engineer would be elected to serve as a director of public works, a doctor to serve as director of public health, etc., but it did not turn out so. It was the object of the Commission plan in this respect to promote the operating efficiency by selecting trained administrators. The candidates, however, would not stand nor the people vote on such a basis. They would vote rather on the platform of the candidate; what he thought should be done rather than what he himself could accomplish. There was no reason why a harness manufacturer, for instance, if a sensible and progressive man, should not be a commissioner but it was a mistake for such a man to have charge of a health department where, ignorant of the meaning or significance of typhoid fever reports, turned in by doctors, he allowed them to accumulate on his desk until an epidemic swept the town.*

There were many other incongruities in the election of commissioners. In Houston the Commissioner of Streets and Bridges was a farrier, the Commissioner of Health a printer, and the Commissioner of Finance a machinist. In Topeka, the Commissioner of Public Utilities was a barber, the Commisisoner of Parks and Sanitation a house mover. Jersey City has had an undertaker for Commissioner of Health, Kansas City a groceryman as Commissioner of Streets, Lynn, Mass., a newspaper pressman as Commissioner of Finance.* The point, of course, is not that these various occupations should not be represented in the commission but that they do not fit a man for a position demanding technical administrative ability.

In addition to the inadaptability of the commissioners to their prospective duties the situation was further complicated by the short tenure of office which prevented the incumbent from learning the appropriate methods of administration during his term. The old commissioners were usually succeeded at each election by new ones who must learn the business all over again. The mistakes made and the experience gained from them were all lost. They must be repeated by the next administrator to no purpose. The city was in the position of continually educating individuals for a specific

*These statistics from American Police Systems—Fosdick.

duty and then discharging them. The turnover would bankrupt any private business in existence.

After the commission plan had operated for a time in various cities it became apparent that its net benefits were limited to the reforms in the election of candidates. It did not produce the operating efficiency expected. It did make the administration **honest** but it did not make it **efficient.** Further changes were underway. Sometime in 1908 the little town of Staunton, Virginia, whose Aldermen were weary of their own futile efforts and commonplace accomplishments appointed for the town a general manager. They little realized how quickly and widely the germ of their idea was to spread.

This new plan, which was forced upon the public by the pressure of necessity; by the insistent demand of modern conditions of living for corresponding modern procedure in the transaction of municipal affairs, would have been perceived and adopted long ago had not there existed in the public mind two curious delusions, relics of a passed era of political philosophy. Whenever there arose dissatisfaction with the conduct of municipal affairs and new schemes and remedies were proposed, in these schemes were always included, perhaps unconsciously, these two misconceived ideas, and consequently, in spite of the supposed reforms and improvements, the administration continued to revolve in the old political grooves, greased by custom and usage.

The first of these misconceptions, which must be mentioned in order that the reader may perceive why they were undesirable, consisted in the hazy belief that the organization of the city was somehow inextricably interlocked with the political structure of the nation and the state. Any attempt therefore to place the municipal affairs upon a sensible and constructive basis was resisted as if it were an attempt to subvert and impair the political or constitutional liberties of the citizen. Gradually, however, people began to realize that the city had no significance as a part of any political organization and could with perfect security and much profit be regarded as a separate entity. They could see that the city had none of the primary characteristics of a political subdivision; that it had no fixed boundaries in the same sense as has the county, nation and state; that it had no representatives, as a city, in the legislature or the Congress: that, in short, it had no political relation to the county, that it had no political relation to the Nation and the only relation it bore to the state was that of a chartered corporation, a group of citizens legally acting in concert to establish certain conveniences of living for their own mutual benefit. It is the function of the city to furnish these conveniences at the lowest reasonable cost and its organization has no other purpose nor reason for existing whatsoever. Remove that purpose and no political bonds, however strong, would prevent its dissolution. The city has become an **economic** unit.

The second delusion, while less excusable is rather more persistent than the first. The individual and the public have a truly nâive attitude toward public office and its compensations. They know and expect that in private business only adequate compensations will attract and hold competent employees and yet they do not seem to consider that the principle of supply and demand does or should apply to public offices. They appear to feel that by the operation of some motive of patriotism or loyalty competent business people will or should devote their time and effort to discharging the more perplexing duties of public office for a less consideration than they

would expect for similar services to a private enterprise. Human beings just do not react in such a fashion and the city does not in any case receive more than it pays for. This attitude on the part of the public is, however, becoming more sensible for it is beginning to be obvious that the wages of management must be commensurate with the ability desired and consequently cities are adopting more business-like employment policies and are in turn receiving increasingly better service from the personnel employed.

The success of the City-Manager plan is the consequence of the full recognition of such actualities. It has been realized that no efficiency will be produced from machinery that has been built upon and around erroneous ideas; ideas which were prettily devised by speculative philosophers and which every one wishes were true yet which every one, by his daily reactions, irrefutably proves to be false. All schemes of democratic or representative organizations are based upon an ideal man, one who has a serious, conscious and continuous interest in public affairs. Such schemes could succeed only if the average man were an ideal man. The average man, however, is far from being so. He takes no sincere interest in public affairs. The real life of the average man is his daily life, his little circle of affections, fears, hungers, lusts and imaginative impulses. It is only when his attention is directed to public affairs as something vitally affecting his personal circle that he brings his reluctant mind to bear upon them. It is scarcely too much to say that the average man thinks as little about public affairs as he can and stops thinking about them as soon as possible. It is still only very curious and exceptional minds or minds shocked and distressed by some public catastrophe that will not accept governments and institutions, however preposterous, which do not directly annoy them, as satisfactory. The average human being, until he is so aroused, will acquiesce in any of the collective activities going on in this world in which he finds himself and in any phrasing or symbolization which meets his vague need of something greater than his own personal affairs to which those affairs can be anchored.*

The Commission-Manager plan was designed to operate with people as they are. Its first purpose is to attract the best business talent in the city as advisors or commissioners. How this is done can be illustrated by the case of Mr. A. This Mr. A is, say, a prominent manufacturer whose advice would be of the utmost value to the city. He has never held public office, however, because he has observed that the time and energy of the public officer is usually absorbed by a multitude of petty detail that in his business would be referred to some of his subordinates. Consequently no consideration would persuade him to become a public officer under such circumstances. Under the Commission-Manager plan, however, the conditions are arranged to secure the service of such men as Mr. A. The duties of the commissioners consist only of general supervision, the same kind and degree of supervision that such men exercise in their private businesses. They determine questions of policy and of general procedure. They meet only occasionally and leave to the city manager the execution and transaction of all business. Their relation to the city is in the nature of a board of directors. They are called upon to do the things they can do better than other men and which at the same time they can do with dispatch and ease. Such men are glad to serve the city in this important capacity and are glad

*H. G. Wells.

to give and be responsible for their judgment upon comprehensive questions. They could never be obtained for the city though if they are annoyed by an interminable haggling over minor matters. Executive details are left to be handled by the city manager.

The city manager relieves the commission of all executive details and settles all questions except of the more comprehensive sort. He is selected by the commission and as the commission is in the end responsible for his accomplishment they attempt to appoint a competent manager. This is the most important single duty they have to perform. If they select a competent manager their troubles are over. If they select a poor manager their troubles have only started. Usually, however, the commissioners are accustomed to such selections in their private business and are able to make an appointment with ease and success.

As a competent man is attracted only by as good an offer as a position in a private business having a similar responsibility would furnish, the city must of course compete with private business for its manager. The ultimate benefit accrues to the city, however, for the city management has become a profession which, by being adequately paid, is attracting to it men who are competent to study and improve the conduct of municipal affairs and eventually to reduce the costs (taxes) of their operation. Colleges and universities are including courses of City Management in their curriculum and city administrations are being raised in tone and being made more efficient in operation.

The city manager being appointed by a board to which he is responsible and having been appointed only on the basis of business efficiency has no political fences to maintain. His whole attention and interest are devoted to his administration. He has no other business. He is thus free to study and anticipate the needs of the growing city; to learn the effect of changing conditions and prepare his program long in advance and to the best advantage and least cost. He is able by a tenure of office which depends only upon his efficiency to build under himself a competent organization such as would be successful in private business. His subordinates have the same freedom from restraint, the same freedom from anxiety over election results that the city manager enjoys. They know that they hold their respective positions through no political influence and will be retained and rewarded only for ability and achievement. They thus have an incentive to work that political systems never gave them and their contentment and confidence and, consequently their diligence and industry have raised the transaction of municipal business from a waste and a disgrace to a high state of efficiency. City Management, pushing aside old political systems, involved with balance of power theories, which served no constructive purpose, has established a procedure of confidence and frankness in municipal administration which alone are the foundation stones of efficient management.

That these things are true not only in principle but in fact as well is indicated by the result of the establishment of the Commission-Manager plan in Tampa. Consider the balance sheet today as compared with that of the last year of the operation of the old Aldermanic form.

1925

Capital assets (land, buildings, streets)	$14,420,000
Cash assets (taxes and accounts payable)	5,400,000
	19,820,000

Capital liabilities (bonds for cap. ass.)	6,100,000	
Current liabilities (operating expense etc.)	3,860,000	
	9,960,000	$9,860,000
1920		
Cap assets	7,000,000	
Cap liabilities	1,575,006	
	8,575,000	
Cap liabilities	2,460,000	
Current liabilities	1,165,000	
	3,625,000	4,950,000
Difference between the net clear worth of city property (land, public improvements etc.) in 1925 and 1920		4,910,000
Increase in net clear worth since 1920		97%

Now while the Commission Management plan was increasing the clear net value of the City property and improvements it was also decreasing the operating expenses of the administration, thus:

Year	Population	Cost of operation in per cent	
1915	48,000	100	Aldermanic form of Administration
1916	48,800	104	" " " "
1917	49,600	104	" " " "
1918	50,400	100	" " " "
1919	51,200	104	" " " "
1920	52,200	114	" " " "
1921	55,000	115	Form of administration changed
1922	58,000	107	Commission-Manager plan
1923	70,000	91	" "
1924	80,000	89	" "
1925	100,000	83	" "

The cost of operation per capita for 1915 was assumed as 100%. This cost fluctuated with a constant tendency to increase until it reached its peak in 1921 during which year both the Aldermanic and Commission Manager forms were in operation the first and last parts of the year respectively. The first year the Commission-Manager plan went into effect (1922) shows a considerable reduction in operating costs over the previous year (1921) and the operating costs have become less and less until now (1925) they are only 83% of the operating costs of ten years ago in spite of the fact that during the time the City-Manager plan has been in operation the net clear value of the city's property and improvements have been increased nearly 100% or at a rate of nearly $1,000,000 a year. As for the conveniences and service furnished the public modesty forbids a comparison.

DEPARTMENTS

GENERAL SUPERVISION

W. Lesley Brown, City Manager

The Commission, in broadly supervising the activity of the administration, sits each Tuesday in public sessions. To the Commission the City Manager makes his reports and recommendations and under the direction of the City Manager the routine business of the City is executed by departments.

The functions of general administration are performed by the office of the City Manager, through the Comptroller, and the Purchasing Agent. Through these latter offices and by means of the budget general control is exercised.

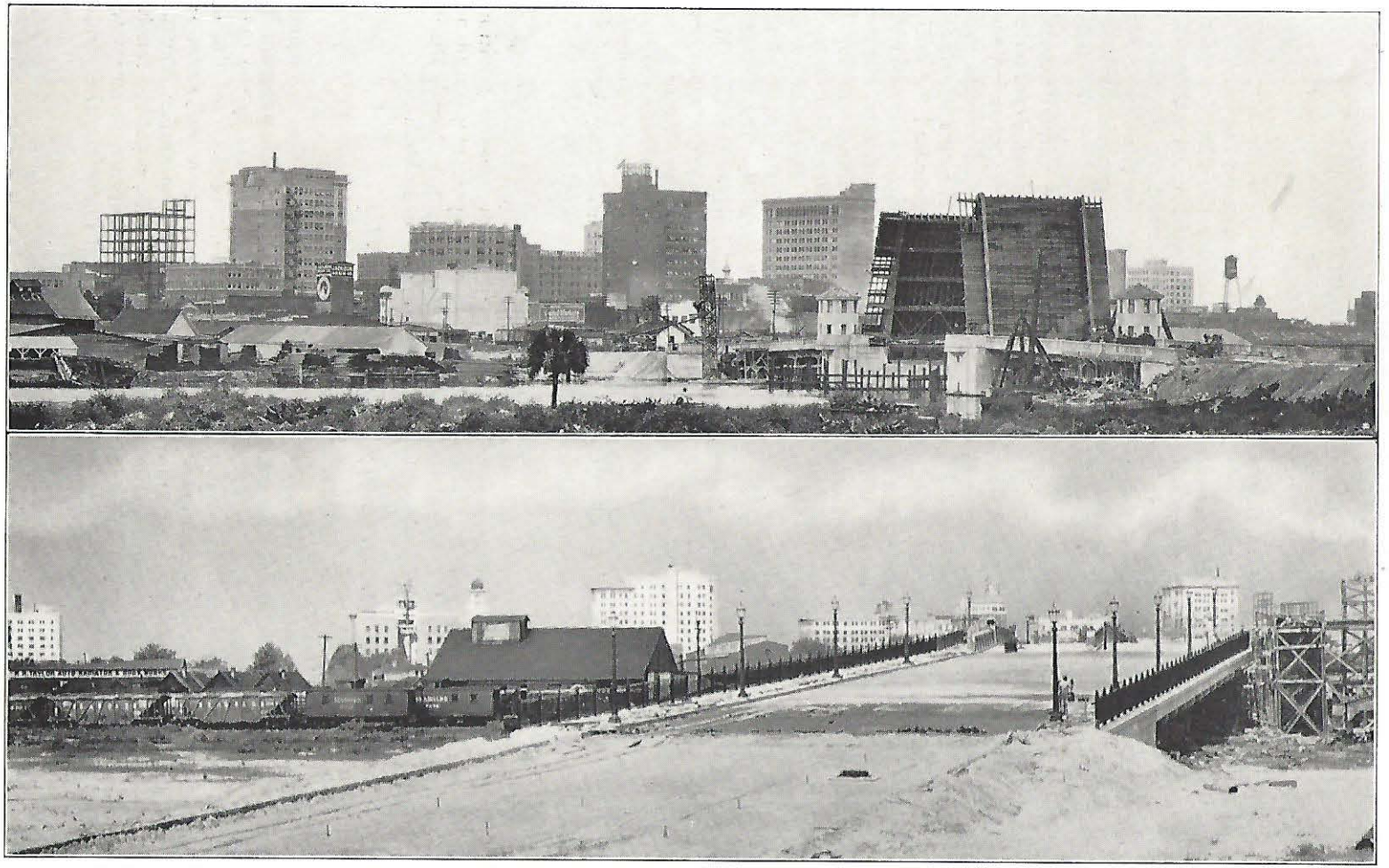
The budget is an estimate and an authorization of the annual expenditures. Each year, prior to June 1st, the heads of the various departments submit to the City Manager an itemized estimate of the expected expenditures and revenues for the coming year. This estimate which reveals every detail of the proposed disbursements is calculated from the annual rate of expenditure as shown by the month of March of the past year and the anticipated increase or decrease to occur in the next fiscal year. The estimates are carefully examined by the City Manager and the Comptroller, the revenues expected from real, personal and occupational taxes and from departmental receipts are considered and adjustments made between the expenditures and revenues. The budget is then presented to the Commission, which holds night sessions, examining the requests of each department in detail, until the expenditure to be allowed for each item is decided. The Commission then passes an appropriation ordinance which authorizes the City Manager to proceed with the expenditures as necessary. No department may exceed the expenditures thus fixed by the Commission. The rate of expenditure is controlled by the office of the Comptroller which approves the daily disbursements as and if authorized in the budget. All purchases of any nature must be by requisitions which are issued by the Purchasing Agent and these requisitions are further checked against the budget by the Comptroller.

The personnel of the administration is controlled by the Civil Service Board. Periodically this board holds examinations for routine positions Only those receiving grades of 70% are eligible for appointment, and any particular position must be filled from a list furnished by the Board. During the past year 175 positions were filled and 320 persons examined.

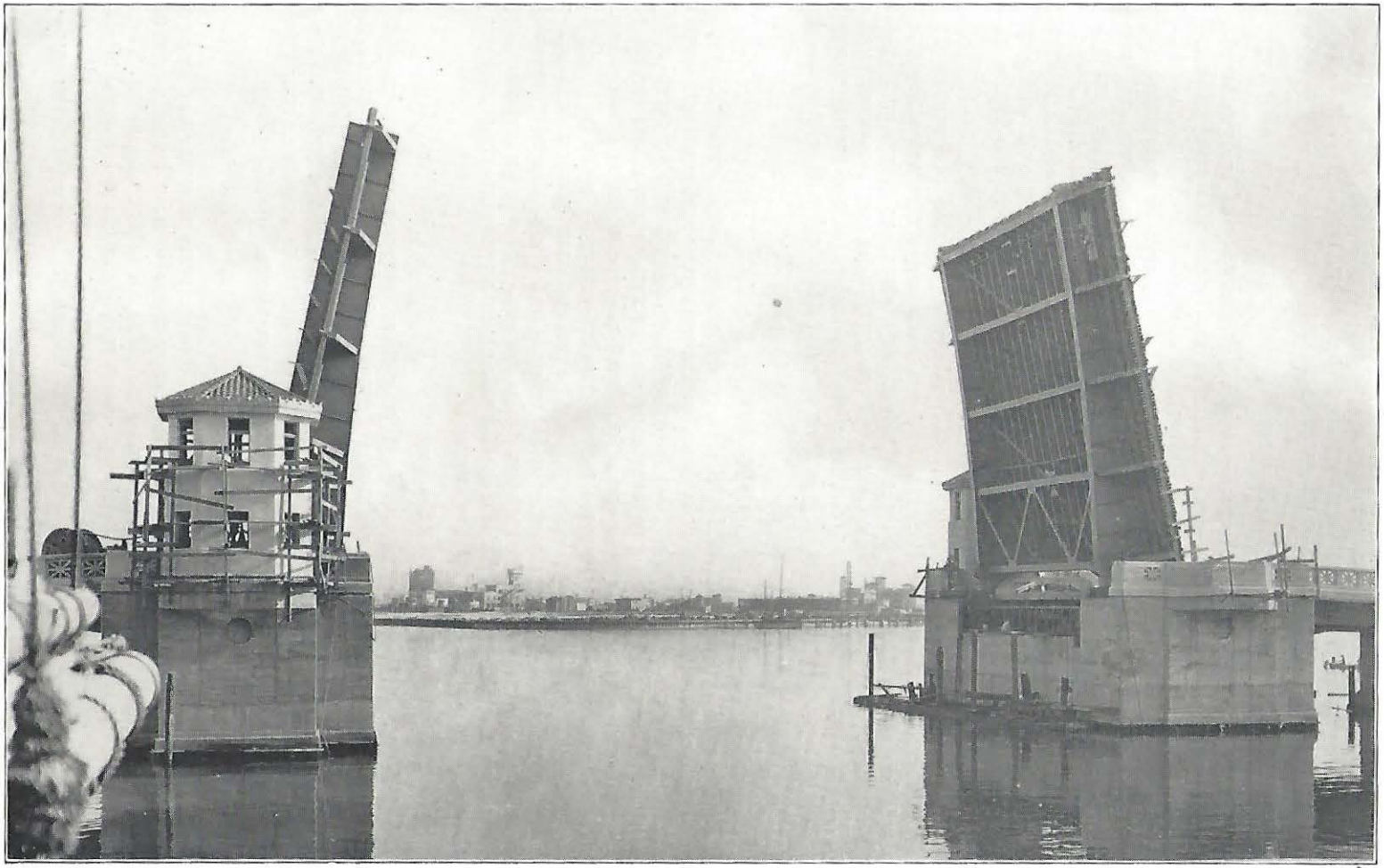
ENGINEERING DEPARTMENT

R. D. Martin, City Engineer

Even in normal times the expenditures for new construction are usually large as the City is constantly expanding. In the past year this program has not only been unusually large on account of the rapid increase in the population but construction has been exceptionally difficult because of the unprecedented volume of contemporaneous private construction in Tampa and the immediate vicinity. The amount of this construction under contract, comprising buildings, pavements and other public utilities, probably reached the figure of $40,000,000.00 Inevitably, under such conditions, progress was below normal but, in view of the scarcity of labor and materials, the conges-



Cass Street Bridge and Lafayette Street Viaduct Under Construction



Platt Street Bridge Under Construction
Davis Island in Background

tion of transportation facilities and the obstruction caused by the excessive volume of vehicular traffic and heavy rains, the record made by the City's contractors is a splendid one, and they are to be commended for their efforts.

Bridges

The City has long been inconvenienced by the scarcity of bridges across the Hillsboro River, which divides it, but this deficiency has now been removed by four new bridges, one of which, the Platt Street Bridge, is in operation, another of which, the Cass Street Bridge, will be complete in a few weeks, and a third, the Michigan Avenue Bridge, to be completed in a few months, and the fourth, Fortune Street Bridge, now under contract. As the Hillsboro River is a navigable stream which accommodates considerable water traffic, these four bridges are of the most modern type of bascule lift spans, having a channel clearance of about one hundred feet, and will cost when complete nearly two million dollars. Tampa will not in the future be inconvenienced by the presence of the Hillsboro River.

The location of the railroads have also been a decided obstruction to vehicular traffic and this embarrassment has been largely removed by the construction of the Lafayette Street Viaduct, at a strategic point, at a cost of $270,000.00. This viaduct is constructed partly of reinforced concrete and partly of through plate girders, coated with two inches of a cement mortar compound known as gunite, which is shot against the steel with compressed air.

Pavement

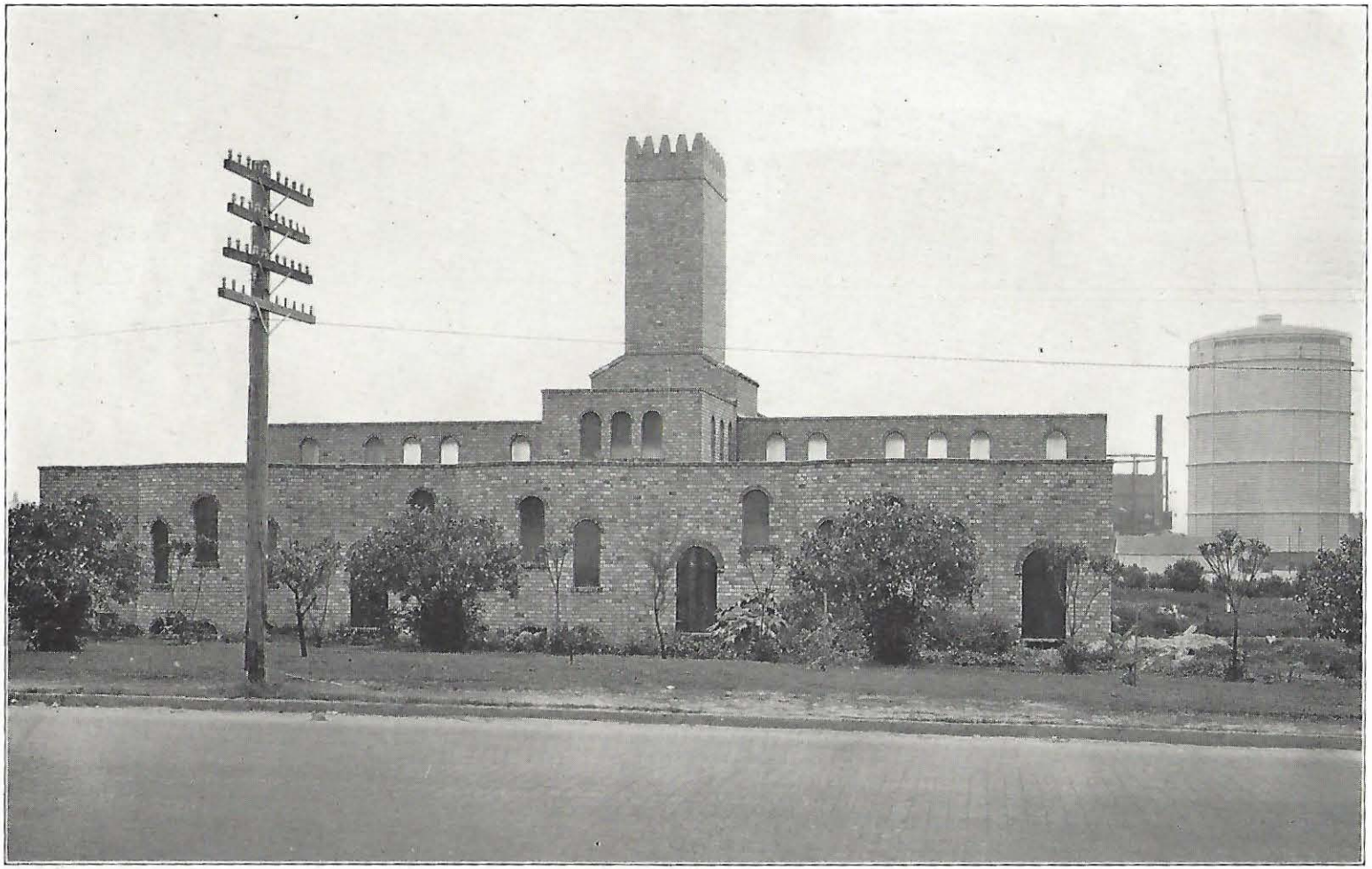
Over seventy five thousand lineal feet of street paving, involving an expenditure of $650,000.00 was completed in the past year and contracts were awarded, in the amount of $2,000,000.00 in addition, which will be completed next year. The street paving program consisted of repaving random streches of present streets, extensions, connections and relief cutoffs and widening of existing pavements. Both asphaltic and brick pavements were laid, brick predominating. The method of financing pavement construction was substantially by means of certificates of indebtedness and the choice of type was largely in the discretion of abutting property owners. This is an unfortunate situation as the selection of the type of paving is an engineering problem and should be determined by the engineer.

Sewers

It has been impossible in the past year to construct either sanitary or storm sewers fast enough to meet the demand. Every effort was made to rush this construction as rapidly as possible. For sanitary sewer $400,000.00 was expended and for storm sewers and appurtenances about $90,000. Approximately 850 house connections were made and the revenue from that source and from permits for street openings was about $15,000.00.

New Survey

The City has never had a really comprehensive plan of water and sewer lines to work to and to remedy this deficiency there is now being made a survey sufficiently extensive to serve as a guide to all future expansion. This survey covers particularly the territory which will be affected by expansions and increase of population in the near future and in a general way all the territory included in the recent annexation. When it is complete, the ques-



Building Over Imhoff Tank
Reservoir of Tampa Gas Co. in distance

Filtration Gallery and Control Boards, New Water Works

tion of what to do in any particular area will have been properly solved in relation to the whole city and will not cause any conflict or confusion in the future.

The city operates three Imhoff tanks which were constructed some years ago at the cost of $110,000 and three sewage pump plants at a cost of about $70,000. The combined capacity of these works is about 12,000,000 gallons of sewage per day. The larger of the Imhoff tanks was, when constructed, located near the bay on the edge of the city. The city grew so rapidly, however, that this disposal plant became offensive to the occupants of various buildings that had been constructed in the vicinity since the disposal plant was built. Engineers were consulted but could furnish no relief as the operation of the plant was normal and the odors were only the customary gases of sewage activation. As it was imperative that the nuisance be abated the City conceived the plan of erecting over the disposal plant a building with a tower which would collect and discharge the rising gases into the upper air. This plan was executed; the building being artistically designed and constructed of reinforced concrete veneered with brick and having windows with fixed glazing to furnish light for skimming and operating the tanks. This method of eliminating the objectionable odors is believed to be unique and interesting not only on that account but because of its complete success. No odors are at any time present in the vicinity of the building or at any other place. The gases are completely dispersed into the upper air.

WATER DEPARTMENT

A. W. Squires, Supt.

The water supply in Tampa, until the construction of the new plant in the past year, was more than unsatisfactory. It is scarcely too much to say that the water supplied was the world's worst. It is alleged that even the grass upon the lawns was killed by it. As it is stated in the comic supplement however, "them days are gone forever" and Tampa can now boast of one of the most complete water treatment and pumping plants in the country.

Before the new plant was constructed, drawing its supply from the Hillsboro River, just above the dam of the Tampa Electric Company, the source of supply was principally from wells of varying depth from 150 to 350 feet. Thirty of these wells, ten inches in diameter, had been sunk, and twenty were in use. Because of the calcareous character of the underlying geologic formation the water was always hard and the growing demands and the increasing draft upon the wells lowered the water table to such a degree that infiltration from adjacent bodies of saline water ensued until the water was almost impossible to use for drinking purposes. Its hardness had reached the unusual coefficient of 700 parts per million and its salinity 1500 parts per million. These coefficients have now been reduced by the new plant to 100 parts for hardness and practically 0 for salinty.

The old plant, owned by a private corporation and consisting of the wells, pumps and pipe lines, was purchased by the City for about $1,400,000 and will be held as a reserve, since after the wells have had a period of rest they can be drawn upon lightly in times of emergency, and can be depended upon, if used only occasionally for this purpose to produce satisfactory water. The cost of the new plant was about $1,250,000.00. A peculiar and interesting element of the financing of this $2,650,000 investment is its self liquidating feature. No part of the cost of purchasing, constructing or operating the

Water Works is borne by the tax payer and, at the same time, the water rate in Tampa is no higher than the rates of other similar places. The bonds issued to finance the Water works are being retired by the Water department revenues and do not stand against the city debt limit. Very few cities can boast of this economical arrangement.

In examining the possible sources of water supply the engineer, Mr. Nicholas S. Hill, Jr., was most thorough. The project of sinking additional wells was considered and both Lythia Spring and Crystal Spring investigated before finally deciding that the Hillsboro River offered the most adequate source combining proximity and low expense of treatment. While the adjacent sources of water supply are not contaminated, seriously at any rate, for all water is likely to be to some extent polluted, whether surface or subterranean, all the water around Tampa is rather hard. In addition, the surface water is colored by contact with palmetto roots. The water in the Hillsboro River presented a peculiar difficulty. During the rainy season, when the water is high and rises over the low areas, it becomes highly colored but loses a good deal of its hardness while, on the other hand during the dry season the water becomes much clearer but also much harder. The water plant therefore was designed to treat the water by removing the color in the wet season, and the hardness in the dry season though, when necessary, both of these processes may be used simultaneously, as well as a process for purifying the water of bacterial contamination, which is very slight. The process of treatment is elaborate and comprises a system of mixing and coagulation basins of concrete, and a series of filters, also of concrete, together with an intricate arrangement of ducts, galleries, and valves through which the water is transferred from place to place until it reaches the proper standard of purity before it is pumped into the mains towards the City.

Before the new plant began operating, the draft upon the old one became so heavy that its capacity was greatly exceeded and emergency pumps were installed at two of the local ice company's plants. After the new plant began operating, these emergency pumps were discontinued as their operation and rental for water was a very heavy expense. However, the public was so enthusiastic in obtaining good water at last that it became very extravagant in the use of it, wasting enormous quantities, and forced the new plant to operate at below its normal pressure to discourage such waste. Probably people were using double the quantity of water they actually needed but the consumption has now returned to about normal. During this orgy of water consumption there was much criticism about pressures which at the time were indeed lower than they now are although there are still some defects to remedy.

The usual source of the condition causing criticism will now be found in the small size of mains in a few places but more frequently in defective plumbing arrangements in the buildings themselves, which is a matter the water department cannot remedy though it will be glad to examine and advise as to how the defect can be removed. Just as an example of the difference in pressures before and after the new plant began operating the following are pressures taken at the City Fire Stations. The maximum being taken about 3 o'clock in the morning when no water was being used and the minimum about noon when water was being heavily drawn for cooking purposes.

Maximum	Sem. Hghts.	Ybor City	W. Tampa	Albany & Azeele
Before	40 lbs.	55	33	36
After	80	87	60	64
Minimum				
Before	20	30	5	5
After	80	75	37*	39*

There has, also, been considerable criticism of the pressure available for fire fighting purposes which was largely undeserved. It was stated that there was insufficient pressure without auxiliary pumping. This is true but it is not because of an oversight nor a deficiency. The policy of supplying water for fire purposes has changed considerably in the last few years. The old practice in use, before the City purchased the water works, was to increase the pressure in the mains during times of fire to nearly one hundred pounds. This practice has been abandoned here as it has been abandoned in other large cities because it is very expensive and because it has been found that adequate fire protection is not obtained nor influenced by pressures higher than those necessary to properly supply the average consumer. The reasons for this are two.

First, as a matter of economy, engineers avoid the use of high pressures, and modern water supply systems, designed to furnish water for domestic and industrial purposes, consequently do not develop average pressures higher than forty or sixty pounds which are sufficient to deliver water with reasonable force in a third story if the plumbing of the house is adequate. The costs of increased pressures are all out of proportion to the benefits received. To increase pressures ten per cent above a pressure of sixty pounds may result in an increase in cost of as much as twenty five per cent. Not only is more expensive machinery required at the plant but increase in pressures is followed by increased leakage in the mains, always present to some extent, which in turn raises the cost of operating the plant. The standard by which the engineer designs the plant therefore is to provide a pressure adequate for the purpose of supplying domestic and industrial consumption.

In designing the plant, however, the use of water for fire protection is not disregarded but inasmuch as even one hundred pounds pressure in the mains would not, under modern conditions, furnish adequate protection, the procedure of fire fighting must be approached from a different angle nowadays. The modern fire department depends entirely upon its pumping engines to supply its necessary pressures and these engines are manufactured so that the hydrant pressures, so long as they are around twenty pounds before the engine starts operating, have no appreciable influence on the pressure the engine can develop. The invention and use of the fire engine has proved very fortunate for water departments as they are required now only to supply water f. o. b. the fire at ordinary pressures and the fire engine then boosts the pressures the amount necessary. This sensible cooperation between the fire and the water departments eliminates much waste and enables the water department to adopt more economical designs and operating programs. That this system is adequate for protecting the City from fire is indicated by the past yearly report of the examining engineers of the National Board of Fire Underwriters and by the low fire insurance rates in effect in Tampa.

The water plant is now pumping around 13,000,000 gallons of water per day and the service connections about 25% metered. The conclusion to be

*These pressures will be increased when the new 20 inch pipe line under the river is completed in the near future.

drawn from these facts is this; by metering all service connections the amount of water pumped would be reduced by about 4,000,000 gallons per day. The cost of pumping is about $50 per million gallons and the reduction of 4,000,000 gallons would mean a saving of $200 per day or $73,000 per year. It would pay well to have the City 100% metered.

The usual objection to metering is that the public is restrained in the use of water and the death rate increases in consequence. That this is not true has been proved by records kept by the Medical Association and the National Water Works Association. As a matter of fact the death rate in the majority of cities, which have raised their meter percentage, has decreased.

Metering is the fairest way to collect for water service. Each pays only for what is used. By the flat rate method those who are moderate in the use of water are compelled to help pay for the water used by those who are extravagant.

The old branching system of distribution with its dead ends preventing the complete circulation of water, is rapidly being remodelled into the gridiron system. In this program there have been laid 13,950 feet of 20 and 24 inch mains, 14,300 feet of 10 and 12 inch, and 17,400 feet of 6 and 8 inch mains, a total of 45,650 lineal feet at a cost of $170,000.00. About 2700 service connections and 23 sprinkler connections were made and 200 fire hydrants installed in various parts of the City in the past year. Lowering mains on streets being paved necessitated an expenditure of about $5,000.00

Three new 500,000 gallon pressure equalizing stand pipes have been erected, one on 21st Avenue near 14th St., one at Henderson Ave. and Jefferson St., and one at Benjamin Field, bringing the total resevoir capacity to 5,000,000 gallons.

A contract for a 20 inch main under the Hillsboro River has been awarded and work on this is now in progress. It is also expected that the City will participate in a jointly controlled tunnel under the river which will carry a 30 inch main. It has been proposed to construct the tunnel in the next year.

POLICE DEPARTMENT

D. B. York, Chief

The Police Department is entitled to breathe a composite sigh with the passing of the fiscal year; a sigh partly of relief and partly of satisfaction. In addition to the undercurrent of nervousness (called the crime wave) that seems to have pervaded the country for the last few years, the recent local state of mind, influenced by the real estate activity, has produced not only a decidedly heavy record on the police blotter, but numerous offenses of which the police had knowledge but for which they were unable to make arrests.

As an indicator of the magnitude of the operations of the police department take the revenue from fines and forfeitures, which, estimated at the beginning of the year at $70,000 has amounted to about $280,000. The number of homicides in 1925 were 44, the number of suicides 14, the number of deaths by automobile accidents 52 and the total number of deaths from external (not natural) causes was 223 which was 18% of the total number of deaths from all causes. While all these deaths are not the result of criminal operations or intent they do give an idea of the intensity of conditions.

The extensive use of motor vehicles by bandits and thieves, a popular practice in large cities has in the last year, become prevalent in Tampa. The

old methods of policing a city by foot patrol have become obsolete as the foot patrolman has no chance either to detect or arrest offenders travelling in cars. The operations of such offenders are timed to the second. The crime is committed and the criminal gone before the patrolman, on his beat, again passes the scene. Even when the crime has been discovered the patrolman can only notify headquarters. By the time headquarters can respond the offender is out of town.

The police department, to successfully prevent crime nowadays, must depend largely on the speed and flexibility permitted in patrolling by the use of motor equipment. Its foot patrol is a dead weight. It is expensive and does not cover the territory with sufficient thoroughness. For instance any given point in the city is protected in proportion to the number of times a patrolman passes it. A patrolman on foot travels on an average of two miles an hour while an officer in a car travels about fifteen miles an hour, at which rate he can properly examine his beat. On this basis the officer in the car gives about 7½ times the protection of the officer on foot. Furthermore, if he discovers a criminal operation in progress he has an even chance of capturing the criminal while the officer on foot must content himself with the discovery. All large cities are now heavily motorizing their police forces and it will be necssary for Tampa to adopt this plan in the near future.

The relative cost is rather heavily in favor of the motor equipped force. As an example assume a patrol force entirely on foot numbering 180 men working in three shifts of 60 men each, and compare the relative cost and efficiency with a properly equipped force thus:

Cost:

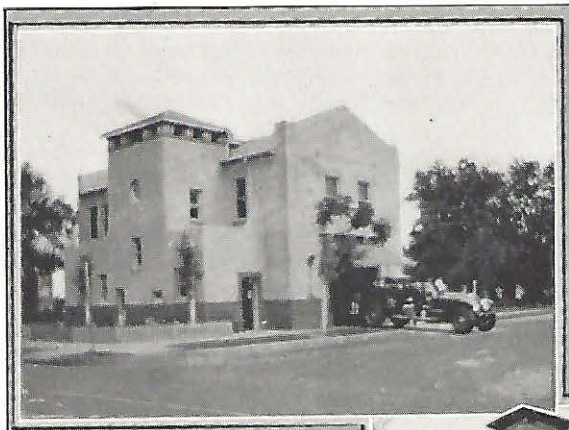
Foot Patrol							
180	men at	$1,800	per	year.....			$324,000
Motor Patrol							
150	men at	$1,800	per	year.....	$270,000		
40	autos at	750	"	"	30,000		
25	motorcycles	300	"	"	7,500		307,500
				Difference....			16,500

Relative Efficiency:

Foot Patrol							
180	men at 2 miles per hour.....					360 units of protection	
Motor Patrol							
40	men in cars	10	miles per hour		400	"	"
25	" " motorcycles	15	" "	"	..375	"	"
85	" on foot	2	" "	"	..170	"	"
150	"				945	"	"

The police force equipped with adequate motor equipment then is nearly three times as efficeint in the protection given and is cheaper by $16,500 per year. Of course the case cited above does not show an actual condition here but is an assumed situation prepared for comparative purposes.

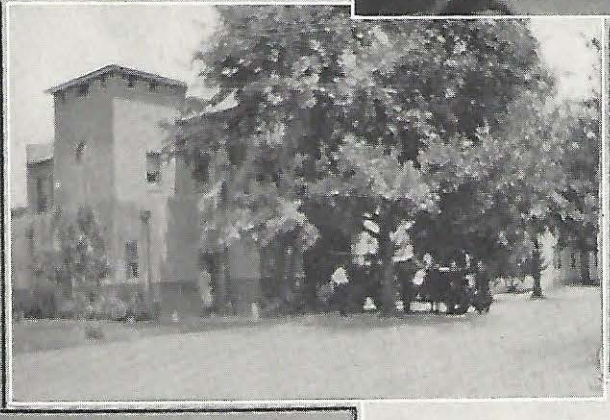
The personnel of the department at the beginning of the year was 89 men and at the present time has increased to 175 men. The traffic division, a squad of eight men at the beginning of the year, has expanded to about forty and is still unable to supply sufficient men for the posts where they are needed. Traffic officers are now stationed at strategic intersections on all main streets and on the more travelled through streets. By this means and by automatic signals the pedestrian as well as the vehicular traffic is well regulated and controlled. After the pedestrian traffic was required to observe the traffic signals some little time elapsed before people became educated to the situation but though there is an occasional relapse infractions are becom-



New Sub Fire Stations

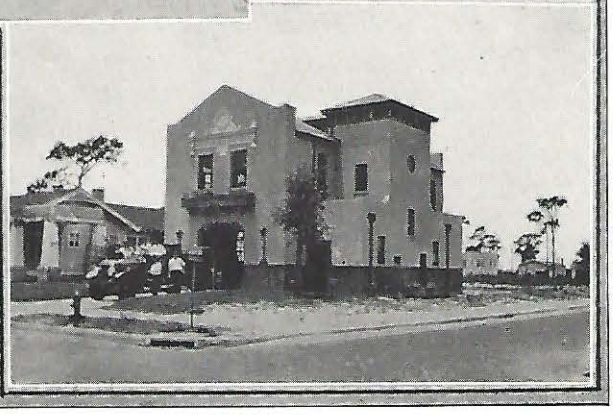
Michigan Ave. and 12th St.
Station No. 2

Florida Avenue
Station
No. 5



Seminole Heights
Station
No. 7

Albany Street
Station
No. 8



ing very infrequent and the pedestrian is beginning to realize that the enforcement of the ordinance is for his own protection.

The parallel parking method is now in use on all important streets and its use permits automobiles to pass trolley cars with ease and quickens the flow of traffic. The thirty minute and one hour parking limits have been extended to all streets in the business section. These changes together with the opening of the Platt Street bridge have largely relieved the annoyance of traffic congestion.

FIRE DEPARTMENT

J. B. Holton, Chief

The fire department has expanded considerably in the past two years. The force has increased from 61 to 91 men. Four new stations have been constructed at a cost of $69,000,000, six motor pumping engines purchased at a cost of $75,000, a modern fire alarm system with ten miles of underground cable installed at a cost of $30,000 and new hose in an amount of $7,500 purchased.

The men of the department are being better organized and trained and the department is in a high state of efficiency as witnessed by the Underwriters report and by the following tablulation of the past year's activities.

Month	No. Alarms	Value Bldgs.	Value Contents	Loss to Bldgs.	Loss to Contents
June	37	113,500.00	76,900.00	3,143.00	2,353.30
July	47	171,925.00	100,500.00	4,509.00	2,190.00
August	45	414,275.00	112,125.00	10,192.23	8,155.23
September	50	183,500.00	110,600.00	43,185.00	18,510.00
October	65	182,900.00	101,700.00	14,141.00	18,130.00
November	131	672,495.00	357,960.00	41,960.48	32,951.22
December	122	1,146,725.00	956,465.00	57,088.10	117,664.00
January	104	918,550.00	474,900.00	28,923.00	60,605.00
February	166	607,850.00	539,100.00	43.094.00	12,203.18
March	160	2,403,235.00	2,022,825.00	43,990.28	26,980.00
April	77	523,000.00	654,400.00	52,195.00	14,635.00
May	50	243,000.00	147,525.00	7,700.00	3,030.00
Total	1,074	7,580,955.00	5,655,000.00	350,121.09	317,406.93

Total number of alarms..... 1,074
Total value of property involved.....13,235,955.00
Total loss on same..... 667,528.02
This data is up to May 12th, 1926.
Percentage of loss a little over 4%.

Amount of Insurance Involved at Fires and Loss on Same from June 1st, 1925 to May 31st, 1926

Month	Insur on Bldgs.	Insur. on Cont.	Insur. Paid on Bldgs.	Insur. Paid on Cont.
June	98,800.00	40,000.00	1,645.00	988.30
July	53,188.00	52,490.00	3,162.60	1,870.00
August	331,800.00	100,050.00	10,122.73	7,790.79
September	125,200.00	77,700.00	44,145.00	16,250.00
October	90,750.00	64,600.00	4,030.00	12,925.00
November	448,900.00	136,000.00	41,252.48	20,936.33
December	705,150.00	569,250.00	32,206.00	85,168.00
January	498,900.00	315,000.00	23,457.00	49,550.00
February	338,650.00	213,000.00	35,428.90	5,853.18
March	2,032,850.00	1,324,450.00	61,120.28	29,400.00
April	376,250.00	504,750.00	16,175.00	2,150.00
May	171,300.00	83,500.00	5,465.00	1,150.00
Total	5,271,738.00	3,480,790.00	278,209.99	234,031.60

Total amount of insurance involved..... 8,752,528.00
Total " " loss " 512,241.59
Data up to May, 1926.
Percentage of loss a little over 5%.

DOCKS AND TERMINALS

Capt. J. A. Lovelace, Supt.

In 1924 pursuant to an agreement with the Federal Government for certain dredging in the harbor and estuary, the City constructed a Municipal dock and warehouse, which it operates. The cost of this dock including a warehouse about 75 x 700 feet was about $650,000 and its present estimated replacement value is $1,000,000. The dock consists of a basin 250 feet wide by 900 feet long, giving over 2000 feet of wharfage. The basin is flanked by a reinforced concrete quay on which is located appropriate railway tracks. During the past year the dock received and transferred 1,500,000 tons deadweight of freight and collected about $72,000 in revenue. The normal revenue prior to the past year was about $18,000 per year. On account of the unusual volume of freight handled last year both by the municipal and private terminal facilities there has been no little agitation for the extension of the city's dock facilities. In view of the fact, however, that shipping is rapidly returning to a normal basis it is believed that the present municipal program and the proposed extensive improvements of private interests will handle all the freight that is likely to be received for a number of years, and accordingly, no further immediate extension of the city's water front facilities is contemplated at this time except that a parcel of property on the east side of the Ybor channel, 350 x 700 feet, owned by the city will probably be developed in the next year as a terminal dock for handling lumber. The construction of this dock together with the paving of 19th Street and another short connecting street will cost about $300,000. Perhaps when the demand becomes sufficient the city will build a two story warehouse along the north side of the present slip. Such a warehouse 100 feet wide by 800 feet long would furnish 150,000 square feet of floor space and would cost about $500,000.

In the meantime the City will make extensive repairs to its present facilities by dredging the present slip, remodelling the present warehouse and generally making things shipshape to care for the business in the near future.

The port of Tampa, which ranks about seventh in the country is one of the City's greatest assets. Both by its own activity and by its influence as a necessary focus of railway lines it will have a substantial effect in making Tampa a prominent distribution center. Highways and railways radiating from Tampa reach within a radius of 100 miles a population of nearly a million in spite of the fact that much of the area is water. This population is increasing rapidly every day. On account of its port Tampa is destined to become the largest wholesale distributing center of Florida.

HEALTH DEPARTMENT

By Dr. E. C. Levy, Health Officer

Following the survey made by the American Child Health Association and the further detailed study and recommendations made by the same organization, great public interest had been aroused and the City Commission had been quite active in their efforts to secure a Health Officer. With many applications for this position, they asked the Health Committee from the Tampa Board of Trade, Dr. J. Brown Farrior, Chairman, to make a recommendation. This committee appeared before the City Commission and recommended my appointment, and the Commission elected me City Health Officer. I reported for duty on September 14th.

Sanitary Survey by State Health Department

In addition to the above mentioned survey made by the American Child Health Association, which covered largely the matter of Health Department organization, the City Commission had requested the State Health Department to make a survey of quite a different character, covering sanitary conditions in the City of Tampa, particularly sewage disposal, mosquito breeding, and dairies. In compliance with this request, Mr. E. L. Filby, State Sanitary Engineer, spent about two months making such a survey, assisted by Mr. D. H. Osburn, District Sanitary Inspector for the State Health Department. Mr. Filby's report submitted early in October showed deplorable conditions in Tampa in regard to open privies, cesspools, unsanitary dairies, and widely distributed mosquito breeding places.

Thus two health surveys were made in a period of a little over one year. Each of these pointed to the great need for health work, yet the two reports covered quite different ground, and even the two taken together could not be regarded as complete. Furthermore, no Health Officer in coming to a new city for the purpose of organizing a Health Department can be willing to base his program on anything but his own study, since his is a responsibility too great to permit his accepting anything but his own analysis of the situation.

Tampa's Health Problems

In this brief report I shall make no attempt to enter into details. Briefly, I soon found that Tampa's outstanding health problems were meeting immediately menacing conditions coming under the general head of sanitation. The City of Tampa in 1911 covered 11.98 square miles of area. In 1923 the City was extended to cover 21.92 miles of area, while on January 1st, 1925, another annexation brought the area of Tampa up to 24.36 square miles of area. In certain areas which had long been in the City limits, sanitary sewers had not been installed, while at the time of my entering office no sanitary sewers had been installed in the territory last annexed. In West Tampa, which was part of the annexation of January 1st, 1925, no maps or records were available showing the location of such sanitary sewers as had been installed, and it was found that at the time when these sewers were installed little or no effort had been made to enforce sewer connections. The situation in West Tampa was therefore only a little better than it would have been without any sewers whatsoever. Indeed, the situation was in some respects worse, since in the absence of sewers some other less satisfactory system such as the pit privy or the pail privy would have been ordered, but believing unlocated sewers to be present it seemed unwise to put property owners to considerable expense and then order them to connect with a sewer when there might be a sewer available but unlocated. Our Sanitary Officers have used every effort themselves to locate these sewers and many have been so located and connections ordered, with the installation of water closets. This process is slow and I urgently recommend that every effort be made systematically to locate existing sewers and extend laterals to reach other sections in the most congested privy areas.

Dairies

The situation which I found in connection with Tampa's milk supply was unbelievably bad. I am not in a position to say whether or not the extravagant claims made for the State of Florida as a dairying state are well founded or not, but only the most superficial study of the situation is needed

to show that the country immediately around the City of Tampa is decidedly unsuited for dairying purposes. The ground is for the most part low lying and wet. There is no grazing and the real estate activities have so run up the price of all nearby land as to make real dairy farms out of the question.

Of the 100 dairy farms supplying Tampa, only about half a dozen could make any claim to being up to any reasonable requirements. Of the remainder, the greater number had only a rough form of milking shed and an apology for a milk house. The cattle range at large during the day except at milking time, when they are brought in to the shed and fed a ration of concentrates during milking. For the rest of the time they roam around without care or attention, and without the roughage which is so essential. Few men producing milk for Tampa can be said to be dairymen at all. About half of them live away from their point of milk production and have no supervision at all over their business, usually employing ignorant help to do the milking.

It soon became evident to me that the dairy score card of the United States Bureau of Animal Industry, which has proved of great value in connection with dairy inspection, was utterly inapplicable to Southern Florida. The barns required in sections where the cows are kept in at night and during at least a great part of the day in the winter are unnecessary, and no standard form of substitute has yet been worked out. In other directions as well it will be necessary to work out new standards.

On my entering office I found that the former Chief Food and Dairy Inspector had been out of office some time, and Mr. A. P. Cranston, who had served under him only a short while, was making splendid and conscientious efforts to hold down the situation. My own efforts to secure a competent Chief Dairy Inspector met with failure at every turn and it was not until after the close of the year (January 4, 1926) that Dr. C. W. Eddy, formerly Meat and Dairy Inspector for the City of Cleveland, was appointed to the position.

I further found that the arrangements for having regular chemical and bacteriological examinations of milk samples was most unsatisfactory, and in October I entered into negotiations with Dr. B. L. Arms, State Health Officer, looking to a cooperative arrangement with the Branch State Laboratory in Tampa to do this work. Owing to repeated postponements of the meeting of the state Board of Health, this arrangement had not been consummated at the end of the year.

There are six milk distributing plants in the City of Tampa, two of larger size and four smaller ones. Besides this, many of the dairymen retail their own milk. The milk sold by the distributing plants is all pasteurized, but the rest of the supply is sold raw.

As soon as satisfactory laboratory arrangements have been made, I shall recommend the grading of Tampa's milk supply, allowing Grade A to be sold raw or pasteurized, and requiring all Grade B to be pasteurized.

Owing to the difficulties above mentioned and to others not mentioned, the work of getting Tampa's milk supply on a really satisfactory basis will take considerable time and great persistence.

Work in the Schools

During the last three months of 1925 the nursing force of the City Health Department inspected 4,341 school children, referring 3,147 of these to doc-

tors and dentists. They paid 577 home calls and secured 408 corrections of defects. They excluded 71 children for contagious disease and paid 142 visits in connection with communicable diseases.

Medical Inspector

The most important position in any City Health Department after the Health Officer himself is that of Medical Inspector for contagious diseases, and from the time of my arrival I endeavored to secure a suitable man for this position. Owing to the fact that Tampa really had an exceptionally small number of doctors in proportion to its population, I found it impossible to locate here any medical man whom I regarded as competent and who at the same time desired the position of Medical Inspector, with its salary so far under what could be made in private practice. Finding it impossible to secure a suitable man in Tampa, I made many inquiries out of town but at the end of the year had not succeeded in filling the position.

Sanitary Inspectors

On entering office I found only two regular Sanitary Inspectors in the Health Department, with one inspector engaged exclusively on work for freeing vacant lots from weeds and another engaged in rat extermination. Five inspectors formerly with the Health Department had been transferred to the Sanitary Department. Late in November these positions were abolished in the Sanitary Department and the men who had occupied the positions were taken into the Health Department. This number of Sanitary Inspectors has proved utterly inadequate for the City of Tampa, since, as above stated, problems of sanitation occupy with us the very first place.

Vital Statistics

Vital Statistics in the City of Tampa presents a difficult problem. There has been such great laxity in securing complete returns that satisfactory tables cannot be compiled. With both doctors and undertakers the certificates of death as originally returned have been most incomplete and a very large part of the time of the Registrar, Mrs. M. B. Moffatt, is taken up phoning and writing for further information. So far as the work of this office is concerned, the returns are carefully and accurately recorded, but the basic information leaves much to be desired in the way of accuracy. Even in three months' time great improvement has been brought about. Doctors and undertakers are gradually realizing their responsibility and cooperating with us. The following table gives deaths by causes for each month in the year and the total for the year 1925.

Deaths in the City of Tampa During the Year 1925

By Causes and Months

I—EPIDEMIC, ENDEMIC, AND INFECTIOUS DISEASES.

		Jan.	Feb.	Mch.	Apr.	May	Jne.	Jly.	Aug.	Sep.	Oct,	Nov	Dec,	Total
1	Typhoid fever	..	1	1	2	2	2	2	2	1	1	..	..	14
5	Malaria	..	..	..	2	..	..	..	2	..	..	..	..	4
7	Measles	..	..	..	..	..	..	..	..	..	..	1	..	1
8	Scarlet fever	1	..	1	..	..	..	..	..	..	..	..	..	2
9	Whooping cough	..	..	..	2	1	1	1	1	1	1	..	..	8
10	Diphtheria	..	..	..	..	1	..	..	1	1	..	..	1	4
11	Influenza	..	3	6	2	1	..	3	..	2	1	..	1	19
16	Dysentery	..	1	..	..	..	..	1	..	..	1	..	..	3
21	Erysipelas	1	2	..	..	..	1	..	..	..	..	..	..	4
29	Tetanus	..	1	..	2	1	1	..	..	3	3	3	5	19

		Jan.	Feb.	Mch.	Apr.	May	Jne.	Jly.	Aug.	Sep.	Oct,	Nov	Dec,	Total
31	Pulmonary Tuberculosis	8	6	14	8	7	4	5	7	8	3	9	9	88
33	Tuberculosis of intestines	2	..	..	..	..	..	..	..	..	..	..	..	2
35	Tuberculosis of joints	1	..	..	..	..	..	..	..	..	..	..	..	1
38	Syphilis	1	1	..	..	4	1	..	..	..	..	1	3	11
41	Septicemia	..	2	1	..	..	2	..	..	1	1	2	..	9
	II—GENERAL DISEASES NOT INCLUDED IN CLASS I.													
44	Cancer of stomach and liver..	2	4	2	3	1	..	4	2	..	4	6	1	29
45	Cancer of intestines and rectum ..		1	..	..	1	..	1	1	..	1	..	1	6
46	Cancer of female genital organs	1	1	1	1	3	..	2	3	1	..	..	..	13
47	Cancer of breast.....	..	..	..	..	..	..	..	..	..	..	..	1	1
48	Cancer of skin.....	..	..	2	..	..	..	..	..	..	1	..	..	3
49	Cancer of other or unspecified organs	4	..	..	2	2	1	3	1	1	..	..	3	17
50	Benign tumor	..	..	..	1	..	..	..	..	..	..	..	..	1
52	Chronic rheumatism—gout ..	..	..	..	..	..	..	..	..	..	..	1	..	1
54	Pellagra	..	..	1	..	..	1	..	..	..	1	1	3	..	7
56	Rickets	..	..	..	..	..	..	..	..	..	1	..	..	1
57	Diabetes mellitus	3	1	2	..	1	1	1	1	1	..	..	1	12
58	Pernicious anemia	..	..	2	1	..	1	..	3	..	..	..	..	7
66	Alcoholism	..	..	..	..	..	1	..	..	..	..	3	..	4
68	Chronic poisoning—morphine.	..	..	..	..	..	..	1	1	..	..	..	..	2
69	Other general diseases	..	1	1	1	..	..	..	..	2	1	..	..	6
	III—DISEASES OF THE NERVOUS SYSTEM AND ORGANS OF SPECIAL SENSE													
70	Encephalitis	..	1	..	..	1	..	1	..	..	..	..	..	3
71	Meningitis	..	..	..	..	..	..	2	..	..	..	..	1	3
72	Tabes dorsalis	..	..	..	..	..	..	..	..	..	..	..	1	1
73	Other diseases of the spinalcord	2	..	..	..	..	..	2	..	..	..	..	..	4
74	Cerebral hemorrhage	5	10	4	2	7	1	..	4	3	5	5	11	57
75	Paralysis without specified cause	2	..	..	1	..	2	2	..	1	..	..	1	9
76	General paralysis of the insane	..	..	..	..	..	..	..	1	..	..	..	..	1
78	Epilepsy	..	..	..	1	..	1	..	1	..	..	..	..	3
84	Other diseases of the nervous system	..	..	1	..	1	..	..	..	..	..	..	1	3
86	Diseases of ear and mastoid process	..	1	..	..	..	..	..	..	..	..	1	1	3
	IV—DISEASES OF THE CIRCULATORY SYSTEM.													
87	Pericarditis	..	..	1	..	..	..	..	..	1	..	..	..	2
88	Endocarditis and myocarditis	..	1	..	2	2	..	..	..	..	1	..	..	6
89	Angina pectoris	2	..	2	..	..	1	..	1	3	..	3	3	15
90	Other diseases of the heart ..	11	7	7	9	8	6	4	11	1	6	9	14	104
91	Diseases of the arteries	..	2	..	1	2	1	1	..	2	3	..	1	13
	V—DISEASES OF THE RESPIRATORY SYSTEM.													
98	Diseases of the larynx.....	..	..	..	..	..	..	..	..	..	..	1	..	1
99	Bronchitis	1	1	..	..	2	..	..	..	2	..	1	1	8
100	Bronchial pneumonia	'	6	7	4	2	1	4	7	4	2	2	9	52
101	Lobar pneumonia	5	3	6	3	4	5	6	5	..	3	2	11	53
102	Pleurisy	1	..	..	..	..	..	1	..	..	1	..	..	3
103	Congestion and hemorrhagic infarct of the lung.....	..	..	..	3	1	3	1	..	..	1	..	1	10
105	Asthma	..	1	..	1	..	..	..	..	..	..	..	..	2
106	Pulmonary emphysema	..	..	..	..	..	..	..	..	..	..	2	..	2
107	Other diseases of respiratory system	..	..	..	..	2	1	..	1	..	..	..	..	4
	VI—DISEASES OF THE DIGESTIVE SYSTEM.													
108	Diseases of the mouth and annexa	..	..	..	..	..	..	..	..	..	..	..	1	1
111	Ulcer of the stomach and duodenum	..	1	..	..	3	..	3	..	1	..	..	2	10
112	Other diseases of the stomach	..	..	..	..	..	..	..	..	..	1	2	2	5
113	Diarrhea and enteritis (under 2 years of age)	..	2	3	4	2	3	7	2	3	4	1	4	35
114	Diarrhea and enteritis (2 years and over)	2	..	..	1	1	1	2	1	3	1	..	1	13
117	Appendicitis and typhlitis....	2	..	1	4	1	..	3	3	1	3	2	2	22
118	Hernia—intestinal obstruction	3	..	1	3	3	1	1	1	1	1	2	1	18
119	Other diseases of the intestines	..	..	..	..	1	..	..	..	1	..	..	..	2
122	Cirrhosis of the liver.....	1	1	1	4	..	1	1	1	..	2	..	..	12
123	Biliary calculi	..	..	..	..	..	..	..	1	..	..	..	..	1
124	Other diseases of liver	1	1	..	..	..	..	..	..	..	..	..	..	2
126	Peritonitis without specified cause	..	..	..	..	..	1	..	2	1	..	..	..	4
	VII—NONVENEREAL DISEASES OF GENITOURINARY SYSTEM AND ANNEXA.													
128	Acute nephritis	2	..	3	..	..	..	1	1	1	1	2	1	12
129	Chronic nephritis	8	8	7	11	7	4	10	6	3	10	6	9	89

		Jan.	Feb.	Mch.	Apr.	May	Jne.	Jly.	Aug.	Sep.	Oct,	Nov	Dec,	Total
131	Other diseases of kidneys and annexa	1	..	..	..	1	..	..	..	..	..	..	1	3
133	Diseases of bladder	..	..	..	1	..	1	1	..	..	..	..	1	4
134	Diseases of the urethra	..	..	..	..	..	..	..	..	..	..	..	1	1
135	Diseases of the prostate	..	..	..	..	..	..	..	..	..	1	..	..	1
137	Cysts and other benign tumors of ovary	1	..	..	..	..	1	..	..	..	1	..	..	3
138	Salpingitis and pelvic abscess	1	..	2	..	..	2	..	..	..	..	3	..	8
139	Benign tumors of the uterus.	..	..	..	1	..	..	..	..	..	..	..	..	1
141	Other diseases of the female genital organs	..	..	..	..	..	..	..	..	1	..	..	..	1
	VIII—THE PUERPERAL STATE													
143	Accidents of pregnancy	1	..	..	..	..	..	..	..	1	..	..	2	4
146	Puerperal septicemia	..	..	..	1	..	1	..	1	..	..	2	1	6
147	Puerperal embolus, sudden death	..	..	..	..	..	..	..	..	..	1	..	..	1
148	Puerperal albuminuria and convulsions	..	1	..	..	1	1	2	1	2	3	..	..	11
	IX—DISEASES OF THE SKIN AND OF THE CELLULAR TISSUE.													
151	Gangrene	..	..	1	..	..	..	..	1	..	..	1	..	3
153	Acute Abcess	..	..	..	..	..	..	..	1	..	..	..	1	2
154	Other diseases of the skin and annexa	1	..	..	..	..	..	1	..	..	..	..	..	2
	X—DISEASES OF THE BONES AND OF THE ORGANS OF LOCOMOTION													
155	Diseases of the bones	..	..	..	1	..	..	..	..	..	..	1	..	2
156	Diseases of the joints	..	..	..	..	..	..	..	..	..	..	..	1	1
158	Other diseases of the organs of locomotion	..	..	..	..	..	..	..	..	1	..	..	..	1
	XI—MALFORMATIONS.													
159	Congenital malformations	..	1	..	2	3	..	..	..	3	1	1	2	13
	XII—EARLY INFANCY													
160	Congenital debility—icterus	2	..	1	2	2	..	..	..	1	2	2	7	19
161	Premature birth—injury at birth	1	5	..	1	4	4	9	4	7	3	3	5	46
162	Other diseases peculiar to early infancy	1	..	..	..	..	1	1	1	2	..	3	..	9
	XIII—OLD AGE.													
164	Senility	4	1	..	1	..	2	..	..	..	2	1	1	12
	XIV—EXTERNAL CAUSES.													
165	Suicide by solid or liquid poisons	..	..	..	..	..	..	..	..	..	1	..	..	1
168	Suicide by hanging	..	..	1	..	..	..	..	..	..	..	..	..	1
169	Suicide by drowning	..	..	1	..	..	..	..	..	..	..	..	..	1
170	Suicide by firearms	..	1	1	2	..	..	1	..	..	..	1	..	6
171	Suicide by cutting or piercing instruments	..	..	1	..	..	1	1	..	..	..	..	..	3
173	Suicide by crushing	..	..	..	..	..	..	1	..	..	..	..	..	1
174	Other suicides	..	..	..	..	..	..	..	..	..	1	..	..	1
175	Poisoning by food	..	..	1	..	..	1	..	..	..	1	..	..	3
177	Other acute accidental poisonings	..	..	..	..	1	..	..	..	..	1	2	..	4
178	Conflagration	..	..	..	..	..	..	..	..	..	..	..	1	1
179	Accidental burns	..	1	1	2	..	..	..	..	2	..	..	1	7
180	Accidental mechanical suffocation	..	..	..	..	1	1	..	..	..	..	..	..	2
181	Accidental absorption of poisonous gas	..	..	..	..	..	..	..	..	1	..	..	1	2
182	Accidental drowning	1	..	2	..	2	..	1	1	1	1	1	..	10
183	Accidental traumatism by firearms	1	1	1	..	..	..	1	..	..	..	..	1	5
185	Accidental traumatism by fall	2	1	..	..	1	..	..	1	..	..	..	1	6
187	Accidental traumatism by machines	..	1	..	..	..	..	2	1	..	..	2	..	6
188a	Accidental traumatism-railroad	..	..	1	1	..	..	..	1	1	1	..	1	6
188b	Accidental traumatism-street-car	..	1	..	..	..	..	..	..	1	..	..	..	2
188c	Accidental traumatism-automobile	5	5	3	3	1	2	2	1	3	10	8	8	51
188e	Accidental traumatism-motorcycle	..	..	..	..	..	..	1	..	..	..	..	..	1
192	Starvation	..	..	..	..	..	..	..	1	1	..	..	..	2
195	Lightning	..	..	..	..	..	1	1	..	..	..	..	..	2
196	Other electrical shocks	..	1	..	..	..	..	..	..	..	..	..	..	1
197	Homicide by firearms	1	2	3	1	..	..	..	3	2	3	3	5	23

		Jan.	Feb.	Mch.	Apr.	May	Jne.	Jly.	Aug.	Sep.	Oct,	Nov	Dec,	Total
198	Homicide by cutting or piercing instruments	1	1	..	..	1	..	2	2	..	2	..	4	13
199	Homicide by other means	..	2	1	..	1	..	..	..	1	3	..	..	8
202	Other external violence	..	..	1	..	..	..	..	..	..	..	..	3	4
	XV—ILL-DEFINED DISEASES.													
204	Sudden death	1	1	..	1	..	..	..	..	..	..	..	..	3
205	Cause of death not specified or ill-defined	6	2	3	1	2	4	5	4	5	2	1	12	47
	TOTAL DEATHS FROM ALL CAUSES	107	99	103	101	98	72	107	99	103	105	105	166	1264

It is impossible to calculate any death rates for the City of Tampa as no reliable estimate of population can be secured. A State census taken in January 1925 showed a population just under 95,000, but the influx of population after that date was phenomenal and it would be only guesswork to give any figure of midyear population and hence impossible to give any rates in which midyear population is a factor.

Examination of the above table, however, would show that Tampa had not an excessive death rate in 1925 from any of the acute contagious diseases. For a Southern city of at least 100,000, 14 deaths from typhoid fever (which means a rate of not over 14 per 100,000) must be regarded as due to a great element of good luck, when the conditions of sewage disposal and of the City milk supply are taken into consideration.

Malarial fever, with only 4 deaths, shows quite a satisfactory rate for a city in Southern Florida. The year 1925 was an off year for measles, which was responsible for only 1 death, while scarlet fever caused only 2 deaths and diphtheria only 4. The above figures show that whooping cough lived up to its reputation as the most fatal of all acute contagious diseases of infancy and childhood.

The greatest single cause of death was organic disease of the heart which accounted for 104 deaths. The next highest cause was chronic nephritis (Bright's disease), with its 89 deaths.

Deaths for the Year Ending December 31, 1925, Classified By Color and Sex and Whether Residents or Non-residents of Tampa

	Residents			Non-residents			Total Deaths Including Non-residents		
	White	Col.	Total	White	Col.	Total	White	Col.	Total
Female	264	173	437	64	30	94	328	203	531
Male	372	174	546	127	60	187	499	234	733
Total	636	347	983	191	90	281	827	437	1264

While it is impossible from the above table to calculate any death rates for the reason given above, a few deductions of interest can at least be made. The great proportion of nonresident deaths is apparent, constituting 281 out of a total of 1264, or 22.2%. This, of course, was due to the large number of transients. It is interesting to note that among non-residents dying in Tampa there were exactly twice as many males as females among the colored, and almost exactly twice as many among the whites. This, of course, is to be explained by the fact that vastly more men than women were among the temporary residents of Tampa during the period of great activity in the city. Even among residents the male deaths were greatly in excess of the female so far as the white population is concerned, but this does not apply to the colored population.

The following table gives births for the year 1925.

Births Reported in the City of Tampa for the Year Ending December 31, 1925

WHITE		COLORED		TOTAL		
Male	Female	Male	Female	White	Colored	Total
909	893	209	216	1802	425	2227

Restaurant Inspection

In the minds of the public, inspection of foods and restaurants occupies a most important place as a health measure. While it is true that this popular idea is based on an almost complete misconception as to the part played by foods (other than milk) as a factor in the causation of disease, it is also true that for the sake of ordinary decency, hotels, restaurants, etc., should be brought up to a high standard of cleanliness and there is no agency other than the Health Department to do this work.

Conditions in Tampa during 1925 were such that every eating place, except perhaps the dining rooms of the larger hotels, was crowded from early morning until midnight, making the problem of insistence on high standards peculiarly difficult. Two food inspectors, and at times three, worked under the supervision of Mr. W. R. Bartlett, accomplished really splendid results under these trying conditions and the eating places in Tampa are gradually being brought to a high degree of excellence.

The insistence on a health card for all food handlers, as required by the City Health Department and the State Hotel Commission, is a wise measure. Thousands of these cards were issued after physical examinations made by the physicians of Tampa.

Smallpox

There was no smallpox reported after my arrival until December 10th when 2 cases were discovered and 2 more on the following day. As 3 out of the 4 (all colored men) had not been out of Tampa for a considerable period, it was of course, evident that there must be in the City some undiscovered cases of smallpox. The public was at once acquainted with the fact that smallpox had appeared here and urged to get vaccinated. The Health Department itself attended to vaccinating in the homes and in the neighborhoods in which these cases lived. On December 27th the first white case was reported and by the close of the year 8 other cases, or 13 in all, had been rereported in December. All but one was of the mild type which has been prevalent for many years, but one was a severe confluent case. The cases were in widely scattered neighborhoods. This fact, as well as other considerations, made it apparent that Tampa was to have quite an outbreak of smallpox.

There was no smallpox hospital to which cases could be taken, but on December 30th, under authority from the City Commissioners and with the help of the City Manager, steps were taken to erect a smallpox hospital and to start an emergency camp at once. Further history of the smallpox outbreak carries us into the year 1926, and hence constitutes no part of this report. It is proper, however, to state that we soon became convinced that only wholesale vaccination would ward off a serious epidemic. At the same time the machinery of the Department had not been organized and to do this work required efforts of the most strenuous kind. In the next six weeks over 55,000 vaccinations were done—33,000 by the Health Department itself and 25,000 by the physicians of Tampa, and while the number of cases increased rapidly up to a certain point, by the end of January all fear of a real epidemic was over.

Conclusion

I, wish to say that this report for 1925 is necessarily fragmentary as I had been in office only three and a half months at the close of the year, during which time getting acquainted with Tampa itself and its health problems occupied my time.

By the middle of 1926 it is believed that the Health Department will be fairly well organized and the health problems met in an efficient manner. This will, of course, involve very great increase in our budget, but the Commissioners assured me when I was here in August that they would meet every reasonable request for funds for the health work of Tampa.

While, as stated in the first part of this report, I found almost complete disorganization in the Health Department, it soon became apparent to me that there were a number of efficient officers and employees in the Health Department, but their efforts, in most instances, went for little on account of lack of organization. It is only right for me to record the faithful services under me by those connected with the City Health Department.

SANITARY DEPARTMENT

F. McKay, Supt.

Garbage collections in Tampa, on account of the prevailing temperatures, are managed partly on a daily and partly on a three times a week basis. In the collections of garbage, rubbish and street sweepings the department operates about thirty 3-ton trucks and has some forty head of mules for drawing two wheel dump carts. About one hundred and twenty men are permanently employed in collections.

The heavy, non-putrescible portion of refuse, metallic rubbish etc. is dumped upon low water front areas in the City. The west embankment of Cass Street bridge was largely made by the Sanitary Department in this way and saved the Engineering Department the expense of constructing the fill (about $5,000).

The garbage and inflammable rubbish are cremated in three incinerators, one at Lake Avenue and one at Rome Avenue each a 50 ton per day capacity, and another at Maryland Ave. of 100 tons capacity per day. The latter operates day and night. These incinerators are of the low temperature type, constructed by the Nye Odorless Crematory Co. of Macon, Ga., the inflammable part of the rubbish, paper, boxes, etc. serving as fuel to incinerate the kitchen refuse etc. The incinerators are operated by prisoners from the City Stockade. The clinker, ashes etc. from the incinerators are hauled to the dumps by a tractor and trailers. The incinerators cost $135,000 and last year 60,000 tons of combined garbage and rubbish was collected and burned at a cost of about $2.90 per ton.

In the location of its incinerators Tampa did not follow the customary practice of centralizing them all in one place but distributed them about the City in such a manner as to reduce the average haul and yet so arranged them that no odors arise to offend the people nearby. The larger of the three plants is located near the City Stockade, the City stables, garage and repair shop. All these facilities are in a district which will tolerate a moderate amount of odor as many other sources of odors exist there. The other two smaller incinerators while located near the residence and business districts are so inoffensive in operation that no complaints have ever been received and it is doubtful if any one in their vicinity are actually aware of their presence.

FINANCE DEPARTMENT

A. A. Miller, Comptroller

Digest of Receipts and Disbursements For Fiscal Year Ended May 1st, 1926

CASH on hand June 1st 1926		$ 1,540,554.14
RECEIPTS		
Departmental revenues (from water rates, fines, building permits etc.)		1,174,246.59
Licenses and taxes (real and personal property and occupational taxes)		2,232,096.73
Bond sales (bonds and anticipation notes)		5,309,199.45
Interest (on deposits, sinking funds, delinquent taxes, etc.		149,257.13
Miscellaneous (refunds, revolving fund etc.)		378,171.78
	Total receipts	$ 9,242,241.68
	Total cash	10,782,795.82
DISBURSEMENTS		
Departmental operations (operating expenses of all departments including water department and hospital)		$ 1,642,752.32
Public improvements (docks, bridges, streets, sewers, buildings etc.)		6,071,472.71
Interest (on outstanding bonds etc.)		919,654.84
Miscellaneous (refunds, suits, claims etc.)		315,613.63
	Total disbursements	$ 8,949,493.50
	Less discounts earned	4,832.26
	Net disbursements	8,944,661.24
Total available cash		10,782,795.82
Less net disbursements		8,944,661.24
Cash balance May 31st 1926		1,838,134.58

On account of unusual conditions the original budget was revised at the expiration of the first seven months of the fiscal year. This revision was made possible by the increase in departmental revenues which, in some cases, exceeded the original estimates a hundred percent. No revenue bonds for current expenses were necessary. (Anticipation notes not considered as revenue bonds).

The figures in this digest taken from the annual audit report of Hall, Pentland & Cowles.

PARKS AND PARK DEVELOPMENT

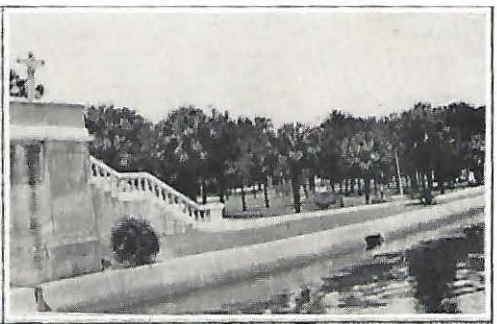
T. D. Waldie, Park Superintendent
D. K. Stabler, Park Developer

The City owns about 600 acres of park area about one fifth of which is fully developed and about one fifth of which is in the present City limits. The parts not in the present city limits are very close, however, and will soon be touched by paved roads.

Adams Park, on Central Avenue, consists of 17 acres partly developed with a small lake in the center. The area was formerly a depression which has been filled in with excess street grading material and clinker from the incinerators.

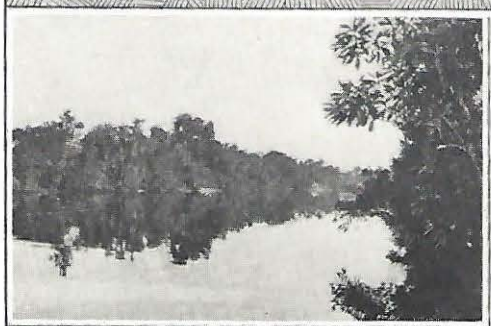
Ballast Point Park is a strip of land of about 8 acres lying on Hillsboro Bay five miles from the city, and fronting on the Bayshore Boulevard along which runs the electric line connecting Tampa and Port Tampa City. On this property the city has built in the last year at a cost of $47,000 a pier nearly a thousand feet long. This pier is built of reinforced concrete and has a pavil-

Golf Course Macfarlane Park

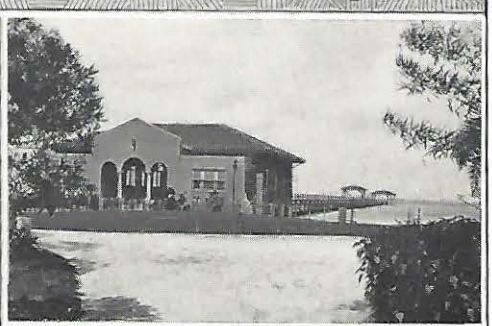


Water Front, Plant Park

Banana Trees in old Water Works Park



Hillsboro river at Lowry Park



Pier at Ballast Point Park

ion at the further end and one at the center. On the shore end is a rest room and other conveniences. A concessionaire furnishes, at reasonable prices, sandwiches, soft drinks, bait, fishing tackle and boats. The pier is a popular place for fishing and is open to the public without charge. The park is fully developed with attractive tropical vegetation and in addition to gravel walks and comfortable seats has ample playground equipment for children.

Barritt Park is an area of some 50 acres lying along the Hillsboro River just beyond Sligh Avenue. In this park is located the new water works plant. The park is now being developed for recreation purposes.

DeSoto Park, about 6 acres, lies on McKay Bay and is fully developed.

Lowry Park, on the west side of the Hillsboro River just beyond Sligh Avenue is the largest of the parks now being developed. Its area is more than 120 acres. Its development is well under way and will be substantially completed in a year or so.

Macfarlane Park, located on Lincoln Avenue and Main Street contains about 30 acres and has both a nine hole golf course and a baseball diamond. It is a very popular place on week ends.

Plant Park is the oldest and most valuable of the city parks, being valued at two million dollars. It is in the heart of the City on the west side of the Hillsboro River. The Tampa Bay Hotel which is owned by the City is located in the center of the park and adjacent to the park on the Northeast is the fairground and athletic field where the South Florida Fair and Gasparilla Carnival is held annually. The Washington Senators use the athletic field for their winter practice.

Marjorie Park, located on the north end of Davis Island, was donated to the City by D. P. Davis and contains about 35 acres. This tract has considerable front on Hillsboro Bay and on one end is being constructed the new municipal hospital to cost about a million and a half dollars.

The Oldsmar property is a tract of about 320 acres donated to the City by the developers of Oldsmar. This tract lies about twelve miles from the city and will be developed by the city as a golf course and general recreation center.

All these parks and Tampa in general have presented a rather ragged appearance during the last year because of the tremendous building activity that has been going on. In the near future, however, the parks together with the large mileage of water front drives which the City is so fortunate in possessing will make Tampa one of the beauty spots of Florida.

TAX ASSESSMENT AND COLLECTIONS

Frank Wright, Assessor

T. C. Kellar, Collector and City Treasurer

In addition to the usual routine work of reassessing property listed on the last tax roll, this year there has been a tremendous increase in the number of parcels caused by resubdivision and annexations, all of which was the cause of a good deal of work before the annexation was declared void by the Courts. Some of the main difficulties were in obtaining clerks who understood assessing, in drafting new plat books, in arranging and recording transcripts of property in the annexed territory.

While eventually the City collects all taxes due, it expects to collect only about 90% of each year's levy and a part of the taxes delinquent for past years. Delinquent taxes at the end of the year are certified to the City Attorney to be collected through legal processes. The office of the Collector also collects professional and occupational taxes and prepares and distributes the weekly pay rolls for the City's labor forces.

INSPECTION DEPARTMENTS

Asher Bassford, Building Inspector
B. Peyinghaus, Electrical Inspector
H. C. Holsteine, Plumbing Inspector

Nothing gives a better idea of the growth of a City than its private construction projects. For comparison these figures are for the last several years.

1923	2749	permits	$ 3,516,210.00
1924	4093	"	6,577,065.00
1925	7307	"	23,418,836.00
1926, first quarter	2666	"	6,009,258.00

The following is an itemized statement of the permits issued during 1925.

Dwellings	2662	$ 6,857,112.00	Mills	2	$ 14,000.00
Alter. Dwellings	1038	540,019.00	Community Bldg.	1	3,000.00
Repair Dwellings	829	91,827.00	Signs	39	7,010.00
Garages, Private	1274	641,008.00	Ball Room	1	222,500.00
Apartments	134	2,891,545.00	Restaurants	9	38,300.00
Miscellaneous	234	595,442.00	Auditoriums	2	260,000.00
Repairs	515	679,738.00	Gas Holder	1	300,000.00
Warehouses	85	1,127,800.00	Tabernacle	1	20,000.00
Stores	80	694,570.00	Filling Stations	11	57,500.00
Garages	15	305,600.00	Banks & Offices	1	833,000.00
Bank and Aparts.	1	70,000.00	Assembly	1	5,000.00
Stores & Offices	11	893,550.00	Stores & Aparts.	9	146,000.00
Airdrome	1	500.00	Sheds	191	60,410.00
Hotels	8	3,835,000.00	Offices	106	779,902.00
Fire Station	1	26,000.00	Foundry	1	8,000.00
Work Shops	6	20,618.00	Churches	7	121,100.00
Club Houses	2	170,000.00	Grand Stand	1	1,000.00
Theatres	2	345,000.00	Tanks	1	1,000.00
Boiler Room	1	18,000.00	Factories	2	59,000.00
Plants	2	12,000.00	Schools	10	423,560.00
Synagogue	1	63,000.00	Ice Plants	2	65,000.00
Service & Storage	3	110,000.00			
Telephone Bldg.	1	75,000.00			
Laundries	2	20,225.00	Total	7307	$23,418,836.00

There certainly appears to be nothing dramatic or interesting in the routine duties of building, electrical, plumbing and boiler inspectors and few realize the importance of these departments. It is surprsing, though, how the efficiency of the building and electrial inspection is reflected in fire insurance rates, how they raise the standards of construction and prevent the operation of cheap "build and sell" contractors, and how important is the inspection of plumbing in preventing the spread of disease and improving the health of the community.

NEW BUILDINGS

To better accommodate public gatherings, the old Casino having grown inadequate, the City during the past year constructed a Municipal Auditorium at a cost of $250,000. This building was badly needed for the city had no place appropriate for holding its official functions, school commencements or conventions. It is located in Plant Park and makes a very attractive addition to the facilities there.

About two years ago, the Gordon Kellar Hospital operated by the City, having become inadequate, a proposal was advanced, to build an appropriate

Municipal Hospital, and was made the subject of a referendum and bonds in the amount of $250,000 were voted for this purpose. Competent architects were appointed who upon the suggestions of the local medical committee, drafted plans for a 250 room hospital, which is now being constructed in Marjorie Park, an area donated to the City by the owners of Davis Islands.

Before the contract for the hospital was awarded, quite a bit of controversy, sponsored variously by the local newspapers and factions, arose over the proposed location of the hospital, the delay in awarding the contract and the cost, but the circumstances will entirely justify the actions taken to date. The delay was caused by numerous conditions beyond the control of the Administration. First it will be remembered that the present program of public improvements was conceived by a committee of fifty, which being of such a size, made action very deliberate. This Committee recommended the expenditure of $250,000 for an extention of Gordon Kellar Hospital. This was carried to the State Legislature for approval and confirmed. Soon thereafter it became apparant, through the investigation of the local medical profession, that $250,000 was inadequate and the matter was submitted to the people for the approval of an additional $1,000,000 and was carried sometime in March, 1925.

There was about a $250,000 difference between the original estimate of $1,250,000 and the lowest bid submitted for the hospital but, in view of the unusual conditions between the time of the estimate and the award this was not surprising. It was impossible during the past year to accurately forecast such costs. The architects who drew the plans for the hospital had just finished the construction of a larger and more complicated one which cost 57 cents per cubic foot, and using this as a basis for their calculations, they assumed that the cost of the proposed hospital would be about 60 to 65 cents per cubic foot. It only goes to demonstrate how exceptional conditions were and how impossible to anticipate, when this firm of architects, one of the largest in the country, could not estimate the cost closer. Instead of the cost of the hospital being 60 to 65 cents per cubic foot it was 80 cents. If the architects, who were experienced in such matters, could estimate no more closely than they did, how could it be expected that the administration could be more successful.

There were objections to the location on several grounds, the majority of which were of the most tenuous and suppositious character. It was contended that the electric current might be discontinued during a major operation, because of the underground circuits on the island, as if well equipped hospitals did not have an auxiliary plant to care for such emergencies, even though major operations are rarely performed at night. It was contended that the bridges might fail to function or that they might be jammed with traffic, though this condition would apply to any place the hospital might be located. Then the local contractors' association contended that the bearing piles, sheet piles and water proofing made necessary by the low elevation would cost $100,000 more than at a higher elevation, whereas the contractor doing the work has pro rated the first two items at exactly $32,340, from which should be deducted the cost of ordinary foundations in any location. All these objections are of the most specious nature when seen in the light of actual conditions and their existence has been a substantial cause of the delays suffered.

ASSOCIATED ACTIVITIES

Though operating under separate boards appointed by the Commission and not directly connected with the administration the Gordon Kellar Hospital and the Public Library are municipal institutions and are supported by public funds.

Gordon Kellar Hospital has eighty five beds and treats about three thousand patients a year. The budget for the hospital the past year was $132,000. but as the revenue from the hospital was some $92,000 the appropriation from public funds was only $40,000.

The public library system consists of a central library, four branch libraries, of which one is exclusively colored, and five stations, some in schools and others in cigar factories. The library system has about 35,000 books in actual use in addition to reference works and bound publications. The current periodical section is unusually well equipped. The circulation of the past year was about 235,000. Between nine and ten thousand new books were purchased last year, in addition to books rebound and received as gifts and it is expected that about twenty thousand new books will be secured during the coming year.

THE TAMPA BOARD OF TRADE

Albert Thornton, Pres.
L. P. Dickie, Mgr.
G. A. Nash, Secty.

Housed in the City Hall of Tampa, the Board of Trade officially is the publicity department of Tampa and Hillsborough County. Deriving a part of its support from the city, this organization is looked to for a wide variety of work and effort in behalf of the community in general, and it does and always has, in this respect, delivered one hundred per cent.

Tampa's community advertising is handled by the Tampa Board of Trade instead of by the city itself. This plan has been found to work out more satisfactorily than for the city itself to attempt to perform this function, and practically every city in Florida today follows the same plan. By advertising is meant not only such advertisements as appear in newspapers, periodicals and the like, but much other publicity work that is designed to attract attention to and arouse interest in Tampa. For example the band concerts that are daily features during the period beginning early in January of each year and continuing until in April, are arranged for by the Board of Trade and the band is paid for out of the Board of Trade's advertising and publicity fund. The Tourist Information Bureau, with its room listing service, general information service, etc., is maintained and operated each winter by the Board of Trade, which also conducts a regular news letter service which last season included 126 newspapers in all parts of the country and in addition supplied special stories and articles on many subjects to magazines and periodicals of various kinds.

A function of the Tampa Board of Trade which is not generally understood as it should be is the part the organization has always taken in crystallizing public sentiment in support of plans and projects for public improvements. For example, the Tampa Board of Trade actively supported and materially aided in the movement for the road bond issue of $3,000,000 three years ago, which resulted in the construction of many miles of paved roads

in Hillsborough County, and which incidentally brought the city and county a volume of desirable publicity incomparably greater than that ever before elicited by any single achievement in the development of the county. The Board of Trade also took a leading and active part in the negotiations that resulted in the purchase of the property of the Tampa Water Works Company by the city and the building of an entirely new and modern water works plant and distribution system. The Board of Trade led in the activities that brought about the bond issue for widening and reconstruction of Bayshore Boulevard and building the new Bayshore seawall. The Board of Trade was actively and aggressively behind the most recent bond issue for city improvements, including the new municipal hospital now under construction on Davis Island, the municipal auditorium now being built in Plant Park, the new Platt Street bridge just completed and the Cass Street bridge nearing completion, and other much needed city improvements. In fact, not a single worthwhile movement for the improvement of Tampa and for making it a better and more comfortable place in which to live and transact business and enjoy life, in the last decade or more, has been launched and pressed to the desired consummation without the active, interested, purposeful and determined work and cooperation of the Tampa Board of Trade. Among the most recent instances of participation of the organization in the industrial upbuilding of the city have been the location here of the immense yards and shops of the Atlantic Coast Line Railroad just east of the city limits; bringing to Tampa of the Florida Portland Cement Company; locating here the plant of the Kreiss Potassium Company, among other achievements of lesser magnitude, every one of which had been directly due to the activity of the Board of Trade and its working bureaus and departments.

Another feature of the work of the Tampa Board of Trade with which the general public is not fully acquainted is the organization's services in behalf of prospective and potential investors. The Board of Trade is the recognized clearing house for information of all kinds in regard to Tampa. Not a week passes but that the organization is called upon to furnish detailed statistical information to persons or organizations considering investments here. Bond houses, investment bankers, industrial corporations, commercial concerns, all call upon the Board of Trade for figures on taxation, building permits, bank clearances, post office receipts, customs and internal revenue receipts, volume of wholesale and retail trade, rail freight volume, water commerce, paved road mileage, rail and water facilities, schools, churches—in short, information on every imaginable factor that may enter into consideration in the question of location or investment here. It is safe to say that no considerable investment has been made in Tampa by individuals or firms from other states, and that no important industry or business has been established here, in the last ten years or more, in the bringing of which to Tampa the Board of Trade has not had a real and an active participation.

The Tampa Board of Trade is the agency that furnishes entertainment and amusement for the thousands of tourists and winter visitors who annually spend a few days or weeks or months in Tampa. Through its Tourist Entertainment Committee the Board of Trade arranges automobile or boat excursions to various points of interest; arranges picnics and fish fries for our visitors; provides and maintains the outdoor games in Plant Park, such as tennis, croquet, roque, horseshoe pitching, shuffleboard, bowling on the green, chess, checkers and other amusements, and generally sees to it that

the visitor in Tampa, whether for a few days or a longer period, finds something wholesome and entertaining with which to pass the time.

The Board of Trade always has taken an active interest in all matters pertaining to the physical wellbeing of Tampa and Tampans as well as visitors. Through its Public Health and Hospitals bureau the Board of Trade works aggressively for the improvement of sanitary conditions, for the advancement of all health and hygienic measures, and in every possible way cooperates with the City Health Department and the County Health Officer.

Hampered in the past by lack of adequate facilities for entertaining large gatherings, the Tampa Board of Trade's Conventions Bureau still has led in efforts to bring various conventions to this city, and has been the means of obtaining many gatherings of this kind. With the greatly increased hotel accommodations now available, as well as such assembly halls as the Davis Islands Coliseum and the new municipal auditorium, the organization has increased its efforts along this line. It has been successful in bringing to Tampa the 1927 annual reunion of the United Confederate Veterans and the Sons of Veterans, and has aided, financially and in other ways, in efforts to bring to this city the 1927 conventions of national and international civic clubs and organizations. The Board of Trade does not believe it is over-sanguine when it expresses the opinion that its efforts along this line and its cooperation in a publicity way as well as financially, with local bodies affiliated with national organizations will, in the next few years aid in bringing to Tampa a number of national gatherings that will serve to acquaint thousands of persons with this city and section.

The Tampa Board of Trade, more than any other organization, touches the civic life of Tampa directly and in almost every aspect. It has been called "The Power House of This Community," and it has by its efforts and its accomplishments in the past deserved and earned this title.

APPRECIATION

This report would be incomplete without tendering the appreciation of the administration to Mr. A. W. D. Hall, Consulting Engineer, of Tampa, who constructed the municipal docks; to Mr. Nicholas S. Hill, Jr., Consulting Engineer of New York City who designed the new water supply plant; to Stevens & Lee of Boston and M. Leo Elliott of Tampa, Architects, who jointly designed the Municipal hospital; to the Strauss Bascule Bridge Co. of Chicago, designers of the Platt St., Cass St. and Fortune St. bridges; to Mr. Norman Sprague, Consulting Engineer of Philadelphia, who designed the Lafayette St. viaduct; to Mr. Frank Button, of Coral Gables, who designed some of the City's parks; to Messrs. Kennard & Son and Franklin O. Adams, architects, of Tampa, joint designers of the Municipal Auditorium; to Mr. F. M. Curtis of Tampa, architect, for the disposal plant building; to Mr. F. J. James, architect, of Tampa, who supervised the remodelling of the Tampa Bay Hotel; to Mr. Frank Dunham, designer of the Fire Stations; to all their various associates and employees and, finally, to the personnel of the administration whose industry and support together with the patience and cooperation of the people of Tampa during a strenuous and critical time has encouraged the administration in the hope and the satisfaction of having performed its duty.