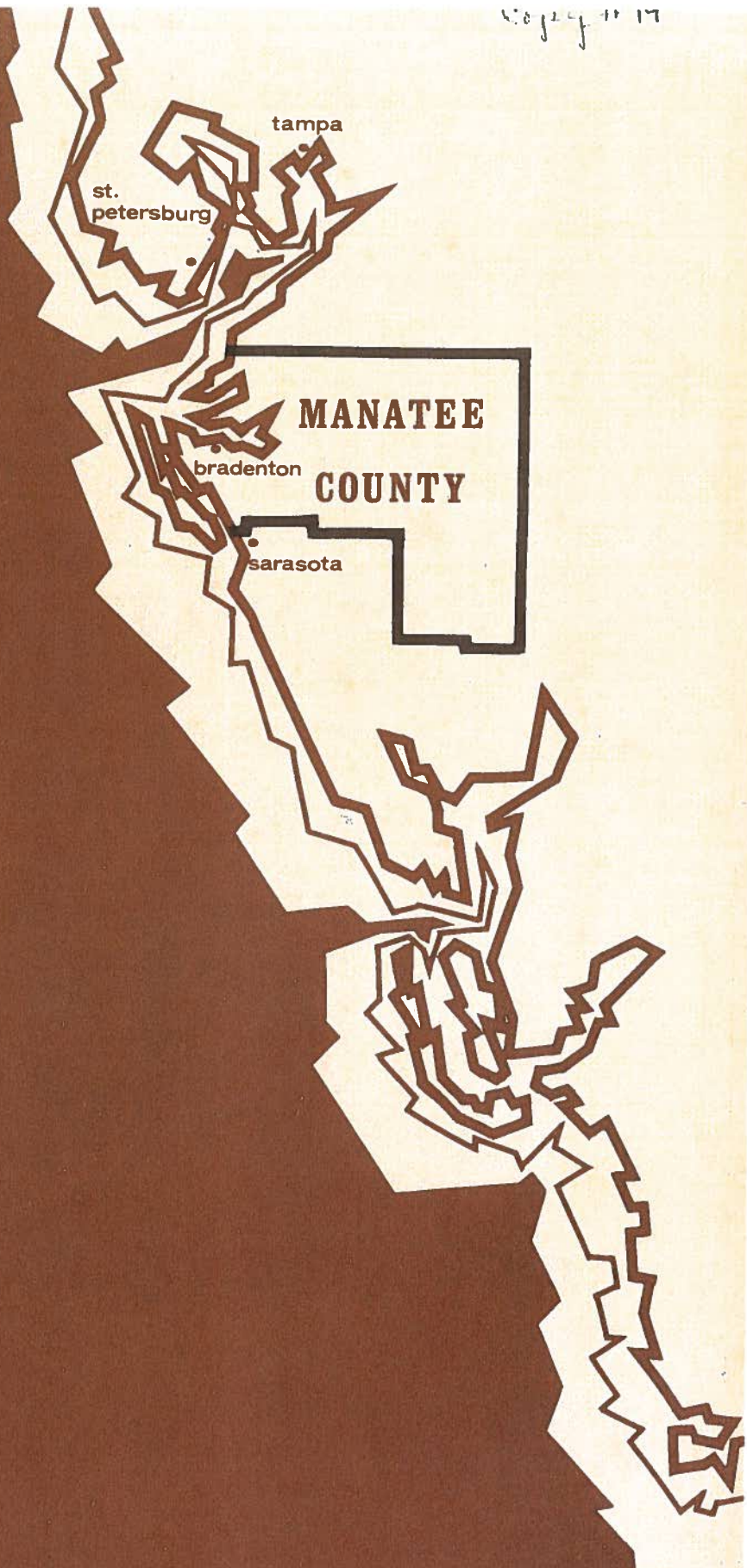


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MANATEE COUNTY

CONCEPT DEVELOPMENT PLAN

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MANATEE COUNTY CONCEPT DEVELOPMENT PLAN

THE INITIAL PHASE OF A COMPREHENSIVE PLAN FOR THE UNINCORPORATED PORTIONS OF MANATEE COUNTY, PRESENTING A SUMMARY OF REQUIREMENTS FOR LAND USE, MAJOR THOROUGHFARES AND SIGNIFICANT COMMUNITY FACILITIES.

PREPARED FOR
MANATEE COUNTY PLANNING COMMISSION
BY
ADLEY ASSOCIATES, INC.,
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Traffic Planning Associates Atlanta

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A CONCEPT DEVELOPMENT PLAN FOR MANATEE COUNTY

A CONCEPT DEVELOPMENT PLAN FOR MANATEE COUNTY, FLORIDA

This report presents a statement of initial comprehensive planning and development goals for Manatee County. It is a starting point for a broader-based series of public policies which will be designed to deal with a new kind of environment emerging in Manatee County and in the Tampa Bay Region. This new environment - urban and suburban - is placing new demands upon all of the local governments offering services to their citizens.

The report has limitations. It is not a comprehensive plan. It does not offer outright proposals for sweeping changes in existing policy. Rather, the report presents material which is designed to delineate concepts, alternatives and problems, as related to the best estimates of Manatee's long term potential. It is a report designed to gain a response from readers, be they citizens or officials. It is a report that presents a beginning; a place from which to respond.

Response to the report will bring the need for additional work. More complete information needs to be gathered. Problems and goals must be carefully examined in order to determine procedures that must be followed to reach desired objectives. Organizational and financial resources must be weighed and evaluated to see whether the planning objectives are within the power of the resources or to determine whether changes should be made in them.

A great deal of material has been reviewed and evaluated in the preparation of the Concept Plan. Only a small amount of it could be included in the report. The Planning Department of the County has collected large amounts of information over the years which has been used as background material. Many reports about the Tampa Bay Region and surrounding cities and counties have been studied, and intensive field inspections and

investigations were made. Numerous maps have been collected on road conditions, traffic volumes, soil conditions, topography, natural resources, housing, land use, subdivision location, community facilities, population, economic conditions, and other planning "in-put" materials. Thus, the Concept Plan is a planning reaction to a reflection of existing conditions - and existing goals - confronted by the County's potential for change. The Concept Plan is a preliminary expression of new goals and objectives.

BACKGROUND TO THE CONCEPT PLAN

BACKGROUND TO THE CONCEPT PLAN

Manatee County is waiting for - and participating in - a change. As a key member of the Tampa Bay Region, the County will participate in the changes and development that are now occurring throughout the Bay Region. The "push" of growth and development in the Bay Region must and will affect Manatee County. The effect of such change can be good - a positive force - or negative and damaging.

CHANGE POTENTIAL - ECONOMIC/INDUSTRIAL

A significant factor that must be judged by the citizens and the officials of Manatee County is the type of future economic role the County will play in the development of the region. Because of the varying types of growth expected in the Bay Region, Manatee County can chart a course of action that will permit it to secure the best arrangements of growth elements available to it.

The Bay Region growth will be oriented to several important economic activities.

- Tourism is expected to continue to flourish
- Electronic-oriented research and development organizations will continue to increase in importance as high-income employers
- Certain consumer-oriented industries are expected to gain significant employment, particularly those geared toward tourism and retirement

Other economic activities, such as Port Manatee and phosphate excavation and processing, will become increasingly important to the "basic industry" mix of Manatee County.

Two other "money importers" will be significant to the area.

The residential retiree, whose income is derived from "outside" sources such as retirement programs, Social Security and other transfer payments.

Agricultural activity which, although declining as an employer due to intensified mechanization in Manatee County and throughout the Bay Region, is still expected to produce significant income and to continue as an important basic activity.

The overall accelerating growth of the Bay Region will bring development opportunities to Manatee County on a scale that has not previously been experienced. With the increased scale of growth, increased choice of opportunity will be available. While the County may not be able - or desire - to turn away certain kinds of industry from its doors, certain kinds of direction can be applied to the business of development and the provision of public services to the incoming development.

Certain kinds of industries and services do not wish to locate in the middle of a heavily developed urban area, but prefer a suburban, or even a rural location. This kind of industry can be attracted to Manatee County, instead of to Tampa or to other more heavily urbanized portions of the Bay Region. The new port facility will become an important catalyst in attracting new maritime industries.

Manatee County will, of course, find itself in competition with other locations which would offer the industry a similar suburban setting. The

County must then compete on the basis of quality of public service, the amenities of the County, the community's attitude towards the industry and the site that is available. By maximizing these favorable elements, Manatee County can very likely attract and locate such choice industry.

Changes previously forecast in the tourist trade in the County and in the Bay Region may be substantially increased by the addition of the north-south expressway connection now being proposed to connect Interstate 75 in Tampa with Naples via a Gulf Coast route. If this roadway is constructed within the planning period, which at present seems a possibility, Manatee County will be in a strategic position to profit from the growth corridor status it will gain. Profits from tourists will, of course, be related to the character of the tourist attractions that are available along the corridor and the visual impression that is given by the County to the tourist.

The sky is not the limit for Manatee County. Its limits are set, to a large degree, by the growth potential of the Tampa Bay Region - and its relative position in that region. However, within the framework of the economic growth of the region, a key role does exist for the County. This role can be active or passive. Actions taken by Manatee can attract the right kind of industry - or repel industry. Tourist trade can be attracted or dealt with passively. Retirement groups may continue to arrive to set up housekeeping. Whatever happens will depend to a great extent upon the enterprise of the government of Manatee County. Whatever happens will also depend upon the enterprise of the business community acting in response to the investments of the County and the policies of the County government.

ASSUMPTIONS BEHIND THE CONCEPT PLAN

Regional Growth Pattern

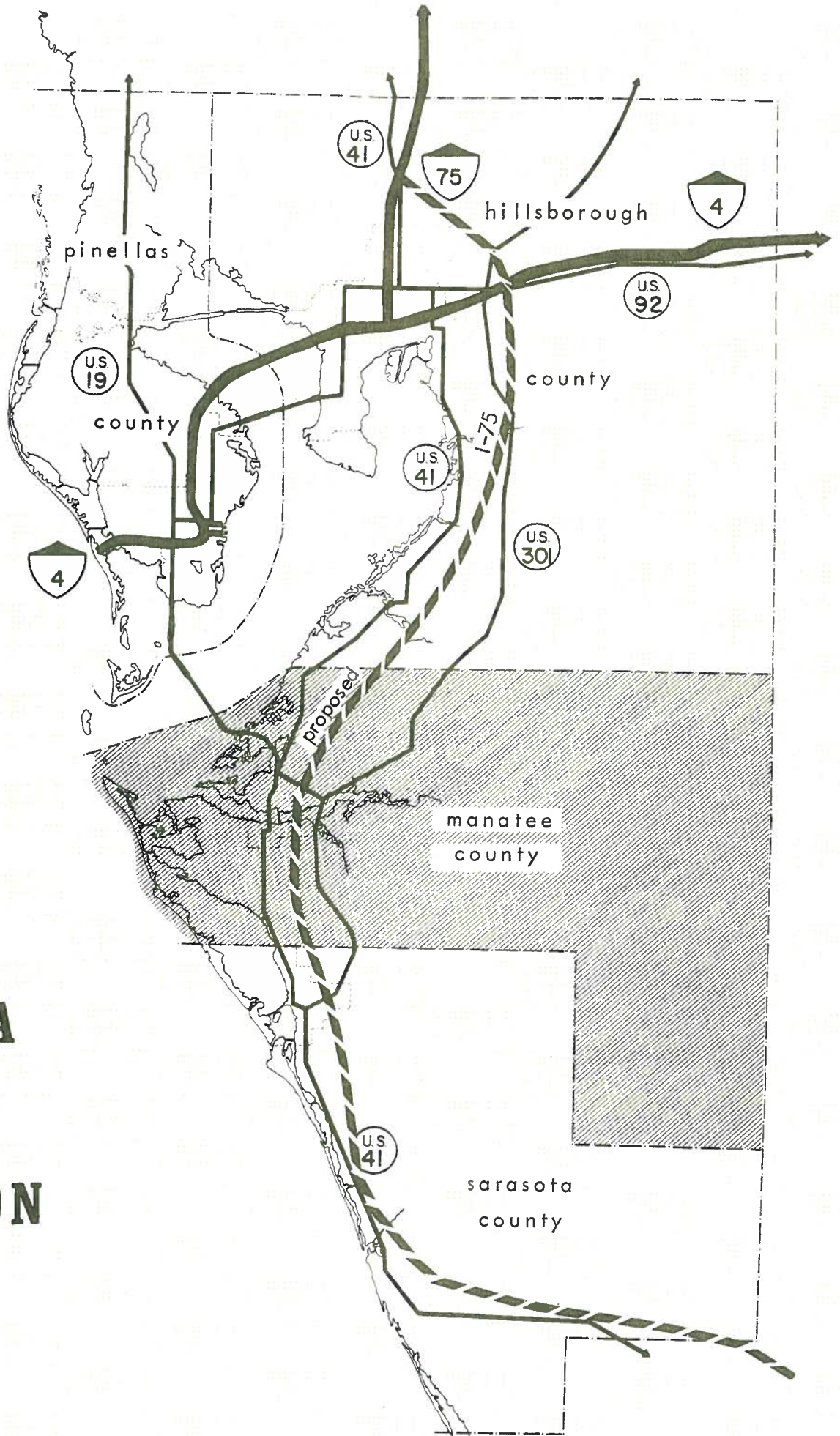
The Sun Coast Region is expected to become a continuous urban area which will extend eventually from the Cross-State Barge Canal to the Everglades National Park. This band of urban settlement will not be uniform, but will have a varying character from place to place depending upon the general shape of the coastline; the type of urban activity (tourism, retirement or industrial); the present size of the community; and the amenity of the immediate area. Local policy relative to development and economic activity will also strongly influence the shapes and sizes of the various urban clusters.

Rates of growth in the development corridor will vary depending upon location, the then-existing attractions, and the vigor of both private and governmental enterprise. Manatee County holds a strategic position in this long corridor in the middle of a pathway of progress and growth. Its situation between Tampa and Sarasota - each points of important identification - provides advantages that may not exist for many other Sun Coast counties. This "middle ground" identification in terms of tourism, retirement and industry can bring many benefits not available to other communities in the corridor. However, positive county-wide strategy must be developed to take advantage of the unusual opportunity.

Tourist Impact of I-75 Extension

The proposed connection of Interstate 75 in Tampa to Naples, via a new freeway along the west coast, will boost significantly the number of persons who can readily visit the west coast area. Beyond the increase in the numbers of tourists and recreation seekers will be a change in the

TAMPA BAY REGION



type of person who is expected to visit. Because of the expressway, the new visitor will probably be the short-visit, activity-oriented family.

These new visitors will not stop if the desired activity is not present, or if the environment is not competitive with similar recreation areas. Advantages of Manatee County to the recreation seeker will have to be made obvious to the visitor through the creation of facilities which will have maximum visual appeal and access convenience. The physical setting of the County and its key location in the Tampa Bay Region will help to create the necessary attractive atmosphere. Part of the ability to attract the recreation-oriented visitor will depend upon collaboration of public and private enterprise.

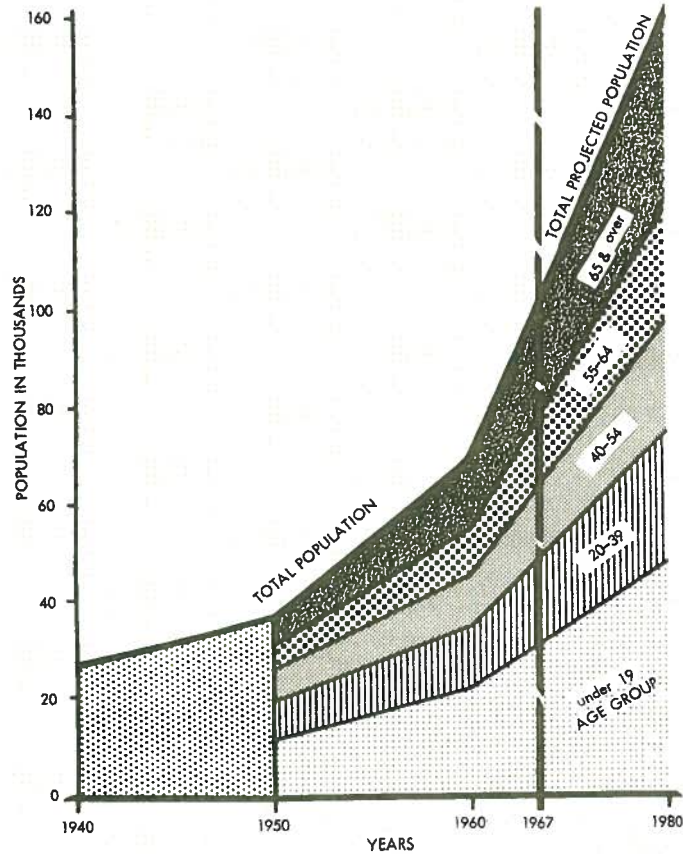
Agriculture As An Economic Mainstay

The Economic Base Study forecasts a continued important role for agriculture in Manatee County. It should grow in terms of value added, and continue to supply an important part of the County's economic base. Matched with tourism and recreation activities, agriculture will be an important land user in the County, and must, therefore, be protected by zoning and other means from the urban invasion that is in the offing.

Population Growth and Change

The Population and Economy Report reached the conclusion that migrants to the County, either for retirement or employment purposes, will be generally similar to those presently living in the County; in effect, more of the same type of growth. The report predicted that by 1980, almost 160,000 people will be residents - an increase of more than 60,000 over the estimated 1967 population of about 95,500. The increase between now and 1980 will be about equal to the population of the County in 1960, which was almost 70,000 persons.

POPULATION GROWTH MANATEE COUNTY 1940-1980



Population in 1980 will be slightly older than at present. Even so, the number of persons of younger age groups will increase in number very significantly. The population chart above presents these changes, showing the overall growth change from 1940 to the expected 1980 population. It also shows the change that is expected in the various age groups from 1960 through 1980. In summary, the estimates indicate:

The County's population of persons over 55 years of age will increase from about 35% to about 38% of the total - from almost 25,000 to more than 60,000.

- . The under-nineteen age group will decline as a percentage of population, but will more than double in number from about 21,000 to around 47,000. This has vast significance in terms of school location planning.
- . The retirement segment of Manatee County's population - age 65 and over - will increase by more than two and one-half times over the 1960 number; from slightly more than 15,000 to almost 38,500 persons.

Industrial Development

Most of the industrial expansion will tend to be related to the local market-oriented industries, but some expansion in the space-type research industry groups can be expected. This new industrial type is finding the Tampa Bay Region a desirable location and some of the research and development firms locating in the Bay Region might locate in Manatee County - if good sites and favorable environmental conditions in the County exist. The exploitation of new phosphate fields in Manatee County subtend the possibility for intensified expansion of the chemicals and fertilizer industrial segment.

One of the important industrial development conditions sought by many industries is the "planned industrial park". Establishment of such a facility will help generate interest in the County and help recruitment of both conventional industry and the newer, space-age research firms. Such a facility could well be developed in conjunction with the Port Manatee now in the advanced planning stages.

Recreation

Aside from the business of tourism and its attendant recreation dimension, an in-state, in-bay regional recreation potential is visualized. The new Lake Manatee Park and the Myakka River State Park, as well as the expansion of Fort Hamer, will tend to increase the importance of the County as a recreation center not only for tourists, but for residents of the region, as well. Improvement of beaches in the County and the addition of others will further enhance a potentially important recreation role for the County.

FROM BACKGROUND TO A CONCEPT PLAN

Basic to the delineation of the plan, even in these preliminary stages, is the objective of providing recommendations that can aid in the establishment of both public policy and private action. The ideas and policy recommendations contained in any plan are without value if they cannot be translated into hard, definite lines of action, both public and private. The plan proposes to advise the government of Manatee County and the developers of the County as to the most realistic requirements and needs of the future.

The various background elements have furnished the material needed to construct a meaningful plan, at the Concept Plan stage. Before the plan can be expressed in physical terms, certain points of departure about form, structure and content were considered and placed into the Concept Plan context. These are discussed in the next section.

ALTERNATIVES FOR MANATEE COUNTY

ALTERNATIVES FOR MANATEE COUNTY

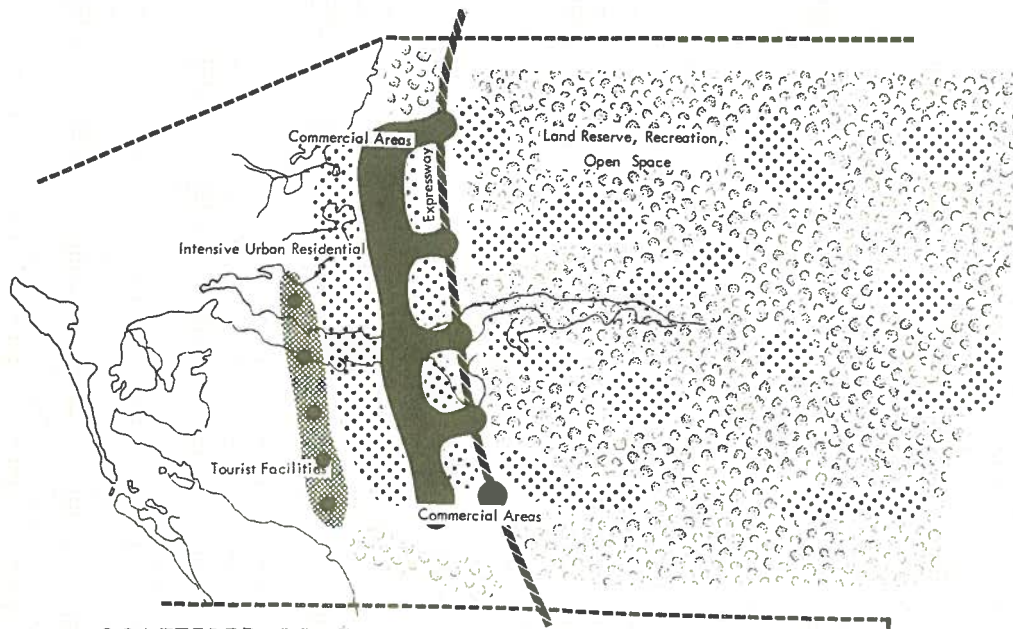
Guiding the growth and development of Manatee County presents many possible choices about the general form and structure of the future County. The determination of the basic physical goals for the County was the first step of the plan-making process.

Three development alternatives are presented graphically on the following page. The sketches present, in summary form, the basic theoretical alternatives in terms of physical arrangements.

Spread, or Sprawl. An arrangement of the County which permits development to take place wherever it is desired by a sponsor. Development controls would guide and regulate standards within the development, but would not deal with location as a function of public policy regarding utilities and related public services needed by the scattered individual developments.

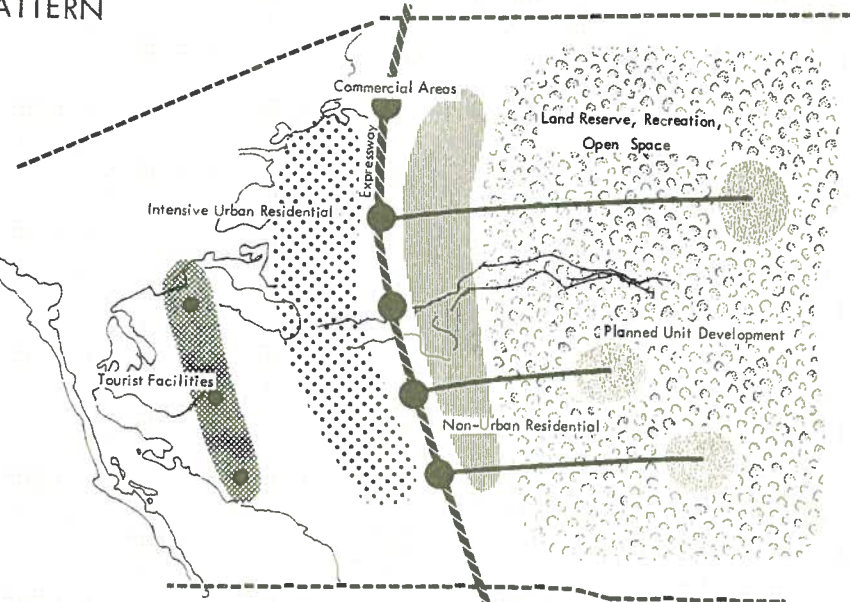
Center Oriented. Growth arranged around various centers of service and convenience scattered throughout the County. This kind of arrangement would be oriented to various service districts for utilities and would attempt to cluster around the service centers and supporting facilities such as schools, shopping and similar functions.

Corridor. An arrangement of growth elements around a "corridor" of influence, such as the proposed extension of I-75. This type of linear development pattern is oriented to interchanges and places of concentration around the corridor. It results in clusters of services and convenience facilities at selected points. Development fills in the gaps between service centers.

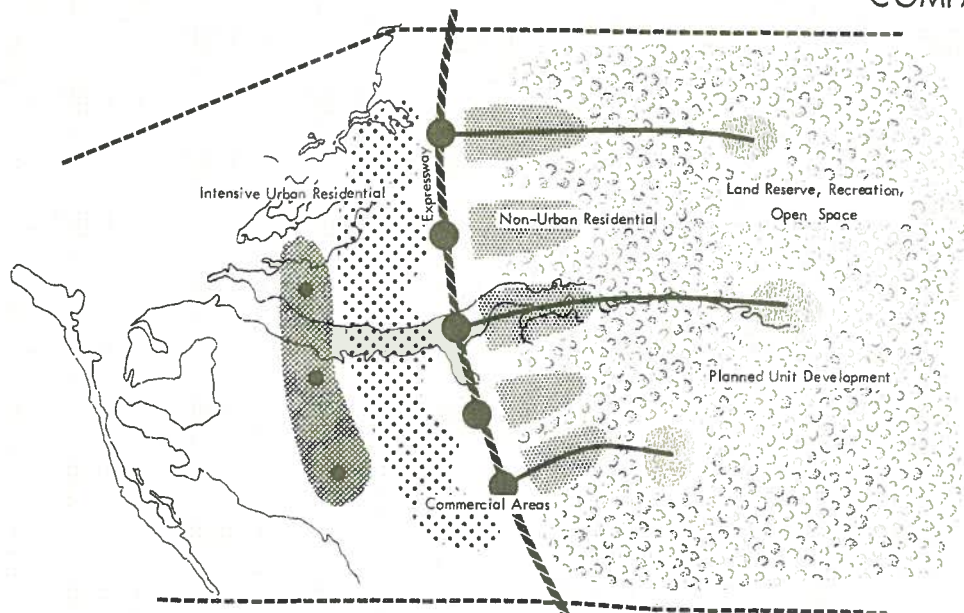


SCATTERED DEVELOPMENT PATTERN

DEVELOPMENT ALTERNATIVES



COMPACT DEVELOPMENT PATTERN



FINGER DEVELOPMENT PATTERN

The circumstances of Manatee County - an abundance of water, shoreline, significant existing scattered development, a limited corridor feature (in highways 41 and 301) and agricultural potential - make it difficult to select one form over another. The choice of a rigid pattern on which to base development has been discarded in favor of development goals which take the best features of the three major alternatives. The planning goals of the County, therefore, are oriented to:

Concentration. A development pattern of compact shape, filling in gaps between existing development, leaving large areas of the County to be used for agricultural uses. This will permit logical and economical extension of public services and utilities to all new development.

Growth Corridors. The implications of the various corridors - north-south and east-west - is made a part of the plan goals. The importance of water, shoreline, agriculture, tourism, residential development and industrial development can be recognized and made a part of planning and development policy.

Development Options. Individual developers can exercise a great deal of location and development style options within the framework of the various corridors and points of concentration - and in the rest of the County, depending upon the availability of public services.

The Concept Plan takes into account all of the elements considered in a comprehensive plan. Land use, thoroughfares, public services, and community facilities make up the basic elements of the physical plan recommendations.

LAND USE ARRANGEMENTS-CONCEPT DEVELOPMENT PLAN

LAND USE

Patterns of recommended land use have been arranged to provide for the most efficient and comfortable relationships between various land use types. A central idea in the recommendations has been that utility services so necessary to successful urban development must be extended in sequence and that development should be compact - even at low densities and large lots - if utility costs, road construction costs and maintenance costs are to be kept to a minimum.

Tourist Commercial Areas

Located in places of maximum natural appeal and tied to the regional road network with convenient accessways, these areas need excellent service facilities, yet should be removed from the work areas of the County, and separated, if possible, from residential areas.

Two types of tourist commercial areas may be appropriate. Development can be sponsored by either public or private (or combined) enterprise.

Intensive Use Areas - oriented to scenic locations. These areas might also be the focal point for certain activity-oriented recreation uses such as boating, fishing, spectator water sports, picnic areas and related uses. The intensive use areas will require the full range of urban type services in most circumstances.

Quiet (Non-Intensive) Use Areas - located at more remote locations. Those areas can be designed to offer a "non-crowd" oriented facility. The uses in this kind of area might be related to camping; either from a boat or an automobile. These areas - the non-intensive use areas - would ideally be located on water or inland, so as to appeal to the widest possible variety of travelling recreation seeker.

Industrial Sites

Industrial sites must be located in places served by a full range of urban services. The sites themselves must be oriented to the needs of the specialized industries which are expected to arrive in the Tampa Bay Region in the next decade. While extensions to existing industrial areas are desirable, and are proposed in this study, the appeal of the County to an industry might be maximized in many cases through a planned, well-managed industrial park. The facility proposed in conjunction with Port Manatee is an example of this type of development.

The County must plan for industrial growth to expand the tax base and to provide a means of complementing the agricultural activities presently dominating County economic activities. A significant increase in industrial employment will provide a hedge against the cyclical fluctuations that appear in both tourist and agricultural activities.

A concern of the plan is the possibility of the development of some phosphate industry activities. The plan aims to recognize the potential and to protect the County from the possible obnoxious effects that are sometimes created if care is not taken to properly regulate such activity.

Land Reserve

The plan has made certain determinations regarding the need for land for urban and suburban development - those areas requiring "heavy duty" urban services. This has been done in the interest of efficiency and to minimize the demand for the extension of urban services to parts of the County not suitable for development or not needed for development in the foreseeable future. Land not needed within the planning period to 1980 has been designated as "land reserve". Ideally, those areas would be used for agricultural, grazing, forest farming, estate and similar non-urban uses, which require very minimum public services.

PHOSPHATE MINING

The discovery of new phosphate beds in the north and south of the eastern portion of the County is a mixed blessing. Currently, this land is used as extensive pasture interspersed with some intensive agriculture, such as groves and tomatoes. The mining of phosphate generally constitutes a complete destruction of the land leaving overburdened heaps, deep waterfilled craters and piles of waste material. However, in recent years, significant strides have been made in the redevelopment of mined land. Several of the major companies currently operating in Polk County have undertaken this practice with considerable success. It is possible that development policies could be worked out with the companies involved to instigate such practices wherever practicable. The mining of phosphate can be a blessing to Manatee County by providing employment and corollary industrial development such as chemicals and fertilizer production. The development of Port Manatee with attendant phosphate loading equipment could develop into one of Florida's most significant port facilities.

THOROUGHFARE NETWORK

The thoroughfare recommendations are organized into projects of priority recommendations that will permit all of the road-building groups to undertake improvements on a priority basis. These are set forth in the graphic titled "Street Plan Priorities" on Page 27.

The proposals are located so that the land use pattern is supported by the roadway network. The staging proposed in the thoroughfare network reflects the general priority for development, and is oriented to the basic north-south "spine" that now exists.

IMPLEMENTATION

The aims and proposals advanced in this study are designed to permit the formulation of operating policy for County government. They are also designed to permit private enterprise to be aware of the nature of public policy formulation and activities that follow plan-making procedures. Practical means of accomplishing the recommended planning proposals are offered in the context of time and staging so that items of greatest importance can be undertaken in turn.

The design of the recommendations contained in the Concept Plan have been oriented to the possible new role that Manatee County can play as the Tampa Bay Region reaches maturity. Being a part of the Bay Region and as a key point in the Gulf Coast Corridor, Manatee County has the opportunity to define a new series of relationships within the region. Previous to this period, the County played a relatively minor role; mainly, because of its size, location, and economic base. Growth, industrial development, aggressive pursuit of tourism and a changing image resulting from new public policies and attitudes make the new role possible.

There is one fact of life that Manatee County must face, like it or not. Growth will take place in the County because of the growth of the Tampa Bay Region. Growth can bring problems, if not properly guided. Disorganized growth can generate public management and public finance problems.

- . Recommendations and proposals are oriented to the problem of maximizing growth; in the right place, of the right kind, and at the proper time.
- . Proposals are directed at the objective of minimizing the inopportune, mislocated, scattered growth that can and usually does demand expensive public services.

THE STREET SYSTEM-STRUCTURE OF THE CONCEPT PLAN

THE STREET SYSTEM - STRUCTURE OF THE CONCEPT PLAN

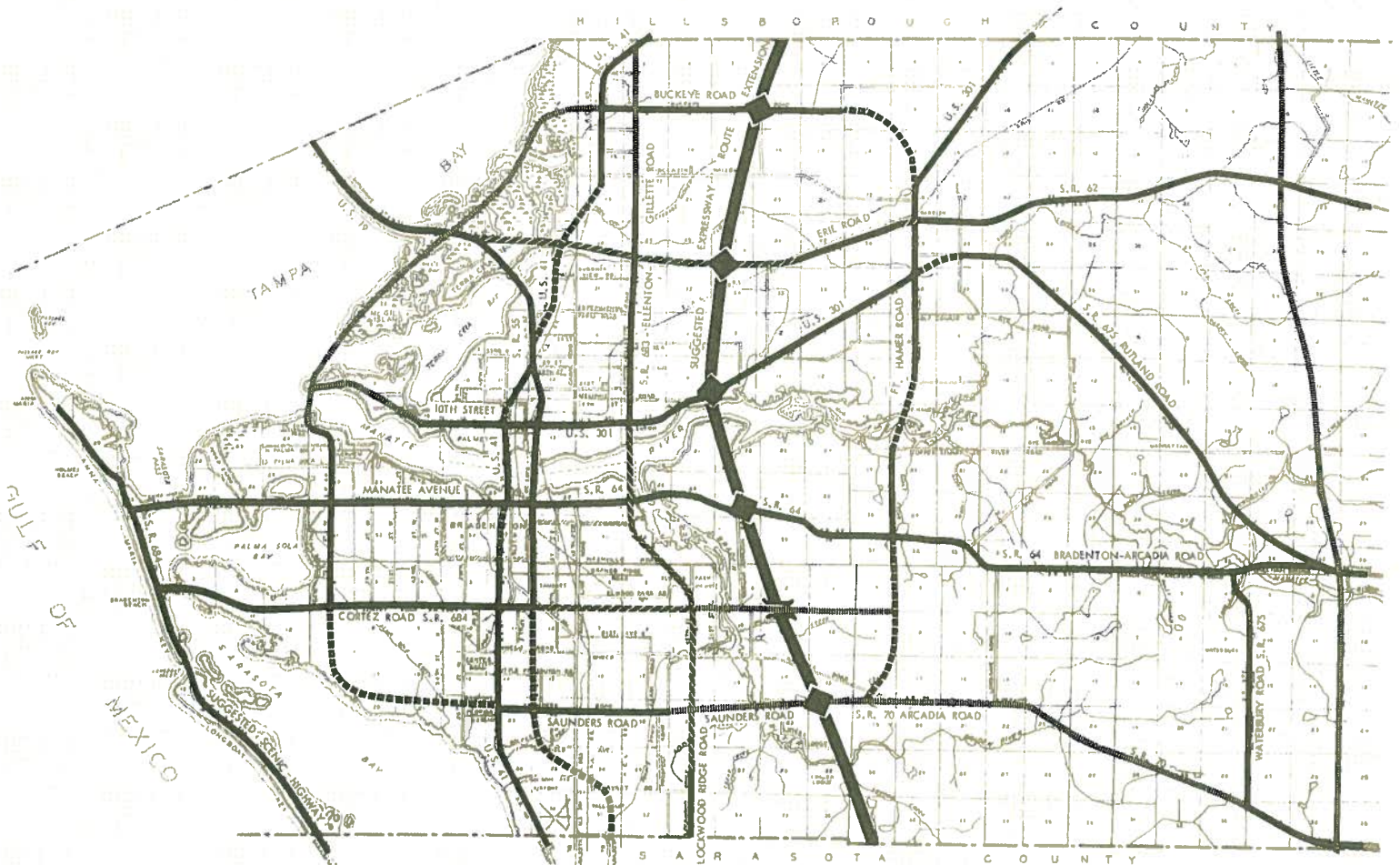
A plan is made up of all of its parts, and each "piece" of a plan works to complement, balance and reinforce the other elements. As has been discussed earlier, the plan elements must be related to what now exists. The plan must also relate to basic needs and to the general goals of the community. The street network, as it now exists in Manatee County, represents the County's major investment in service features, and provides the basic structure of the County. For this reason, physical planning efforts began with a concern for streets and circulation.

The approach to the development of the street plan has been to use the existing network as the point of departure for the new streets which are to be the basic "connecting tissue" of the County of the future. The extensions of roadways, and the new roadway proposals are the outgrowth of the existing system and of the concern for compact development in the western part of the County. The proposed network is also related to regional highway needs and to the industrial development goals as well to tourist potential.

THE HIGHWAY NETWORK

The recommended highway network for Manatee County is oriented to a basic grid pattern of major thoroughfares tied to the major streets which are now in use.

The network is based on the existing major roads such as Highway 41 and Highway 301 which are oriented to "passing through" north-south traffic. The importance of the north-south roads and their relationship to other






STREET PLAN

MANATEE COUNTY, FLORIDA



LEGEND:

- EXISTING HIGHWAYS 
- IMPROVEMENTS - STAGE I 
- STAGE II 
- STAGE III 
- PROPOSED LIMITED ACCESS FACILITY 

COUNTY

important County roads can be seen on the Traffic Volume Map on the following page. These regional roads offer some of the most significant local service, and furnish the highest capacity facilities; therefore, their role is fundamental to the formation of the basic thoroughfare plan.

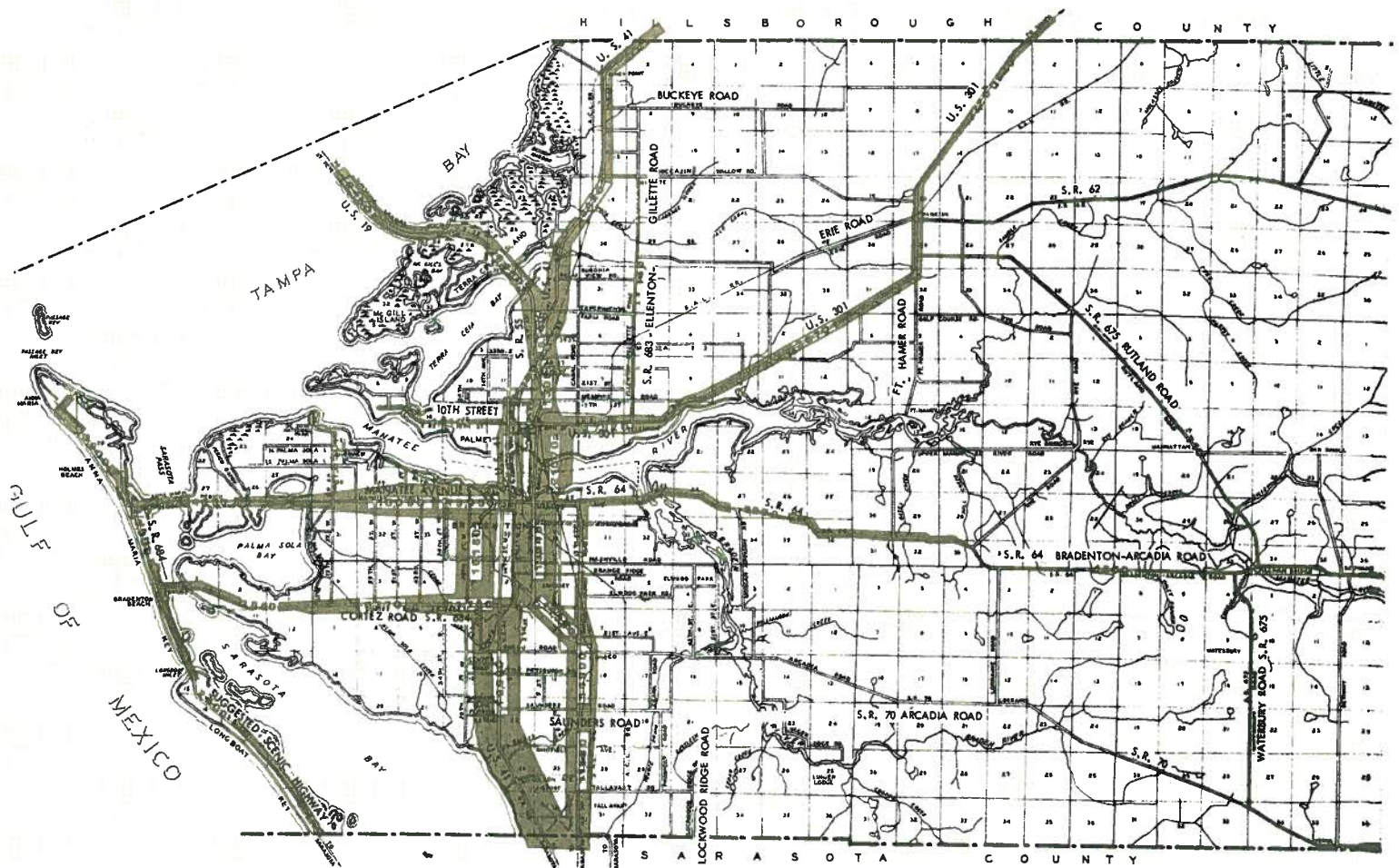
The proposed highway network has as its background several studies conducted over the years by several groups, including the Manatee County Planning Department and the Tampa Bay Regional Planning Council. The studies have not been implemented as of the end of 1967, although serious investigations have been made of the extension of I-75 to Miami. This proposed expressway will, if and when it is built, make impressive changes in its environs in Manatee County. Its presently proposed location, to the east of Highway 301 and south of the Manatee River can have a tendency to draw development to it.

The Basic System

The recommended system of highways and major streets for the County is based on a series of roadways which point at centers of heavy traffic generation, or potential heavy traffic generation. Several important connections have been proposed which, in effect, create circumferential routes around points of congestion. For example, a connection is proposed from the Sunshine Skyway at Rubonia east to Highway 301 at Parrish. (See Page 20.)

Another similar connection is proposed from the Skyway north along the Bay to the proposed Port Manatee, thence east to Highway 41, then to the east and south to Parrish. Similar roadways are proposed south of the Manatee River. An eastward extension of Saunders Road to the possible location of the expressway, thence north across the river and to the east of the proposed Fort Hamer State Park is an example.

This series of recommendations presents only the major projects that could be defined in a short review and "concept plan" making period. The



EXISTING TRAFFIC VOLUMES

MANATEE COUNTY, FLORIDA



VOLUME SCALE



: COUNTY

projects which are recommended below are, therefore, not inclusive and do not represent a complete or comprehensive analysis of all levels of street and highway planning needs.

Major Highway Improvements

1. The Everglades Expressway - An extension of Interstate 75 from Tampa, as a toll road, probably south on an interior route location. This will serve as the backbone of a future system when it is completed.
2. Extension of Florida 62, West of U.S. 301 at Parrish - This will provide part of the circumferential system by tying Parrish via Erie Road to Rubonia and to the Sunshine Skyway.
3. Extension of Florida 39, Duette Road - Extension of Route 39 along the eastern edge of the County will provide a needed north-south pass-through movement and permit easier access to Myakka River State Park. This roadway can be extended to Port Charlotte to provide added convenience for park access.
4. Extension of Florida Route 683 (Ellenton-Gillette Road) - This project would involve a new river crossing and would improve the overall circulation in the County when connected to Lockwood Ridge Road.
5. Relocate U.S. Highway 301 - This project would be limited to the area south of Bradenton and would provide a boundary to the urban development areas of the County.
6. Improve and Extend Safford Road - This project of extending Safford Road (in Hillsborough County) to the south to connect with Florida Route 64 and then on to Waterbury Road, will permit the completion of part of the circumferential road system.

7. Improve Florida Route 70 (Arcadia Road) - This project would be designed to connect the urban complex in the western part of the County with Myakka State Park. The project would require the connection of Oneco Road to Cortez Road.

Special Projects

A number of important street and highway projects not listed above are presented in the Concept Plan. These range from minor projects, such as road connections, to very minor projects, such as the proposed Tampa-Naples expressway, which would be a prime tourist facility. These projects would contribute to the ease of automobile access to various parts of the County - and to the Bay Region - but cannot, at this time, be ranked in priority order. Certain decisions need to be made about the County's commitment to the aggressive promotion of tourism as a special goal. On the other side of the issue are questions about the character of the permanent living spaces of the County and their roadway service and the type of resources that can be diverted from local service to tourist service. These questions must be resolved at a later stage of the planning process.

Roadway Standards

A later phase of a future planning study of the roadway of the County will involve the development of standards for the various classes of County roads. Since the streets and highways will have different functions to perform, and will carry vastly different volumes of traffic, different types of roads will have to be constructed. Divided highways will be required in certain areas. Control of access will be necessary in some stretches of important heavy-duty service, or in areas in which scenic beauty must be protected.

The standards to be established will be related to the resources of the County and the basic needs of the people. It is through the use of standards which

apply to maintenance of existing roads as well as to construction standards for new roadways that more detailed priorities can be established which are related to the ability of the County to undertake a long range program of County road improvement. The role of the State and Federal governments will be incorporated into the judgments about priority and resources so that a complete picture of road building assets will be made available. The detailing of such priorities will be accomplished in the Capital Improvements Program, a study element that will follow the completion of the Comprehensive Plan.

STREET PLAN PRIORITIES

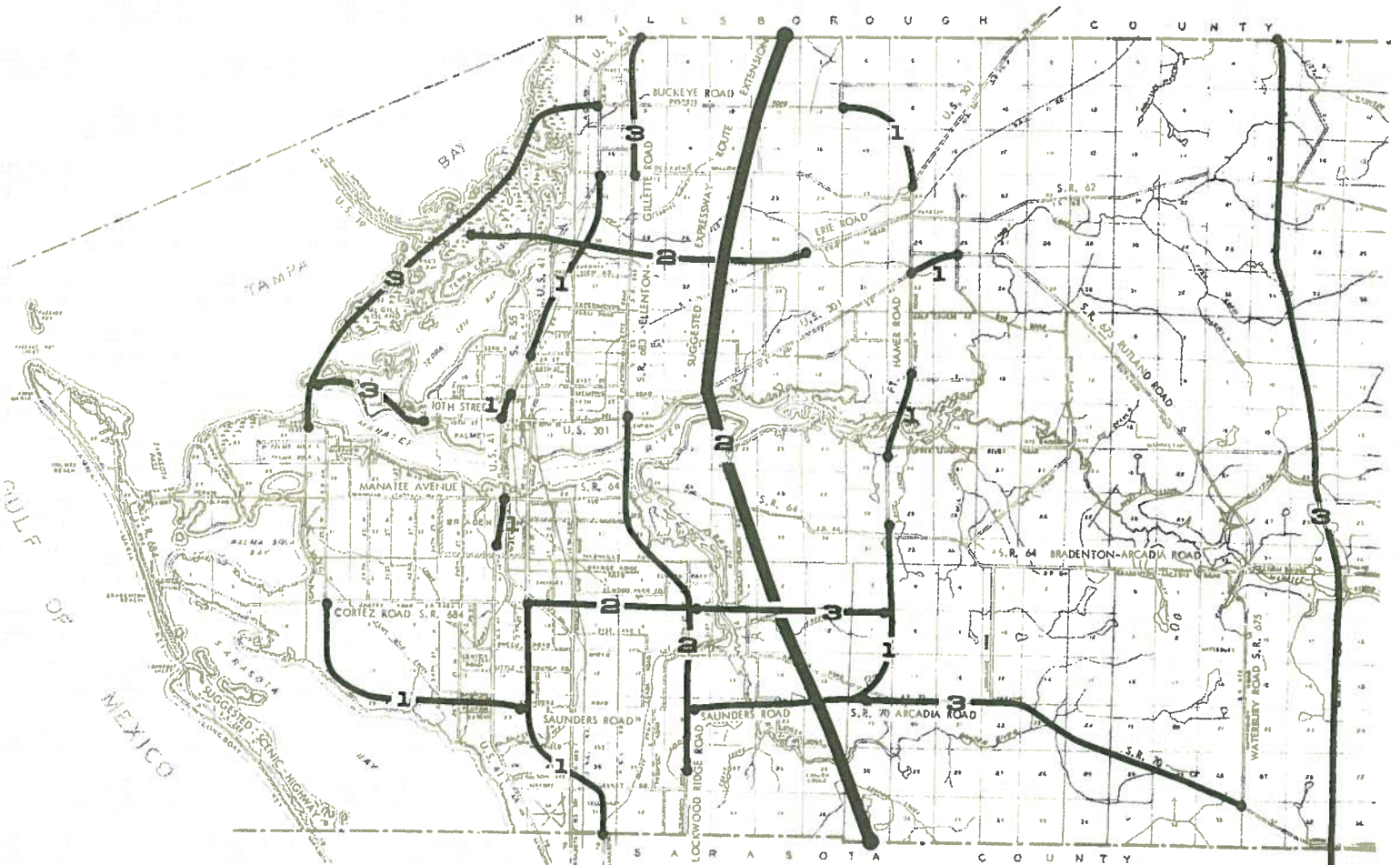
Various suggestions tied to the Thoroughfare Plan reflect the generally high development potential of the western side of the County. Highest priority is established for the circumferential link, including the revisions to U.S. 41. Other elements of the first priority road program are:

- . Connection between Saunders Road and 75th Street, plus the eastward extension of Saunders Road and its connection to Bradenton-Arcadia Road. These two connections will make the southern part of the circumferential loop operational. The eastward extension will also provide an opportunity for an interchange with the southern extension of I-75.
- . Revisions to U.S. 301 south of Cortez Road. Modifications recommended will permit the development of a high-type roadway that would serve the south end of the County better and provide for better corridor service for tourists until I-75 is constructed.

Second priority projects are associated with the need for additional north-south highway capacity. Both the Lockwood Ridge Road connection to the Ellenton-Gillette Road and the extension of I-75 are classified as second stage projects.

Eastward extension of Cortez Road and the connection of Erie Road west to Sunshine Skyway are also recommended as second priority projects.

The third phase thoroughfare projects represent much longer range needs. A new connection forming part of an extended circumferential on the west side of the County, and involving new bridge and causeway construction, is an example of such a project. Its main utility would not be realized until a great deal more development is seen in southwestern Manatee. The project could be considered more important, however, if the development of tourist commercial areas between the Sunshine Skyway and Palma Sola Bay were to be emphasized. The principal function of the roadway would be as a scenic route and an accessway to tourist areas, but it would have great utility to County residents. Other third phase projects are the connection of the north side of the County to the south via direct routes such as is proposed by the extension of State Route 39.



STREET PLAN PRIORITIES

MANATEE COUNTY, FLORIDA



NOTE: NUMBERS (3) INDICATE PRIORITIES

C O U N T Y

LAND USE ARRANGEMENTS-CONCEPT DEVELOPMENT PLAN

LAND USE ARRANGEMENTS - THE CONCEPT DEVELOPMENT PLAN

Studies of the County indicate that the relationships between the cities of the County, and the ties to the Bay Region and the Gulf Coast Area have had distinctive effects on the development pattern which stretches mainly from north to south and which "fingers" out to Anna Maria Island and Longboat Key. This corridor influence essentially straddles the major highway network and it is being reinforced daily. Carried to extremes, the linear urban development of Manatee County would be an expensive public proposition - long hauls for garbage, stretched out water lines, complicated sewage treatment facilities, inefficient fire protection areas and community facilities poorly related to patrons are examples of some of the problems.

A related problem is tied to the indiscriminate development of land simply because of its location and not because of the best use or the most productive use of the land. This will happen because some uses of land are more "fragile" and, therefore, more easily destroyed than others. It is easy to convert prime agricultural land to residential or commercial uses and make money in the process. In the short range viewpoint, from the developer's outlook, this is good. On the other hand, from the long-range point of view of the County, that kind of conversion might deprive the County of part of its economic base. It also places expensive and untimely demands upon the public service system, frequently, in the wrong place.

Potential park lands, beach and bayfront properties of great scenic value can be wiped out by similar processes, depriving the public of amenities necessary to make a good community, simply because a developer sees an opportunity to "cash in".

The land use proposals are, therefore, oriented to providing an opportunity for the County to reinforce the healthy relationships which now exist, and to prevent the destruction or compromise of sound aspects of the County, be they physical, economic or scenic.

The linear pattern of present development has been modified in the land use proposals to permit the most economical development to take place. This development pattern is one which will generate a demand for urban services that can be installed and operated with maximum efficiency.

The proposed land use and service pattern is basically a solid urban form, without voids. The basic outlook expressed by the proposals is the concentration of virtually all urban-type activities and land uses, including selected tourist commercial areas. The concentration will permit effective urban services to each land use. At the same time, the plan is designed to permit the preservation of agricultural lands, as well as to permit the development of lower density suburban areas in the western parts of the County.

URBAN SERVICE AREAS

The area set aside for the concentration of urban services and urban development is located south of the Manatee River. The area can be thought of as an extension of Bradenton under County management. Urban concentration is designed to be halted at Saunders Road, just north of the Sarasota/Bradenton Airport Complex. Certain urban uses appear north of the Manatee River, mainly as extensions of existing industrial development, or as a reflection of conditions which presently exist around Palmetto.

This area of urban concentration is bounded on the east by a band of recommended suburban development which, in turn, will be defined by the proposed I-75 extension. Land to the east of the expressway is recommended for assignment to the "land reserve" classification.

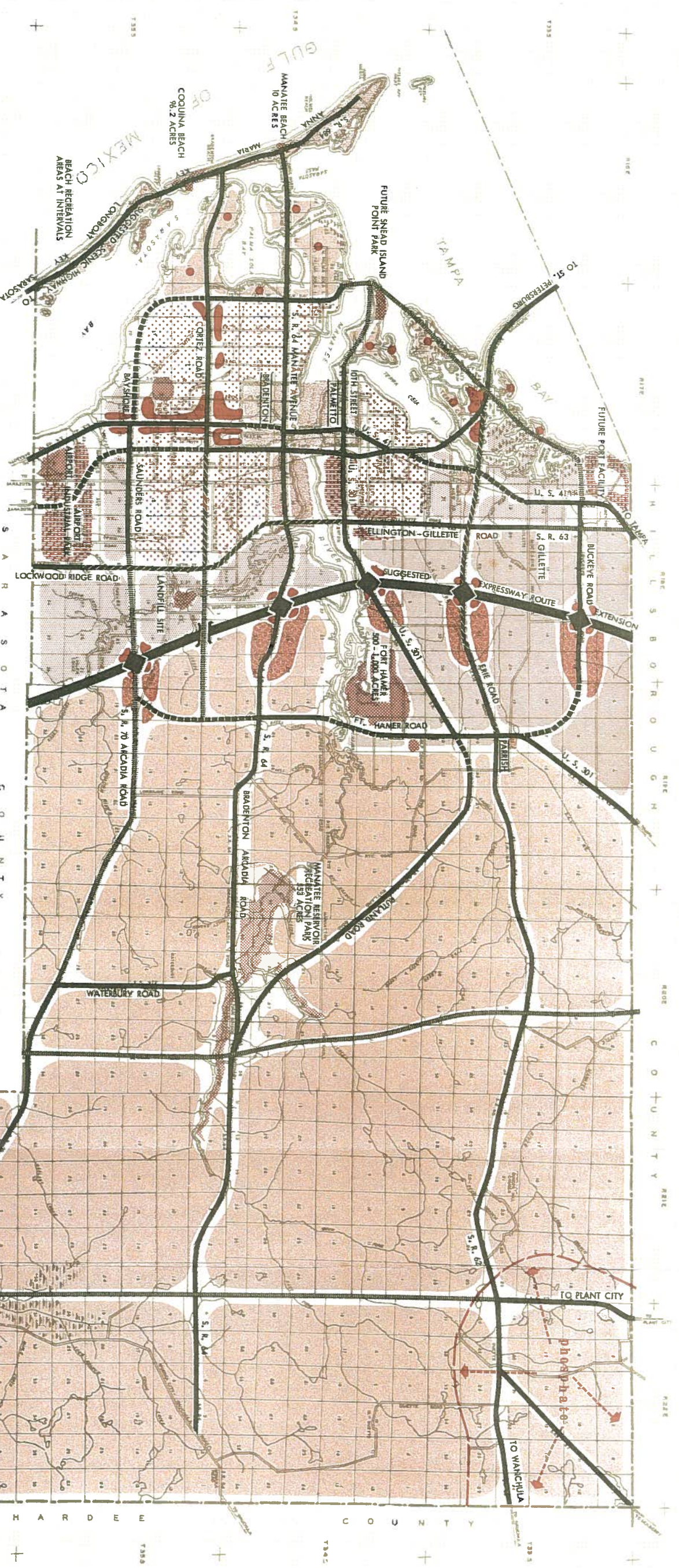
Within the area designated as the urban concentration, a wide range of uses and development opportunities are considered highly desirable.

Intensive uses, such as apartments, town houses, and high-density single-family accommodations, are the principal land users. Commercial development is proposed to be clustered near the intersections of the major traffic ways. Major community facilities, such as the Junior College, plus the usual range of schools, parks, playgrounds, public service buildings, as well as private uses, such as churches and private recreation areas, are expected to locate in the area. A significant block of land oriented to tourism is recommended for the area surrounding Palma Sola Bay, and overlooking Sarasota Bay. This tourist commercial area is extended to the large point of land between the Manatee River and Tampa Bay and tied into DeSoto Park.

The area of urban concentration is large; about fifty square miles, including Bradenton.

It is now occupied by about 60% of the County's population. It is expected to increase to as much as 70% to 75% by the end of the planning period in 1980; 100,000 people instead of 45,000.

The urban service area of the County will be characterized by a variety of types of uses. It is an area that is now occupied by urban development but this development occupies only a small portion of the available land. As is already the case, the intensity of the development of the area is expected to show a great deal of variety, ranging from apartments to low density single-family homes. This variety of use and density is one of the characteristics of urban areas and must be encouraged if a true urban status is desired. Two major classes of uses are desirable in urban areas, residential and commercial. These uses are supported and serviced by a wide range of community facilities and urban services. In Manatee County, a third important land use type appears: tourist commercial.



CONCEPT DEVELOPMENT PLAN

MANATEE COUNTY, FLORIDA

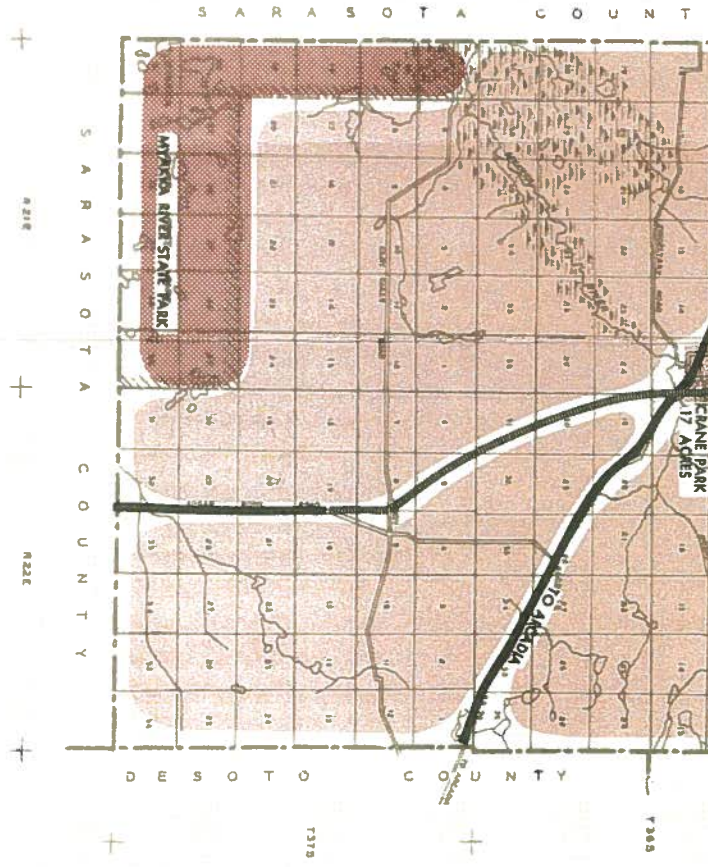
- LAND USE:**
- INTENSIVE AGRICULTURAL
 - INTENSIVE URBAN RESIDENTIAL
 - SUBURBAN RESIDENTIAL
 - NON-URBAN RESIDENTIAL
 - SUPPORTING COMMERCIAL

- THOROUGHFARES:**
- EXISTING HIGHWAYS
 - IMPROVEMENTS - STAGE I
 - IMPROVEMENTS - STAGE II
 - IMPROVEMENTS - STAGE III
 - PROPOSED LIMITED ACCESS FACILITY

- TOURIST COMMERCIAL**
- LIGHT INDUSTRIAL USES
 - LAND RESERVE
 - RECREATION AND OPEN SPACE
 - INCORPORATED AREAS

CONCEPT DEVELOPMENT PLAN

1968



Residential Uses

Any type of residential use now established in the County is appropriate in the area. Single-family residences on large or very small lots are equally desirable. It is expected that lots of widely varying size will not be next to each other, but rather be in groups of lots of similar size.

Mobile home courts are a very familiar use in County residential areas and are expected to continue to be an important residential component.

One problem associated with the mobile home court is the tendency to locate on a major trafficway. When this is done, the court tends to take on a commercial, rather than residential, character. This may be because highway-oriented land is more expensive than residential land, and, thus, the courts located on highways are developed intensely to lower unit costs. One other aspect of the highway location is that highway uses tend to take on the commercial strip appearance; just because they are there.

Mobile home parks should be permitted to locate away from major highways; in residential areas. Design standards can be raised and, in certain cases, densities could be lowered. The mobile home will remain a very important dwelling accommodation in Manatee County - it now offers about one-fourth of the dwelling units of the County. A land use of that significance to the County and of significance to as many people can be treated with more style, concern and respect by all parties; park operators, residents, manufacturers and public officials.

High-density residential accommodations such as town houses or even high-rise apartment buildings are not presently in the Manatee County marketplace. However, as the County grows, and land in the urban design area becomes scarce and more expensive, they are likely to appear. Sponsors of this type of project will probably seek locations with great amenity such as bayfront land with water access. Other locations around high value intersections are possible. County development

regulations should be ready to meet the demand for such facilities in advance of the time that they are first proposed.

Commercial Areas

A variety of types of commercial enterprises are to be desired in the urban design area of the County. Neighborhood and community shopping centers are the principal uses. These convenience-oriented marketplaces would not be designed to replace - or to detract from - the Bradenton Central Business District, which needs to retain its vitality and diversity as the "headquarters" of County retail activity. The shopping centers cannot hope to replace the special quality of Downtown with its unique mixture of commercial, office, financial, governmental and related central functions.

Supporting commercial centers of mainly two types, the small center with one or two supermarkets and related convenience outlets, and the larger community shopping center with its small department store and specialty shops, plus a supermarket or two, are ideally located at the intersection of major streets near the center of their service areas. It is reasonable to expect one community shopping center for each three to five neighborhood centers.

Community Facilities

The urban services area of the County will be the area of concentration of most community facilities. This is the location for most of the schools, the neighborhood parks and playgrounds, the fire stations, recreation buildings, and related public service activities. The characteristic of higher density of the urban design area, demands the placement of both public and private community facilities in close proximity. Ideally, the

persons most needing the community facilities will live in the service areas. If the services are not offered, or if the location of community facilities does not reflect an understanding and sympathy to the needs of the community user - the school child, for example - patrons will scatter and no location will meet the needs of the community. An announced policy of location criteria and timing will permit developers to take advantage of the catalytic effects of public investment in community facilities.

Major Community Facilities

The "big ticket" community facilities - those that serve people from the entire County - represent extremely important investments usually from local government and require a high degree of policy insight before they can be positioned in the community. Because of the importance of tourism, both for the present and in the future of Manatee County, investments in major community facilities will have to determine locations for certain of the major community facilities on the basis of tourist use or a partial restriction, based upon location, of the use of the facility to residents.

Present major community facilities in the urban services area include the Manatee Junior College, DeSoto Park, Snead Point Park and certain other municipal parks such as the beach on Anna Maria Island. The Sarasota/Bradenton Airport is at the edge of the urban design area and represents an important development catalyst for industrial development proposed to the east of the airport.

The development plan under discussion proposes to install "tourist commercial" facilities essentially around the entire shoreline of Palma Sola Bay. It is entirely possible that private investment may not appear in the area until a significant - not necessarily large - investment is made in a major community facility oriented to tourists; such as a section of improved shoreline and bulkhead, some piers and parcels of open space.

Another public investment opportunity for major community facilities with tourist commercial overtones is located at the northern end of Sarasota Bay. The development of a tourist focus at this point - tied into the Palma Sola Bay tourist commercial area could help the County identify with the fine image enjoyed by the City of Sarasota and Longboat Key. A transference of the identification associated with Sarasota Bay and Palma Sola Bay, could result in a major tourist attraction in the Tampa Bay Region. Manatee County and its citizens could profit immensely from such an attraction and the resultant tourist activity. The Bay Region would also profit from Manatee County's leadership.

Industrial Areas

Industrial land uses must be served with the highest types of public services and, therefore, must be located in the urban services area. In the case of the district to the east of the Sarasota/Bradenton Airport, a small band of suburban land - not urban design - separates the industrial area from the more intensive urban uses. This relatively short separation is designed to minimize the number of persons living near an industrial area. The services can easily span the short distance, and easily offer certain of the utility services to residents of the lower density suburban area.

The second major industrial area of the County is the extension of the district lying to the north of the Manatee River east of Palmetto. The full range of urban services can be made available to this area, possibly through the cooperation of the County with the City of Palmetto. One sewage treatment plant might be sufficient to serve all of the urban design area north of the river. It would be very efficient to locate the plant so that it could serve Palmetto, the small urban area to the north along Highway 41, and the industrial areas.

Important to the structuring of the plan is the industrial area proposed for development in conjunction with Port Manatee. This facility offers

the prospect for diversification of the County's industrial base by adding the maritime element. This facility will have all necessary facilities and should become the focus of new industrial development within the County.

SUBURBAN AREAS

The range of living opportunity in Manatee County must include a suburban environment, so highly desired by many people. The suburban area in Manatee County is recommended for a relatively small area lying to the east of most of the present development. It will be stopped by the proposed Tampa-Naples Expressway, but a potential expansion area will lie to the east of the Expressway in the Land Reserve. All of the proposed suburban areas lie south of the Manatee River.

The uses of the suburban - essentially residential - area would include only minor community facilities, such as an occasional elementary school or a small neighborhood park. Even these would depend upon the specific policy of the school system and the County park department. A full range of utility services would ideally be made available, including sewers, or as an alternative, high standards of public health safeguards would be imposed. Fire protection should be offered along with normal police and other environmental protections, such as garbage collection, street cleaning and maintenance.

One reason for locating the suburban area next to the more densely developed urban services area is to provide a base which can provide "back up" services to the less densely developed suburban development. The installation of certain facilities cannot be avoided, but since the urban services base will exist nearby, costs will be minimized. The suburban area, to be economical, should not be permitted to "leap" over

undeveloped area since this will bring about certain scattered and disjointed circumstances which will make the business of providing services to the suburban area very uneconomical.

Major Community Facilities

One potential major community facility exists in the suburban area of the County. The sanitary land fill located north of Oneco Road, which can eventually be turned into an open space use. This facility just at the eastern edge of the urban design area is well located for the establishment of a major community facility not oriented toward tourists. A park in this location could serve many of the needs of the urban and suburban County citizens. Enough space is included to permit large activity fields, picnic areas, boating, plus a certain amount of "just park".

Supporting Commercial Services

Very few of the normal range of commercial services ideally would be available in the suburban areas. They are close enough to the urban services area to satisfy most needs for convenience and shoppers' goods. Certain kinds of limited commercial/retail services might be appropriate in a few locations, such as the small grocery store, the filling station - a small shopping center at a strategic highway location might be acceptable in one case. Generally, the suburban area - if it is to be developed in keeping with the basic definition of this report - would not furnish extensive amounts of retail space.

Tourist Commercial

Two spots of "tourist commercial" areas are considered for eventual establishment in the suburban area. These are located at the proposed interchanges

of the expressway, if and when it is built. These locations could supply services normally sought by the highway traveller - automotive services in filling stations, motels, travel trailer parks, restaurants and similar facilities. The areas would not need to be designed to offer any except incidental services to the resident of Manatee County. These locations are flexible and can be relocated in the event the expressway alignment is re-oriented. Should the expressway fail to reach fruition, these service "nodes" will not be needed.

THE LAND RESERVE

Most of Manatee County is designated on the recommended land use policy document as Land Reserve. This very large area of thousands of acres is not well suited for most types of urban development without extensive preparation. On the other hand, the area is an important economic resource to the County and the Tampa Bay Region. Large amounts of land are ideal for intensive and extensive agricultural uses. Tomatoes and oranges grow well in certain sections, especially in the area north and northeast of Palmetto. The extreme northeast and southeast portions of the County have potential for phosphate extractions. Much of the rest of the County is suitable for range land and forest farming.

Phosphate mining, of course, has the dubious distinction of virtually despoiling the landscape. New techniques in land restoration following open-pit mining practices should be studied in advance and policy decisions developed concerning land restoration.

Future study will have to be devoted to the Land Reserve Area to determine its true potential. Such study can be undertaken at a later stage in the planning program.

THE CONCEPT PLAN - A POINT OF BEGINNING

The recommendations presented in this section of the report are firm and realistic ideas and goals for Manatee County. The features of the plan contain enough detail to permit the study of relationships between various plan elements. The features also present insights that are designed to permit evaluation of existing County development and investment policies in the context of any new planning ideas and recommendations.

The Concept Plan is only a beginning. It is the beginning of a new planning process. It is the beginning of an extended and comprehensive planning process which includes more than physical plans. The extension of planning beyond physical plans into policy decisions is part of the refinement that must be built into the planning procedure. The Concept Plan is a first step.

THE CONTINUING PLANNING PROGRAM

THE CONTINUING PLANNING PROGRAM

This study, being a Concept Plan, presents only the first stage of a series. The development of comprehensive development policies by a governmental unit is a task that is never really completed. As one problem is "captured" and a policy is developed to cope with it, others will arise. Manatee County has a significant background in planning, but this background is one that is perched on a changing environment. Many studies need to be undertaken to arrive at reasonable policies that can be consistently applied to development problems.

A Work Program for Planning is an important policy document for planning that is a logical outgrowth of the Concept Plan studies. This policy for planning is not specifically presented in this report. Rather, a list of basic materials and needed studies are listed and briefly described so that judgment can be exercised about the order of work to be undertaken. The suggested studies are those which would be undertaken beyond the present administrative work load of the present planning staff. The recommended work could be undertaken by an increased staff, a consultant or a collaboration of the present staff with a consultant - such as was the case with the present study.

The materials discussed in this section can be called a sort of "shopping list" for planning, and are not recommended in any form of priority. It may be perfectly feasible to select any study of special interest before a base map of the County is completed. On the other hand, it can be decided that a series of planning base maps is the greatest need.

One special dimension of the planning work program that should be considered is the involvement of other agencies in the work program, especially those who have a stake in the development policy of the County, such as the school board. These agencies can frequently help defray part of the costs of planning studies, especially those which are of special interest to them.

WORK PROGRAM ITEMS

1. Planning Base Map. A series of single and double line maps showing planning features of the County. The maps would be at various scales, with a much larger scale being used for the western portion of the County.

The maps would be compiled from the most recent aerial photographs and scribed in order to maintain high quality. An aerial mosaic of the County would be part of the output of such a program.

2. A Planning Inventory Series. A series of data maps and files containing critical data for the planning program. This data would include current land use and development information needed for the development of planning policies. The information series can be arranged in two scales; one for the western urban area, and a smaller scale for the eastern side of the County.

- a. Land Use. Current (1967) land use as the original data with acetate overlays being compiled annually to keep the data current. Among other data on the land use inventory maps could be the flight patterns of all public and private airports showing their relation to existing land use patterns.
- b. Subdivision Location Map. A map showing the location, name, size, number of lots, and processing and recording dates of all subdivisions in the County since 1940.
- c. Building Permit Map. A map showing the location of building permits issued in the last five years. A map kept current with annual overlays, being compiled as each permit is issued.

- d. **Phosphate Potential.** A map analysis of lands owned or optioned or with general potential for phosphate extraction. All use permits issued for phosphate activity would be recorded on the map.
- e. **Agricultural Activity and Potential.** An inventory of current activity by type, including processing plants, along with an analysis of the optimum potential agricultural uses.
- f. **Sewer and Water Inventory.** An analysis of public and private sewer and water services available in the County. The study would inventory the areas served, main trunk lines, name of each system and the nature of its operations.
- g. **Tourist Service Facilities.** A study of all tourist-oriented activities within the County. This would include an analysis of all recreation facilities, public and private marinas, beaches, reservoir areas, picnic areas, campgrounds, eating establishments, motels and related uses.
- h. **Traffic Characteristics.** A presentation of traffic volumes by year on significant segments of the County highway network. The data would include information on all types of roads inside and outside of cities as well as on state and federal routes.
- i. **Zoning Inventory of Other Jurisdictions.** A presentation of the zoning districts of all cities and towns in the County and in adjacent cities and counties.
- j. **Re-Zoning Requests Inventory.** An analysis of all zoning requests made of the County in the last five years, showing the disposition of each case. Similar data would be collected for each adjacent jurisdiction.

3. Research Studies.

- a. **Housing Market Analysis.** A study of the housing characteristics of the County which would inventory the type, age, quality, size, value, sales characteristics of all housing units. The study would pay special attention to mobile homes as an element of the housing market. A forecast of future market possibilities would be one of the important results of the study.
- b. **Tourism Potential Analysis.** A study of the potential scale of tourism in Manatee County; this analysis would include detailed investigation of all potential tourist generators and recommendations regarding the types of effective public investment needed to generate the optimum number of tourists for the minimum number of dollars.
- c. **Industrial Screening Study.** A follow-up study to the economic base study by Adley Associates, this would be designed to develop information on which industrial groups would be most likely and most desirable to locate in the County. This study would include an analysis of the role of the proposed port, the enlarged airport, existing industrial activity, and Manatee County's regional role.
- d. **Agricultural Potential.** A study to gather facts on which to base a perceptive public policy regarding the protection and encouragement of agricultural activity in the County. This study would bring together the work of many local and State agencies who have collected data on soils, water, markets and related agricultural and market data.
- e. **Population.** A detailed study, by small areas of the County, of the characteristics of the population of the County. The study would inventory such information as age, race, income,

family size, and occupation. Gathering the data on a block basis (or by other suitable small areas) would permit its use in transportation planning and land use planning. Forecasts would be made for planning intervals, so that plans could be coordinated with reasonable estimates of the number of people to be served by the plans.

- f. Policy delineations of land restoration following open-pit mining.

PLANNING STUDIES AND POLICY RECOMMENDATIONS

The materials discussed briefly in the preceding sections furnish basic materials to the plan-making and recommendation-making process. Not all of the "inputs" have to be completed before planning studies and synthesis can be undertaken, but certain amounts of basic data must be available before strong, realistic planning studies can be completed. Some of the planning studies described in this section can be undertaken before all of the background materials are completed, but it would be difficult, for example, to complete a good school study without having completed at least basic population investigations. At best, such a circumstance would involve repetition of data gathering if the school study were to be done first.

1. Capital Improvements Program. An inventory of necessary County construction and "investment" projects, costs and the establishment of priorities and expenditures for the projects over a five-year period. The creation of an annual capital improvements program and budget procedure is very necessary in the planning and development process, especially in the case where funds do not seem to go far enough to do all the tasks demanded by citizens.

2. Financial Resources Projections. A study of the present and future sources of funds for County government operations and investments.
3. Administrative Organization of County Government Study. A study to determine strengths and weaknesses of the present County government organization and administrative procedures. The study would correlate future demands upon the government with present abilities and make recommendations for changes where adaptation to new circumstances warrant change.
4. Planning Administration and Organization Review. A study of the present method of staffing, advising the County government. It would include a review of the role of the planning agency, its staff, salaries, the position of the planning commission and the effect of the present organization. Also to be considered, would be the relationship of County planning to all other planning agencies in the region.
5. School Plan. A projection of school needs by type of school, location and year of need for the County. Such a study might be partially financed by the County School Board.
6. Open Space and Recreation Study. This study would be a follow-up to other work undertaken by the County in the field of parks, recreation and open space. It would include an investigation of the role of tourism, and public and private contribution to recreation needs of the County.
7. Waterfront Plan. A logical follow-up to the Open Space and Recreation Study, this plan would develop recommended policy for both public and private shoreline development of all kinds: commercial, residential, tourist or industrial. Emphasis would be placed on undeveloped lands, and on locations that seem to be under-developed.

8. Industrial Sites Study. This study would define the extent to which industrial lands are needed to make recruitment of industry possible. Locations and development criteria would be recommended.
9. Urban Services Extension Study. A study to furnish County government guidance on the critical, costly, and time-consuming problems associated with the basic urban services of water supply, sewage treatment, garbage pickup, garbage disposal, police protection and fire protection. The study would consider both public and private roles and responsibilities as well as the relationships between various governments.
10. Zoning Review Study. A study that would be directed towards the revision of the zoning ordinance - both map and text - to reflect the Land Use Plan. This study would incorporate graphic analysis of provisions showing the effect of various ordinance provisions in various jurisdictions. The study would be oriented to simplifying procedures. Interviews would be conducted with developers, public officials and citizens so as to produce the most realistic document possible. Special emphasis would be placed on administrative procedure so that policy matters only are placed before the County commission.
11. Subdivision Review Study. A review and updating of present County regulations on the subdivision and development of land with the objective of producing, if necessary, a new document.
12. Review of County Codes. An analysis of all building, housing and related development regulation codes and ordinances to provide policies and regulations coordinated with Land Use Plan objectives.
13. Housing Improvement Study. A study directed at the problems associated with substandard housing and the means to eliminate it. The study would analyze the eventual use of urban renewal techniques, and the immediate enforcement of a housing code.

The studies and plan-making materials will not guarantee public acceptance of Land Use objectives and of the means to achieve them. Industrial development will not follow automatically an industrial sites study. Neither will tourists come on the completion of a waterfront plan. Other activities of a promotional nature must be engaged in to make the planning process a success.

Described below are examples of other procedures and studies that naturally develop out of a public planning program.

1. Review Programs. A series of meetings and seminars between the County commission, the planning commission, and the people to whom they give advice. The people and groups include other agencies of county government, developers, other governments, interested citizens and state and federal governmental officials. These seminars could be conducted periodically and would call for the preparation of discussion documents and agenda to permit the necessary rapport and understanding needed for effective communication.

2. Industrial Development Brochure. A document to summarize the assets of the County, that is oriented to the types of industries and commercial activities that are desirable additions to the economy of Manatee County. The preparation of such a document would permit the industrial recruitment to be made more discreet than might otherwise be possible.

3. Tourism Enhancement Study. A study and program of those activities that would be more uniquely oriented to the development of maximum tourist attractions. This material would not be limited to the tourist environment exclusively, but would deal with all elements of the County that are exposed to tourists. The reason for

such a program would be to emphasize the special qualities of natural beauty, unique activities, and amenities that tourists are seeking so that the special features can be given special attention.

4. Zoning Explanation Pamphlet. A brief exposition of the provisions of the current and eventually the revised zoning ordinance so that citizens can better understand the standards and procedures.