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The Land Use Plan for the South Peninsula Zoning District

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LAND USE PLAN

SOUTH PENINSULA ZONING DISTRICT

Volusia County, Florida

THE LAND USE PLAN

for the

SOUTH PENINSULA ZONING DISTRICT

Volusia County, Florida

Prepared For

the

SOUTH PENINSULA ZONING COMMISSION

Commissioners

Richard M. Moores, Chairman Bill Ecklund Walter E. Foster Rudy N. Graham Joe M. Harper, Jr.

by

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I INTRODUCTION

A. DEFINITION

This Plan is the third of a series of Planning Studies comprising a Comprehensive Planning Program for the South Peninsula Zoning District. The Land Use Plan is developed from the information set forth in the two preceding studies of this Comprehensive Planning Program, including the Land Use Survey and Analysis, and the Population and Economic Study, and that portion of this Plan on the Transportation System. In addition to the information provided in these supporting studies, considerations are given to present and anticipated development in establishing a Comprehensive Plan for sound and realistic development, and for the implementation of this Plan by revised Zoning Regulations with appropirate Zoning Maps.

Due to the fact that this Plan is long-range in nature, it may be expected that unforeseen events and conditions will occur which will offset certain features of this Plan, of either a minor or major magnitude. For this reason, this Plan should be flexible to the extent that it is kept realistic and workable at all times, with appropriate review and modification when deemed appropriate. However, it should not be promiscuously changed or altered without reason and should serve as a stabilizing factor in the control of land use within the areas to which this Plan applies. It is imperative to both public and private interests that the control of land use be exercised to bring about the best possible development of land on the Peninsula. When now vacant land is developed, there is no more.

The Land Use Plan has been prepared in detail, on maps at a scale of one inch equal four hundred feet. This Land Use Plan has been officially presented to the South Peninsula Zoning Board and may be inspected at the office of the South Peninsula Zoning Board upon request. The Land Use Plan, in five maps, is shown with this publication for discussion and reference purposes.

B. PURPOSE

The purpose of this Plan is to set forth the proposed land use of all territory within the South Peninsula Zoning District as it may be expected to develop. Growth projections indicate that a major portion of development will occur on the South Peninsula within the next twenty years. It is necessary that this Plan be implemented by the revised Zoning Regulations and Zoning Maps to be subsequently prepared and adopted in order to effectively serve the purpose for which it is intended. The Zoning Maps should essentially reflect the considerations of the Land Use Plan, although this is not to say that they should be coincident with it.

It should be kept in mind that zoning is only a "tool" to implement the Land Use Plan and other planning elements. It is more a process than it is a fixed or final condition. The Land Use Plan will have the vital position to serve as a "guide" to evaluate requests for rezoning, and for any other considerations which may directly have a bearing upon future land use. There are many cases in which it may be anticipated that, within subsequent years, a given area may be expected to develop

in a particular use; however, this is not to say that it should be zoned for this purpose at the present time. Zoning should be applied in keeping with this Plan with due considerations to existing land use, the transitions or change of uses now taking place in various areas, or which may be expected to occur, and to make such zoning changes in such areas in the direction of land use indicated by the Land Use Plan.

In summary, this Land Use Plan provides the basic guide in the Comprehensive Plan upon which the Zoning Regulations and Maps will be prepared and upon which changes will be made.

C. SCOPE

The scope of this Land Use Plan is limited to the territory under the jurisdiction of the South Peninsula Zoning Commission. This territory, also referred to as the South Peninsula Zoning District, comprises all land on the South Peninsula with the exception of a small portion being within the corporate boundary of the City of Port Orange, and all land south of the corporate boundary of the City of Daytona Beach. This includes the municipality of Daytona Beach Shores, and the newly created municipality of Ponce Inlet comprising the southern portion of the South Peninsula Zoning District. Although a small portion is not within the jurisdiction of the South Peninsula Zoning Board, being a portion of the municipality of the City of Port Orange, such area is considered as a part of this study in order to provide total coverage for considering the South Peninsula Area in this and other con-

siderations. Also, study has been given to the area immediately outside the zoning district boundaries in order that land use proposals within the South Peninsula Zoning District will not be contrary to, or adversely affect, properties immediately outside of its jurisdiction.

This Plan proposes land uses for total development of the South Peninsula Zoning District. The time required for this total development to occur may be exprected to approach twenty years, based upon a projection of present trends.

II AREA CHARACTERISTICS

A. LOCATION

The South Peninsula Zoning District is located along the Atlantic Ocean south of the corporate area of the City of Daytona Beach, and east of the Halifax River. The location, in general, places the South Peninsula Zoning District in the upper eastern portion of the Florida East Coast. In addition to abutting the corporate boundary of the City of Daytona Beach to the north, it abuts the City of Port Orange in the vicinity of the Port Orange Bridge, with the City of Port Orange having municipal jurisdiction over a small portion of land on the South Peninsula. It is directly across the Halifax River from a section of the mainland area of the City of Daytona Beach, and the municipality of South Daytona.

B. TOPOGRAPHY

The topographical features of the South Peninsula Zoning District are consistent with most of the coastal lands along the Florida East Coast. This consists of sand with portions in dunes and swails, with the average elevation approximately 10 feet above mean sea level, rising from zero elevation with maximum elevations from 20 to 25 feet above mean sea level.

The South Peninsula Zoning District is approximately ten miles long and varies in width from about 1,000 to 4,000 feet at the southern tip. The average width is approximately 2,000 feet. Native vegetation consists mostly of palmetro growth with

areas of mongrove along the river, particularly dense to the south, and with wooded areas prevailing along the central portions and towards the Halifax River consisting of various varieties of pines, cedars, and oak.

C. MAJOR FEATURES

The predominance of water areas and shore lines establishes major feature characteristics of the South Peninsula Zoning District. The Peninsula is bounded on the east by the Atlantic Ocean, on the west by the Halifax River, and on the south by the Ponce de Leon Inlet. Although this inlet is unimproved, the next northern most inlet is Matanzas Inlet, south of St. Augustine, and to the south, except for Port Canaveral, is Sabastian Inlet between Melbourne and Vero Beach. Although hazardous, the inlet provides an entry from the Atlantic Ocean into the Intra-Coastal Waterway, and to the ports of New Smyrna Beach and Daytona Beach.

The South Peninsula Zoning District contains a major segment of the tourist and resort attractions of the Daytona Beach Metropolitan Area. The ten mile long Atlantic Ocean Beach is a continuation of the world's famous Daytona Beach and thus identifies this major economic feature within this area. As was previously set forth in the Population and Economic Study, the basic economy is reflected by the numerous motels and other accommodations of a resort nature and of the many other type businesses oriented to the tourist trade. Because of this tourist economy, and with a limited amount of undeveloped land remaining, there will be reflected an above average income, social and economic characteristics of its economy.

III THOROUGHFARE PLAN

A. LOCAL CONDITIONS

The South Peninsula Zoning District and its economy has been in the past and will continue to be, indirectly a product of the automobile age. The growth of the Peninsula and its economy will be dependent upon tourism which in turn is made possible by automobile travel. The future development of the South Peninsula Zoning District will be affected in many respects by its being a part of the Daytona Beach Metropolitan Area, and benefiting from the major highways that serve the region.

B. EXISTING ROUTES

Because of the elongated shape of the South Peninsula Zoning District only two major north-south traffic routes exist. These are Atlantic Avenue, or Florida A-1-A along the Atlantic Ocean, and South Peninsula Drive, on the west side of the Peninsula paralleling the Halifax River. Although numerous east-west roads connect these two major routes, none of these routes have any major significance other than Dunlawton Boulevard, which is the bridge approach to the Port Orange Bridge leading westward across the Halifax River to the City of Port Orange.

It is unrealistic to presume that the traffic problems of the South Peninsula Zoning District can be treated separate and apart from the movement of traffic in the Halifax Area and around the City of Daytona Beach. Routes for such traffic should be

designed to provide efficient access from one part of the Halifax Area to another, and may pass through one or more corporate, or unincorporated areas. Also, consideration must be given to a larger scale to the Interstate routes of I-95 and 1-4, U. S. 1 and connections from South Peninsula to the Mainland.

C. THE LAND USE PATTERN

In developing a Thoroughfare Plan, the present land use pattern and the Land Use Plan contained in this study, determine to a large degree the location of major routes. The anticipated land use will also be based upon the designation of major street intersections that are desirable for certain business and tourist activities. For this reason, the planning of major streets must be in keeping with lands and areas suitable for such uses for both present and future demands.

D. THE THOROUGHFARE PLAN

1. Regional Thoroughfares

Within the South Peninsula Zoning District, the only north and south regional thoroughfare is to remain in its present location. This route is Florida A-1-A, or Atlantic Avenue which serves primarily tourist traffic. Because of its nature, this route, should provide for the unrestricted flow of traffic. The Plan shows a proposed extension of Florida A-1-A bridging the Ponce de Leon Inlet and extending south through New Smyrna Beach along the Atlantic Ocean.

In addition to one bridge approach at Dunlawton Boulevard, which is the Port Orange Bridge connecting the Peninsula to the City of Port Orange, there are proposed four additional east-west regional thoroughfares connecting the South Peninsula Zoning District to the Mainland.

The northern most east-west regional thoroughfare connection will be the approach of the Big Tree Road Bridge intersecting A-1-A on the Peninsula and connecting with Big Tree Road on the Mainland in South Daytona. This route will be immediately south of the south corporate limits of the City of Daytona Beach. It will provide a direct connection to the east-west Interstate Four, at the interchange with Interstate 95, west of Nova Road on the Mainland. This connection will provide a direct express route from the Tampa-St. Petersburg area, via Orlando, to the Daytona Beach Metropolitan Area, and across the Halifax River, terminating at A-1-A on the Peninsula. Right-of-way on the Peninsula has been dedicated for this route which is expected to play a major role in the transportation of goods, services, and the working force, in addition to being the most convenient east-west tourist route to the South Peninsula.

The next planned approach south of the proposed Big Tree Road Bridge is to the Reed Canal Bridge that connects with Reed Canal Road, across the Halifax River. This approach will also terminate on A-1-A on the Peninsula and Nova Road on the Mainland providing access from and to the Daytona Beach Metropolitan Area and U. S. 1. This route will provide local commuter traffic in addition to goods and commodities by trucking facilities.

The next southern bridge approach is the existing Port Orange Bridge that connects South Peninsula to the corporate area of Port Orange and the unincorporated community of Allandale on the Mainland. Immediately south of this bridge is the proposed Fozzard Boulevard Bridge, connecting Fozzard Boulevard on the Mainland from Nova Road across the Halifax River on the Peninsula at Curlew Street. This route will provide convenient access to the Harbor Oaks Area, U. S. 1, and to Nova Road which is a major north-south route serving the Daytona Beach Metropolitan Area.

The southern most east-west connection proposed on South Peninsula is the approach at Ponce Inlet on Ponce Boulevard across the Halifax River to U. S. 1 at the northern corporate boundary of New Smyrna Beach on the Mainland. With Florida A-1-A extended across the inlet and five bridges connecting the South Peninsula with the Mainland, a complete network of regional thoroughfares will be established.

2. Local Thoroughfares

Traffic routes designed to carry traffic in major volumes within the South Peninsula Zoning District are secondary to the regional thoroughfares. The major local area thoroughfare existing on the Peninsula exclusive of Florida A-1-A, is the route presently existing on the west side of the Peninsula and parallel to the Halifax River. This route is known as "Peninsula Drive". Although this route is parallel to Florida A-1-A it serves a basically different purpose. Whereas Florida A-1-A serves primarily tourist traffic, this westerly Peninsula route serves local commuter traffic for the most part. This route provides access to collector streets leading into pro-

posed residential areas and also to several business areas. It also provides access to the existing and proposed bridges crossing to the Mainland and serves as a commuting route for persons living on the Peninsula and working on the Mainland, or vice versa.

E. MAJOR COLLECTOR STREETS

Major collector are designed to accommodate traffic moving to or from a local or regional thoroughfare. Within the South Peninsula Zoning District, major streets connecting Atlantic Avenue, Florida A-1-A, and South Peninsula Drive are classified in this category. In other words, most east-west streets, except bridge approach streets, between Atlantic Avenue and South Peninsula Drive may be expected to be either major or minor collector streets.

F. SUMMARY

The need for expanding the circulation network to provide an adequate street system, with additional bridges across the Halifax River is made apparent by the present trends of population growth, the increase in vehicle registrations, and anticipated development of South Peninsula.

It should be understood that major streets and roads are intended to serve the primary purpose of moving traffic. The fact that these roads also provide frontage for abutting properties is of secondary consideration. In order for major traffic routes to function adequately for the purposes they are intended, it is paramount that traf-

fic be protected from all elements which would retard its movement. In particular, parking on streets carrying major traffic, such as Florida A-1-A, or bridge approach streets, is not desirable. Off-street parking should be provided for all properties abutting major streets with controlled and limited access to such streets in order to minimize the points of conflict.

This Thoroughfare Plan is based, in part, upon the integral organization of compatible land use areas within the South Peninsula Zoning District. Further development, bounded by major streets, should be guided in developing land uses not in conflict with these major routes. The Land Use Plan will serve as a guide for this purpose.

IV THE LAND USE PLAN

A. PRESENT LAND USE

Table 1 shows a summary of the present general land use for the South Peninsula Zoning District. This information, as also set forth in the Land Use Survey and Analysis publication, shows a total of 942 acres developed with 1,241.3 acres undeveloped, of the total 2,183.5 acres. This total area represents approximately 3.4 square miles. The developed acreage accounts for 43.2 percent of the total area leaving 56.8 percent in an undeveloped status.

B. LAND USE PLAN

For the purposes of determining the proposed land use, considerations are given to the present percentages of land use, land use trends, population, the economy, and the transportation system as set forth in this report and previous publications. It is pointed out that a calculation of the exact acreages for uses in the "public" category and street rights-of-way in Table 1 will not coincide with acreage shown on the Land Use Plan. These estimates are based upon past trends, present conditions, and anticipated needs. Although the figures set forth in Table 1 appear to be detailed, it is pointed out that they too are generalized, and may be subject to various degrees of change with the actual development of the land use areas as indicated.

1. Residential

Table 1 shows the Proposed Land Use by classification, acres, and percent. As generally prevails, land proposed for single family development is the largest category in acreage, showing 831.1 acres representing 38.1 percent of the total land area of South Peninsula. Residential uses in the multiple family category, and including duplexes and apartments having more than two units, show 195.1 acres in this use. The multiple family category represents 8.9 percent of the total area. The total of residential land use is 1,026.2 acres, accounting for 47.0 percent of the total land area of the South Peninsula.

The areas of these residential uses are set forth on Maps 1 through 5. It is shown that the western area of the Peninsula, as previously mentioned is very attractive and offers a favorable environment for single family residential development. The area between the Atlantic Ocean properties and the Halifax River properties is proposed for residential use, except for areas located near bridge approaches that connect with Florida A-1-A on the east coast. Also within this central area will be found public and semi-public uses, including parks and recreation areas, schools, churches, clubs and lodges. Also it should be noted that reservation has been given to specific areas for single family development on ocean front properties.

2. Accommodations

The second largest category of proposed land use is "accommodations" such as hotels, motels, and tourist courts. This category comprises 328.9 acres or 15.1 percent of the total land area. The category of "accommodations" comprises the majority of ocean front property except for single family uses. This land is the most valuable since it is devoted to tourism which is the major economic contributor to South Peninsula. The Land Use Plan provides for approximately seven miles of ocean frontage devoted to accommodations on the east side of South Atlantic Avenue.

3. Business

Land devoted to business uses is broken down into four categories. The first of these is business and professional, being office type businesses not engaged in the retail sale of goods or commodities, which comprises 19.2 acres or 0.9 percent of the total land area. Automotive oriented business is proposed to consume 28.6 acres or 1.3 percent of the total land area. The retail sales classification account for 63.7 acres or 2.9 percent of the total land area of South Peninsula.

The areas of these various commercial uses are shown on Map 1. It will be noted that the majority of proposed commercial land is concentrated on the five bridge approaches to the Mainland, and on South Atlantic Avenue.

Industrial uses are non-existent on the South Peninsula area with the exception of a few boat repair and service yards in conjunction to commercial and sport fishing facilities. These business-marine uses account for 18.2 acres or 0.8 percent of the total land area. The Land Use Plan only provides for an expansion of the existing areas at the Dunlawton Boulevard approach and other areas in Ponce Inlet as indicated on the Land Use Plan. Total commercial land uses, excluding "accommodations", comprise 129.7 acres or 5.9 percent of the total land area.

4. Public

Land proposed for public uses constitutes those areas which are presently and proposed for public use such as schools, parks, utilities, and recreation areas. Table 1 indicates 170 acres or 7.8 percent of the total land area devoted to such uses. Semi-public uses such as churches, clubs, lodges, etc. consume 92.0 acres or 4.2 percent of the land area. The total proposed public and semi-public land amount to 262.0 acres or 12.0 percent of the land area. As previously mentioned, the Land Use Map does not indicate this land use. This is because that, to propose exact locations for future public use would impose a hardship on the present owners for the sale or development of their land. Unless a public body is now in a position to purchase such land, the exact location should not be indicated. For this reason, this Plan only gives the expected total acreage required.

5. Rights-of-Way

Land consumed in street rights-of-way amounts to 436.7 acres or 20.0 percent of the total area of South Peninsula projected to be developed.

C. DEVELOPMENT CHARACTERISTICS

The South Peninsula Zoning District is uniquie in its inherent features which have a controlling effect on land use. Therefore, it may not be expected to develop as a typical urban area even though it will absorb some of the urban growth resulting from the growth of the Daytona Beach Metropolitan Area. The most significant factor influencing its future is an economic one – the tourist trade. The Land Use Plan accommodates this major contributor, in addition to providing areas for residential development, shopping, schools, and other facilities.

Since new and undeveloped land exists in the South Peninsula Zoning District, new population coming into the Daytona Beach Metropolitan Area will cause new land to be developed rather than redeveloping existing obsolete areas. It may be expected that South Peninsula will develop and consume a significant portion of new population, although it will be migrant in nature with a very small percentage attributed to natural increase.

The economy of the South Peninsula Zoning District may be catagorized in two parts: (a) the resident economy, oriented to residents on the South Peninsula, and (b) the tourist economy. The Land Use Plan reflects this by reserving the majority of land for single and multiple family dwelling use west of South Atlantic Avenue to the Halifax River for the resident economy. Accommodations are provided along ocean front property east of South Atlantic Avenue and commercial development at all bridge approaches from the South Peninsula Zoning District across the Halifax River to the Mainland.

V RECOMMENDATIONS

This Plan, as presented, includes considerations of existing land use, the needs of the population and the economy, and the transportation system. In order for this Land Use Plan to effectively serve the purposes for which it is intended, it should be adopted by some official means in order that reference to it by title would bear some status. As mentioned in the Introduction of this study, because of the nature of this Plan, it must be kept flexible. Therefore, the adoption of this Plan should not be construed to imply that it is fixed and final. Instead, this Plan should be the subject of constant review and study, with adjustments and changes made when sufficient reason justifies such changes. This Plan should be immune from unwarranted changes and from amendments not being in the best public interest.

Due considerations should be given to the property owners and developers interested in developing land within the South Peninsula Zoning District. Irrespective of how good a Land Use Plan may be, there are inevitably certain parcels of land which may serve one or several different uses, either one in the public interest, providing good return to the developer, and not adversely affecting the development of the total area.

When a property owner or a developer requests a zoning change, and when such change is not in keeping with this Land Use Plan, it is recommended that sufficient study be given to each request to determine whether or not such requested change is justified.

The Land Use Plan should establish the basis for the preparation of Revised Zoning Regulations and Revised Zoning Maps. The Zoning Regulations and Zoning Maps, by being based upon this Plan, serve as instruments to implement this Plan, and conversely, this Plan supplies both planning wise and legally sound foundations for the administration and enforcement of such Zoning Regulations and Maps. The Revised Zoning Regulations and Maps should be designed so as to control the development of land in the direction as indicated by this Land Use Plan. This does not mean that all or any portion of the Zoning Map should be coincident with the Land Use Plan. However, it should not conflict with it to such a degree that a significant inconsistency would exist. If it is found that zoning should be made not consistent with this Plan, then such condition warrants a restudy of the Land Use Plan and an adjustment in it will then enable the Zoning Regulations and Maps to be changed and consistent with the Land Use Plan.

The present remaining undeveloped land of the South Peninsula Zoning District is expected to be developed within the foreseeable future. It is all that is available for development. There is no more. This Land Use Plan can effectively act as the guide for this future development in order to realize best possible returns for the private property owners and to the general public welfare.

APPENDIX

PROPOSED LAND USE
SOUTH PENINSULA ZONING DISTRICT

	Present			Proposed	
		% of Developed	% of Total		% of Total
Type Use	Acres	Area	Area	Acres	Area
Single Family	491.7	52.2	22.5	831.1	38.1
Multiple Family	16.9	1.8	0.8	195.1	8.9
TOTAL RESIDENTIAL	508.6	54.0	23.3	1,026.2	47.0
TOTAL ACCOMMODATIONS	92.5	9.8	4.3	328.9	15.1
Business & Professional	3.6	0.4	0.2	19.2	0.9
Retail Sales & Services	27.6	2.9	1.3	63.7	2.9
Automotive Service	3.0	0.3	0.1	28.6	1.3
Business, Marine	5.5	0.6	0.2	18.2	0.8
TOTAL BUSINESS	39.7	4.2	1.8	129.7	5.9
Public	26.3	2.8	1.3	170.0	7.8
Semi-Public	14.0	1.5	0.6	92.0	4.2
TOTAL PUBLIC	40.3	4.3	1.9	262.0	12.0
Street Rights-of-Way	261.1	27.7	11.9	436.7	20.0
TOTAL RIGHTS-OF-WAY	261.1	27.7	11.9	436.7	20.0
TOTAL DEVELOPED LAND	942.2	100.0	43.2	2,183.5	100.0
TOTAL UNDEVELOPED LAND	1,241.3		56.8		
TOTAL LAND	2,183.5		100.0		











