



BRANDON



CORRIDORS & MIXED-USE
CENTERS PILOT PROJECT

Land Use Pattern Maps & Summary

Technical Memo 1

Prepared by:

HDR

On behalf of:



Hillsborough MPO
Metropolitan Planning
for Transportation



Hillsborough County
City-County
Planning Commission

August 11, 2017

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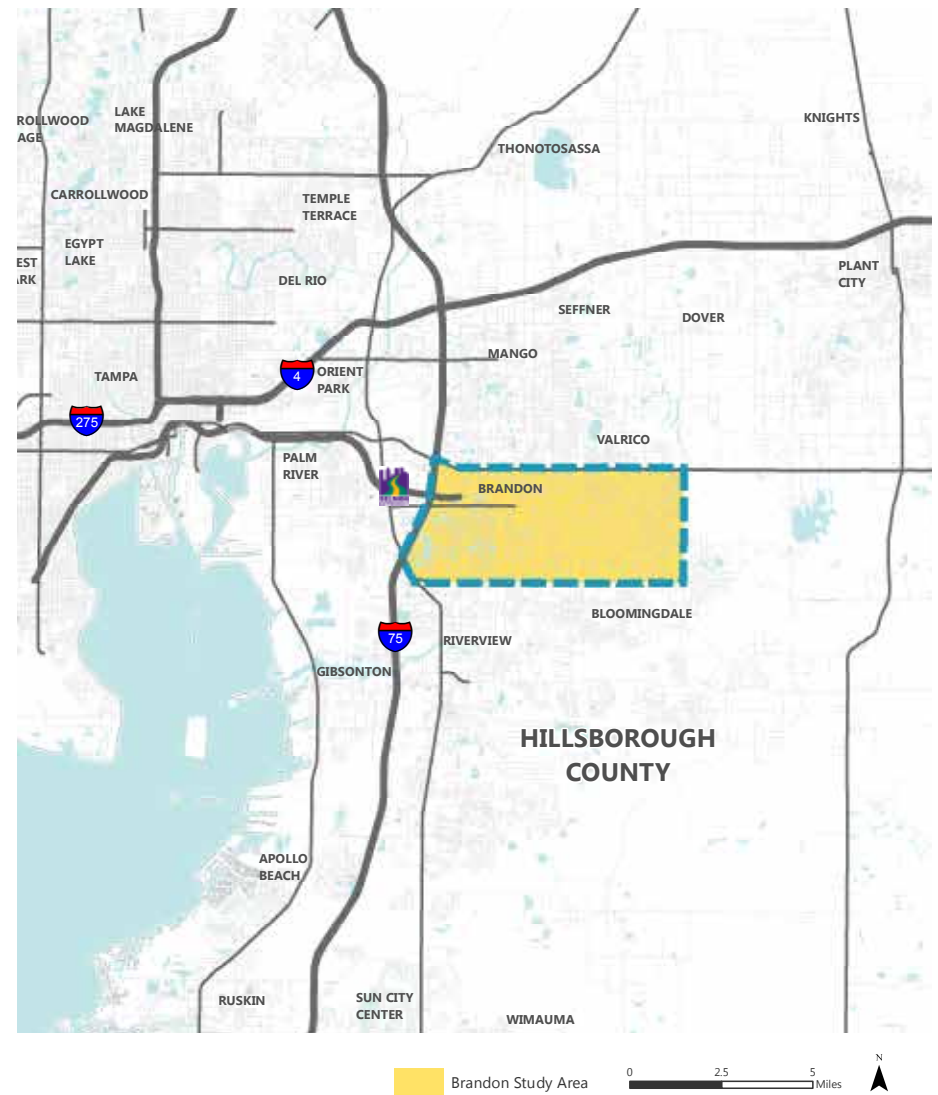
1. INTRODUCTION

The Brandon Corridors and Mixed-Use Centers Study is a joint pilot project from the Hillsborough County Metropolitan Planning Organization (MPO) and the Hillsborough County City-County Planning Commission (Planning Commission). The purpose of the study is to better coordinate the envisioned land use pattern with planned transportation improvements along major corridors within the Brandon Study Area. As shown in Figure 1 and 2, the study area is located at a key location within eastern Hillsborough County. The study area is a three-mile by six-mile area located east of Interstate 75 (I-75) between State Road 60 (SR 60)/Brandon Boulevard and Bloomingdale Avenue. The eastern limit of the study area is Dover Road/Little Road.

This memo builds upon information from the Brandon Corridors and Mixed-Use Centers Existing Conditions Report prepared by the MPO and the Planning Commission at the onset of the study. The study team conducted an analysis of other existing plans and land development code regulations as well as an analysis of existing development intensity, land and building value, and age of construction. Existing Hillsborough County plans and zoning standards were reviewed and summarized, including the *Comprehensive Plan*, *Brandon Community Plan*, *Brandon Main Street Community Plan*, and *Land Development Code* regulations.

In addition to the assessment, a series of maps were prepared documenting existing land use, development standards, and the form and character of existing development. Maps also illustrate the future land use planning and the policy context within the study area.

Figure 1. Study Area Regional Context Map





2. EXISTING & PLANNED LAND USE

2.1 Existing Land Use

The study area includes approximately 13,950 acres of land divided into 25,000 parcels. As shown in Table 1 and Figure 3, the majority of the study area is developed. Only 7.5 percent of the study area is classified as vacant (see Figure 4). Over half of the existing land use within the study area is residential. The study area is primarily single-family residential, but there are several areas of multi-family residential are located throughout the western portion of the study area. Commercial land uses are concentrated along the following corridors and centers within the study area.

- **SR 60/Brandon Boulevard Corridor.** The SR 60 corridor is predominantly commercial strip development with larger retail uses along the western end of the corridor near I-75, including several big-box retailers and the Brandon Town Center regional shopping center. The eastern end of the corridor has several mobile home parks and multi-family residential uses.
- **Causeway Boulevard/Lumsden Road Corridor.** The area west of Providence Road along Causeway Boulevard has existing big-box retail and auto-oriented development. The corridor east of Providence Road along Lumsden Road is primarily residential with two concentrations of commercial uses at the intersections with Kings Avenue and Lithia Pinecrest Road.
- **Bloomington Avenue Corridor.** Commercial uses are concentrated at five different intersections along the Bloomington Avenue corridor. Winthrop Town Center and big-box commercial uses are located at the Providence Road/Bloomington intersection. Commercial uses including smaller scale strip commercial uses and larger big-box retailers are also concentrated at John Moore Road, Bell Shoals Road,

Table 1. Existing Land Use Summary

Existing Land Use	Acres	Percent
Residential	7,723	55.4%
Single-family/Mobile Home	6,650	47.7%
Two-family	29	0.2%
Multi-family	868	6.2%
Mobile Home Park	177	1.3%
Industrial	46	0.3%
Light Industrial	44	0.3%
Heavy Industrial	2	0.0%
Commercial	1,042	7.5%
Light Commercial	1,003	7.2%
Heavy Commercial	38	0.3%
Public/Institutional/Utilities/ROW	1,207	8.6%
Public/Quasi-Public/Institutions	876	6.3%
Public Communications/Utilities	34	0.2%
Right-of-way/Roads/Highways	21	0.2%
Educational	275	2.0%
Open Space/Recreation	180	1.3%
Recreation/Open Space	157	1.1%
Natural	23	0.2%
Agricultural	573	4.1%
Vacant	1,047	7.5%
Unclassified/Unknown	2,132	15.3%
TOTAL	13,948	100.0%

Source: The Planning Commission, Brandon Corridors and Mixed-Use Centers Existing Conditions Report

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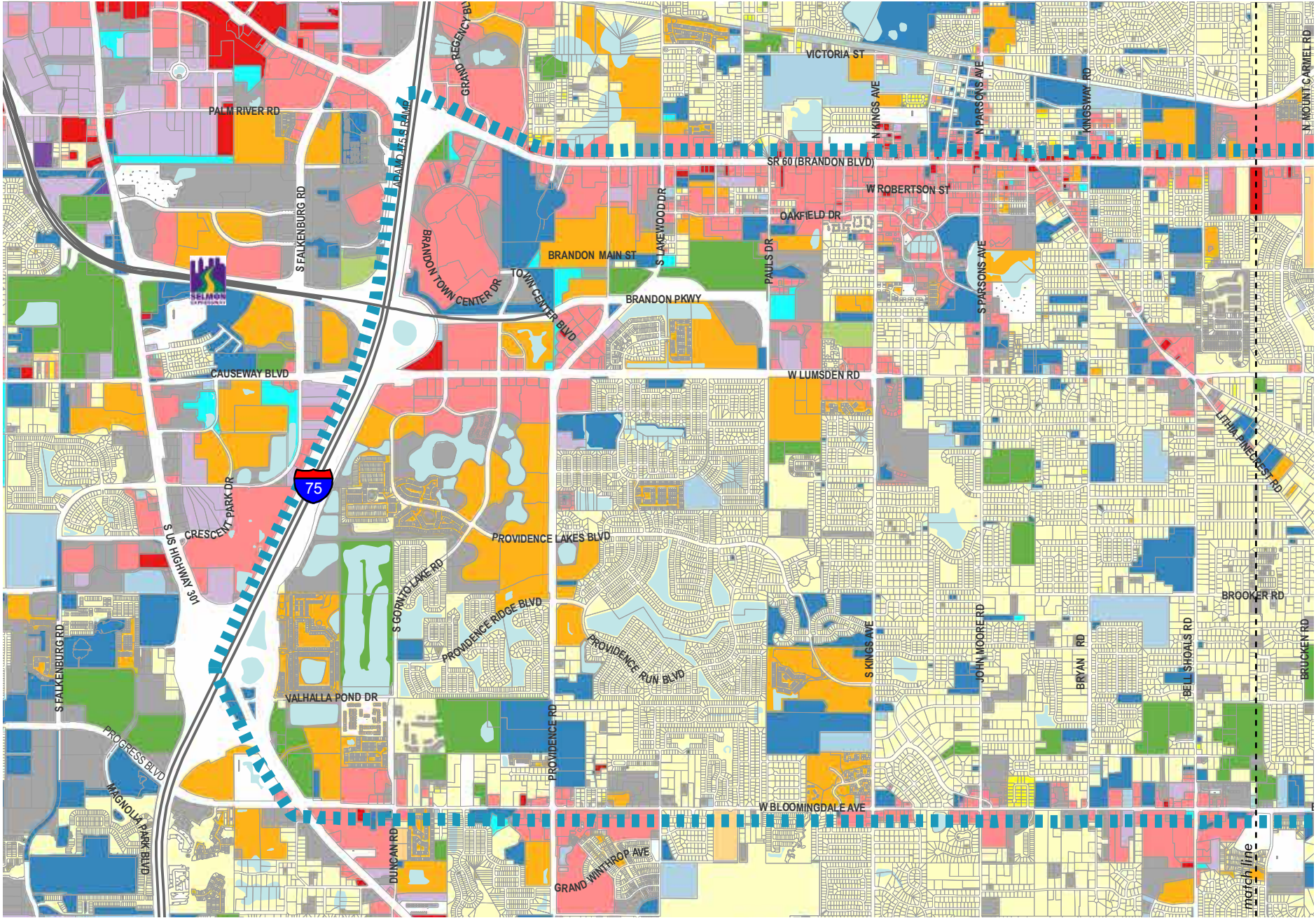





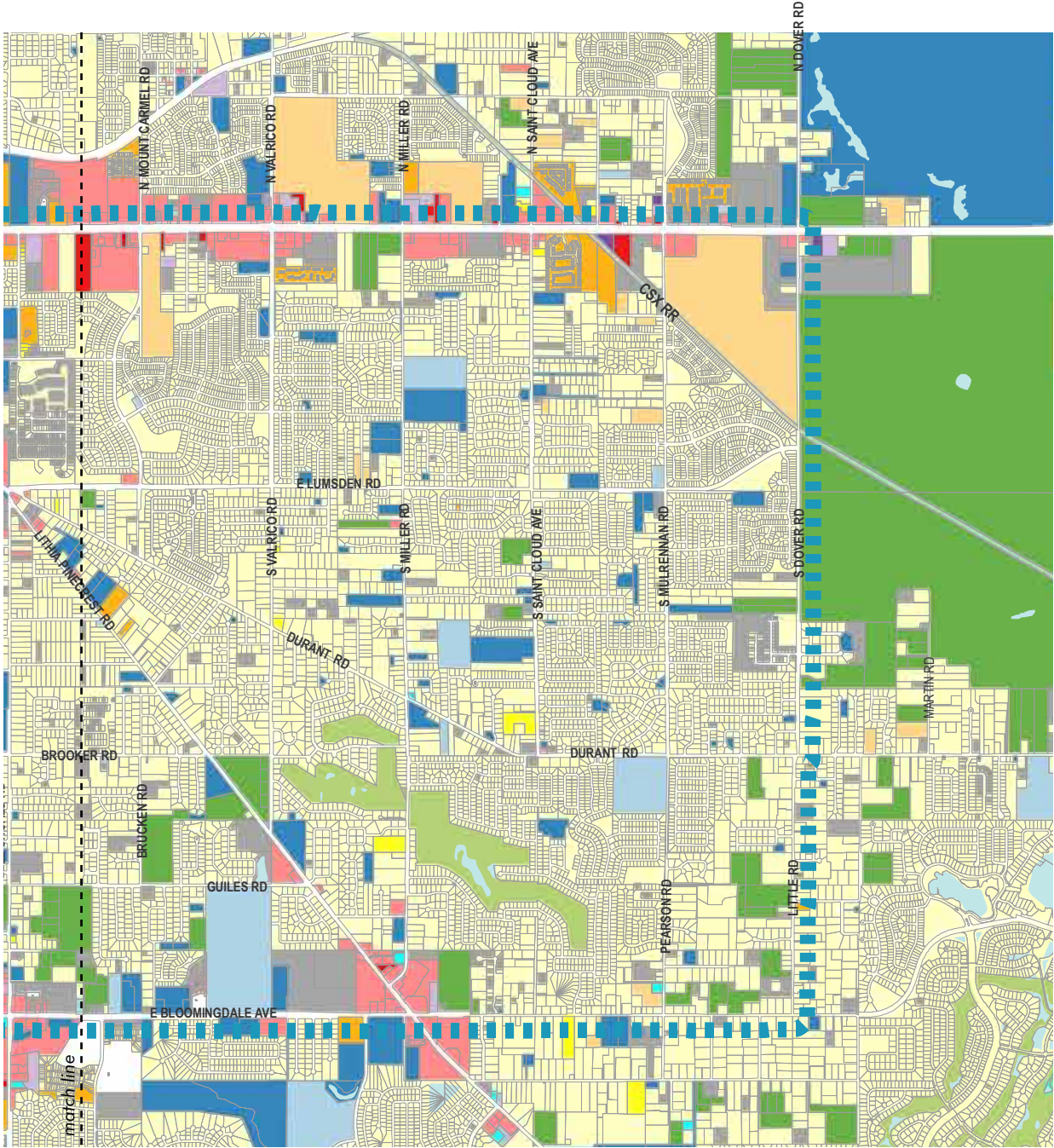




Figure 3. Existing Land Use

-  Brandon Study Area
-  Water
-  Single-Family
-  Two-Family
-  Multi-Family
-  Mobile Home Park
-  Light Industrial
-  Heavy Industrial
-  Light Commercial
-  Heavy Commercial
-  Public/Quasi-Public/Institutional
-  Public Communications/Utilities
-  Right-of-way/Roads/Highways
-  Educational
-  Recreational/Open Space
-  Natural
-  Agricultural
-  Mining
-  Vacant
-  Unclassified/Unknown



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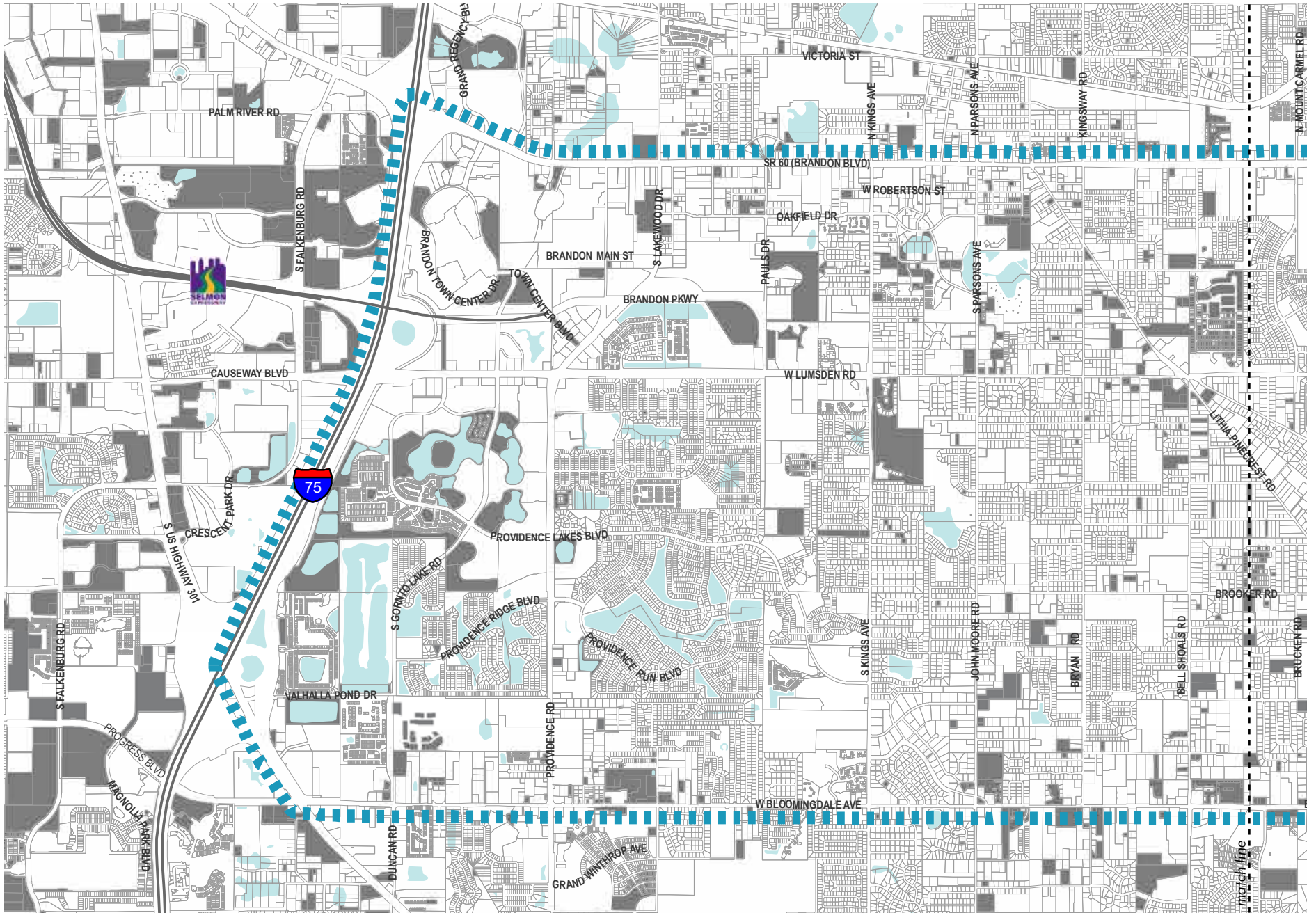

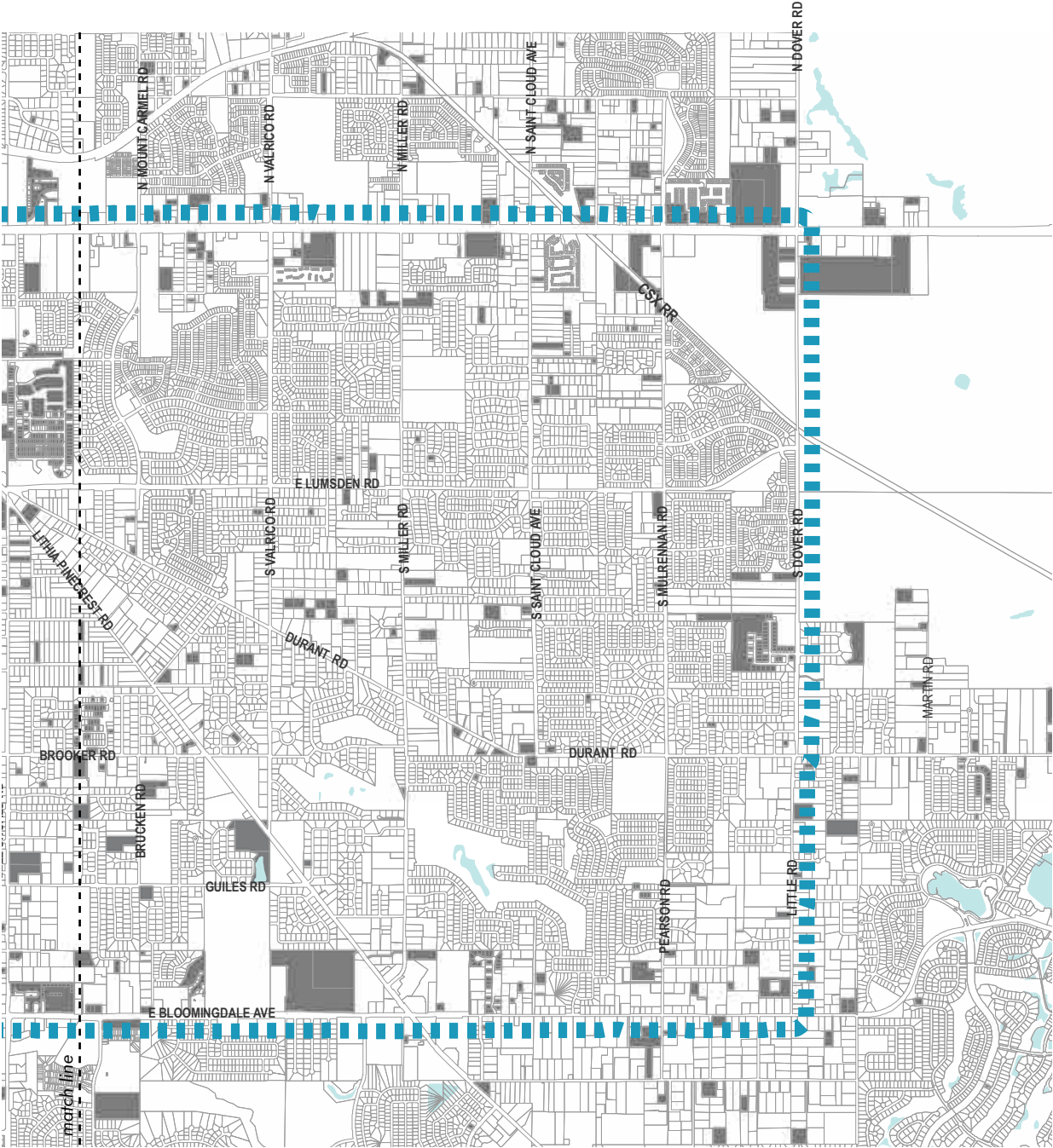




Figure 4. Vacant Land

-  Brandon Study Area
-  Water
-  Vacant



and Lithia Pinecrest Road. Further west near Route 301 and I-75 interchange and Gornto Lake Road are additional big-box retailers and multi-family residential uses. The remaining segments of the corridor are fronted by residential, public, and educational uses.

- **Brandon Main Street and Brandon Regional Hospital Area.** The area south of SR 60 between Parsons Avenue and Lakewood Drive along Oakfield Drive and Brandon Parkway has a mix of multi-family residential, retail and offices, and institutional uses, including the hospital and social service offices.

Public/quasi-public, educational, and institutional uses are dispersed throughout the study area. Agricultural land is also scattered throughout the study area. Over 15 percent of the study area is classified as unknown or unclassified. This includes roadways, right-of-way, or easements.

2.2 Planned & Approved Development

RECENT BUILDING PERMIT ACTIVITY

As shown in Table 2, data from the Hillsborough County Development Services shows that the county issued 937 building permits within the study area between 2011 and 2015. An evaluation of the issued permits indicates that there has been a recent increase in development within the study area as well a housing market recovery. Development activity was slow in 2011, with only 72 residential and 7 non-residential building permits issued. Comparatively, in 2014 a total of 416 residential permits and 7 non-residential permits were issued.

Table 2. Building Permit Activity, 2011-2015

Year	SF Detached	SF Attached	Apartment	Mobile Home	Non-Residential	Total
2011	8	63	0	1	7	79
2012	14	54	8	1	5	82
2013	115	38	0	0	8	161
2014	178	78	160	0	7	423
2015Q2	96	18	72	0	6	192
TOTAL	411	251	240	2	33	937

Source: Hillsborough County Planning Commission, 2015, Brandon Corridors and Mixed-Use Centers Existing Conditions Report

The number of commercial permits has remained relatively static over the last five years, but residential permit numbers have steadily increased. The number of residential permits issued in just 2014 were roughly the same as those issued in the three previous years combined. In 2011 and 2012, only 25 single-family residential permits were issued compared to 175 permits in just 2014 alone. Although data is only available for part of the year, the number of residential permits issued through the second quarter of 2015 indicates that residential development was strong last year as well.

Ninety-six percent of the issued buildings permits have been for residential buildings. Almost 44 percent of all permits were for single-family detached residences. Single-family attached and apartments account for 27 percent and 26 percent, respectively, of all issued permits. Only four percent of permits issued (33 total permits) have been for non-residential buildings, including retail/wholesale, office, churches, and warehouses.



DEVELOPMENTS OF REGIONAL IMPACT

The Study Area includes two developments of regional impact (DRI): Lake Brandon and Brandon Town Center. Lake Brandon is a 500-acre office, industrial, retail and multi-family residential DRI. Brandon Town Center is a 300-acre retail DRI. Both of these large-scale developments are essentially built out. A small portion of The Crescent DRI is also located within the study area, but is located primarily west of I-75.

PLANNED AND APPROVED DEVELOPMENT

Over the past 10 years, approximately 120 parcels within the study area have submitted applications for rezoning. A majority of the applications (61 percent or 73 applications) were for a rezoning. The remaining applications were for a Major Modification of a Planned Development (23 percent or 28 applications) or a Special Use permit (16 percent or 19 applications). The locations of the approved rezonings between 2005 and 2010 are shown on Figure 5.

3. FORM & CHARACTER

3.1 Development Intensity

The development intensity of parcels was calculated to indicate general levels of utilization within the study area. Usually, areas with low levels of utilization are considered to have higher potential to redevelop and those with higher levels of utilization are considered less likely to experience redevelopment pressure. Development intensities were determined by calculating the floor area ratio (FAR) for retail, office, or industrial parcels. For condominium office developments and larger retail developments with multiple parcels, consolidated FARs were calculated.

As shown on Figure 6, the average development intensities along within the study area are between 0.2 and 0.4 FAR. The larger shopping centers fall on the lower end, ranging between 0.15 and 0.25 FAR. Offices range between 0.3 and 0.4 FAR. *NOTE: Development intensities were evaluated based on data collected and reported by the Hillsborough County Property Appraiser and may not reflect development intensity reported by other sources.*

3.2 Age of Construction

The age of construction is another factor influencing a property's competitive position and probability of redevelopment. As shown on Figure 7, recent construction (i.e., buildings constructed within the last five years) within the study area is located in only a few locations. The majority of development in the western third of the study area was constructed in the last 30 years. The commercial areas between SR 60 and Causeway Boulevard and the multi-family residential along Gornto Lake Road were developed between 1990-2010. The single-family residential areas along Providence Road and Providence Lake Boulevard were constructed during the 1980s and 1990s.

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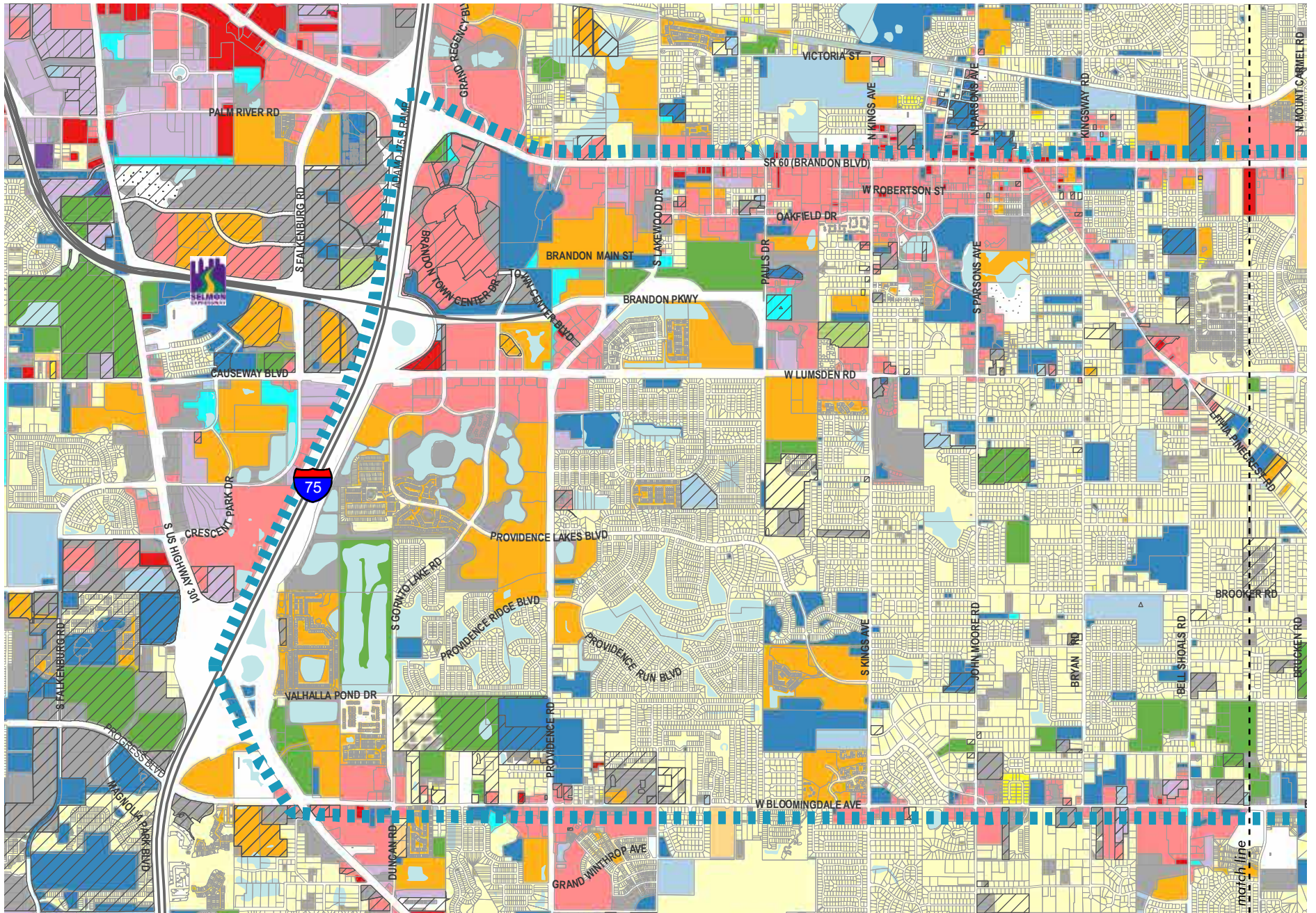
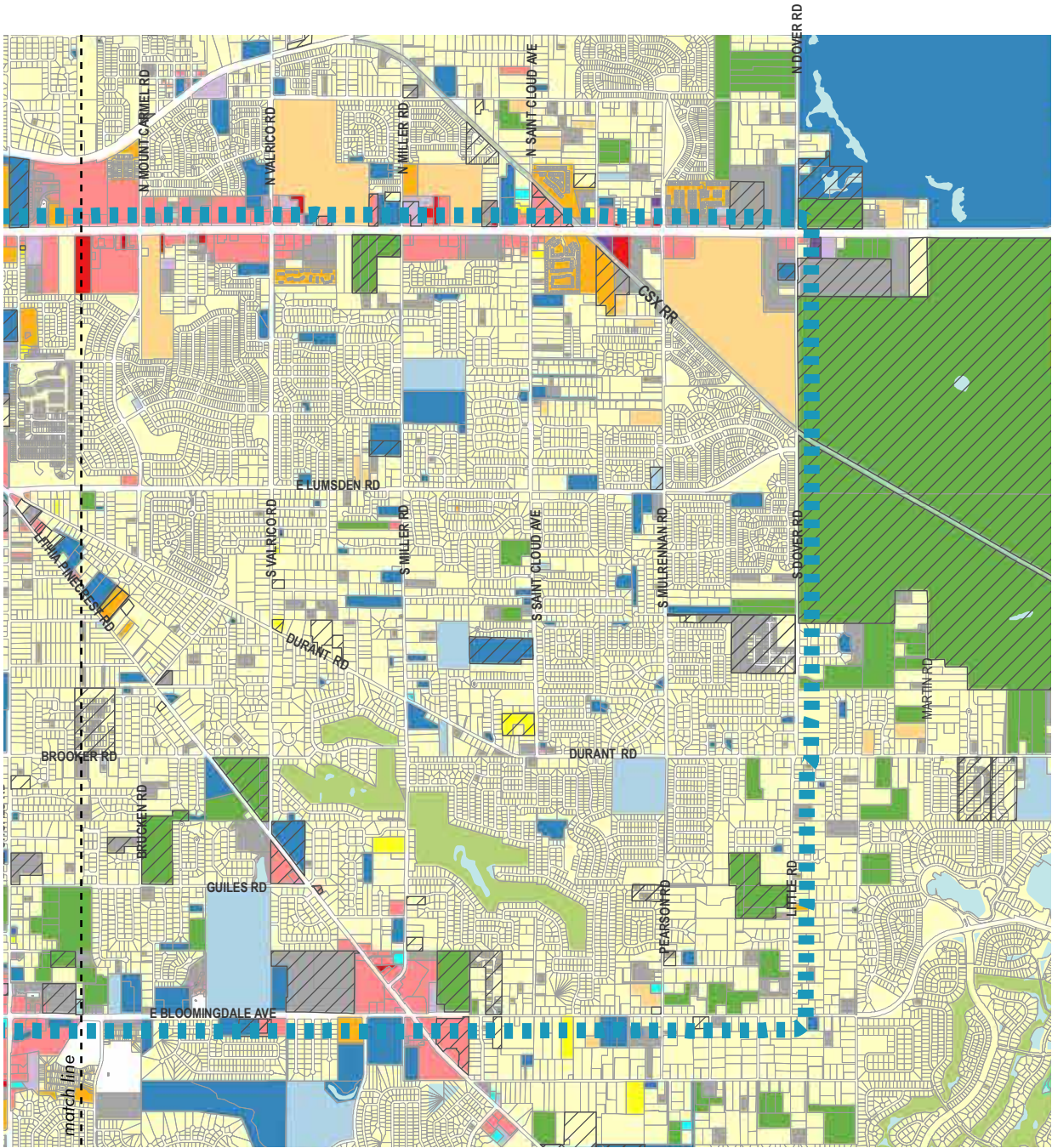




Figure 5. Planned & Approved Development

-  Brandon Study Area
-  Water
-  Rezoned Area (2005-15)
-  Single-Family
-  Two-Family
-  Multi-Family
-  Mobile Home Park
-  Light Industrial
-  Heavy Industrial
-  Light Commercial
-  Heavy Commercial
-  Public/Quasi-Public/Institutional
-  Public Communications/Utilities
-  Right-of-way/Roads/Highways
-  Educational
-  Recreational/Open Space
-  Natural
-  Agricultural
-  Mining
-  Vacant
- Unclassified/Unknown



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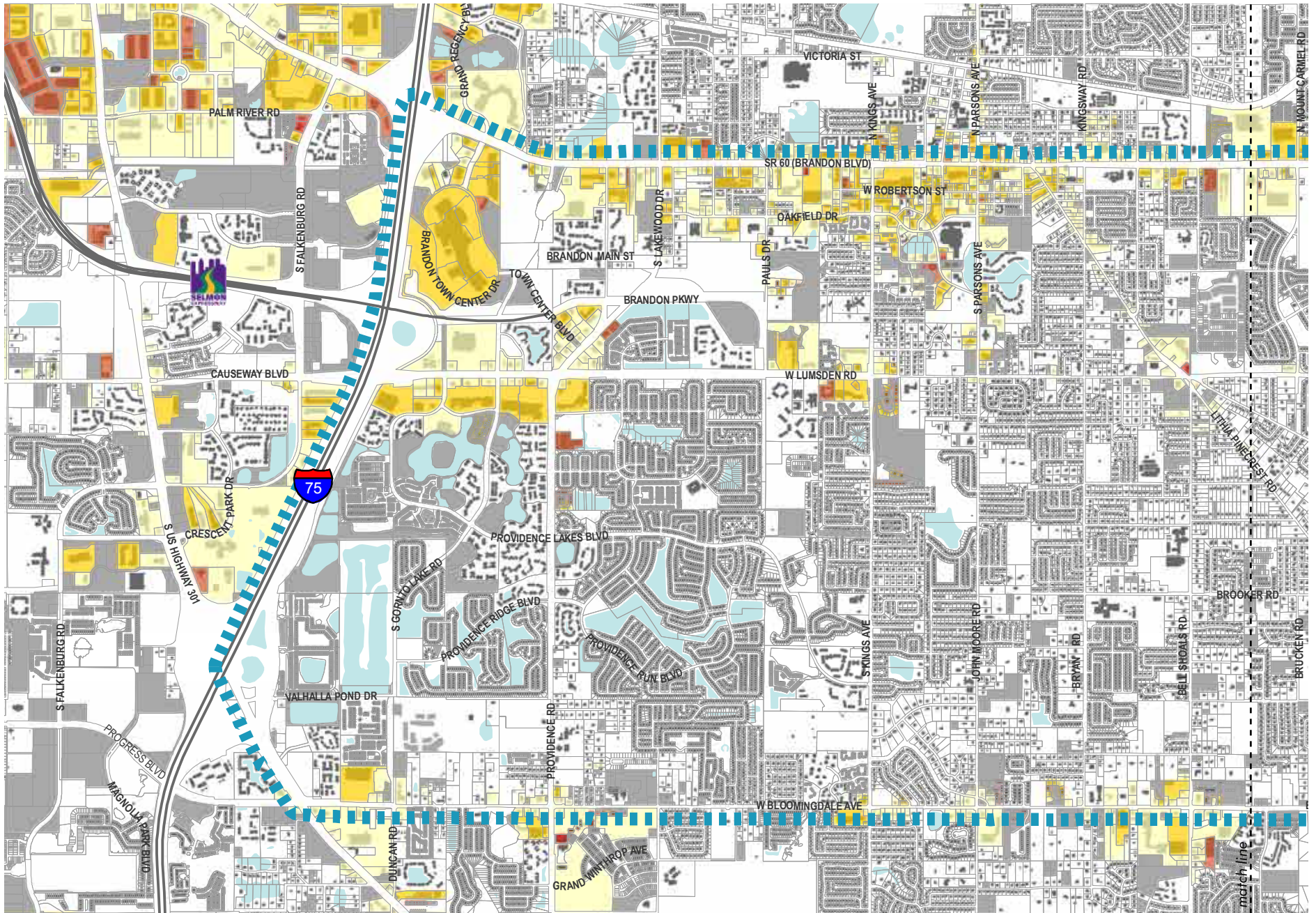
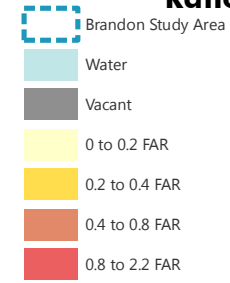




Figure 6. Development Intensity - Non-Residential Floor Area Ratio (FAR)



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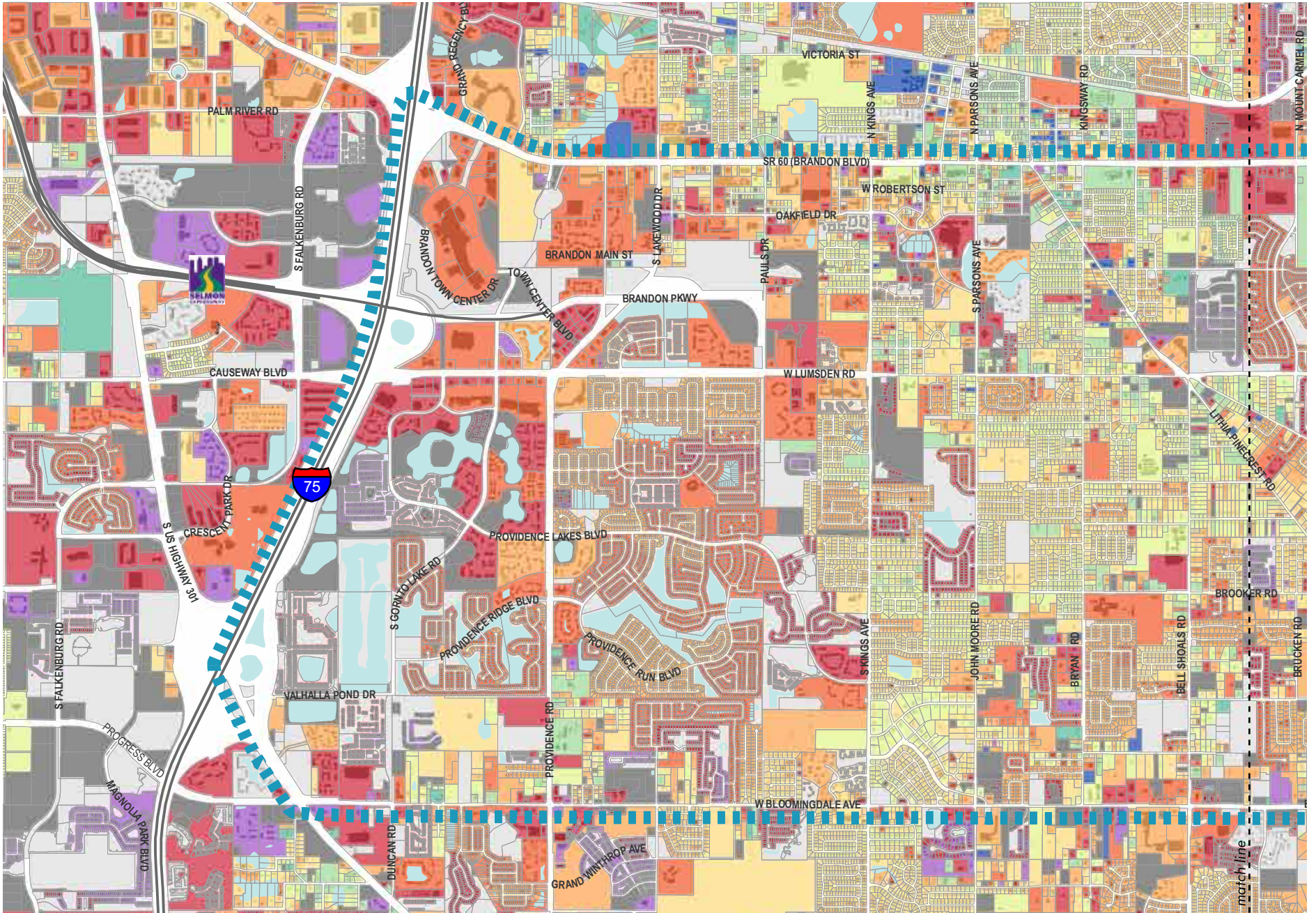
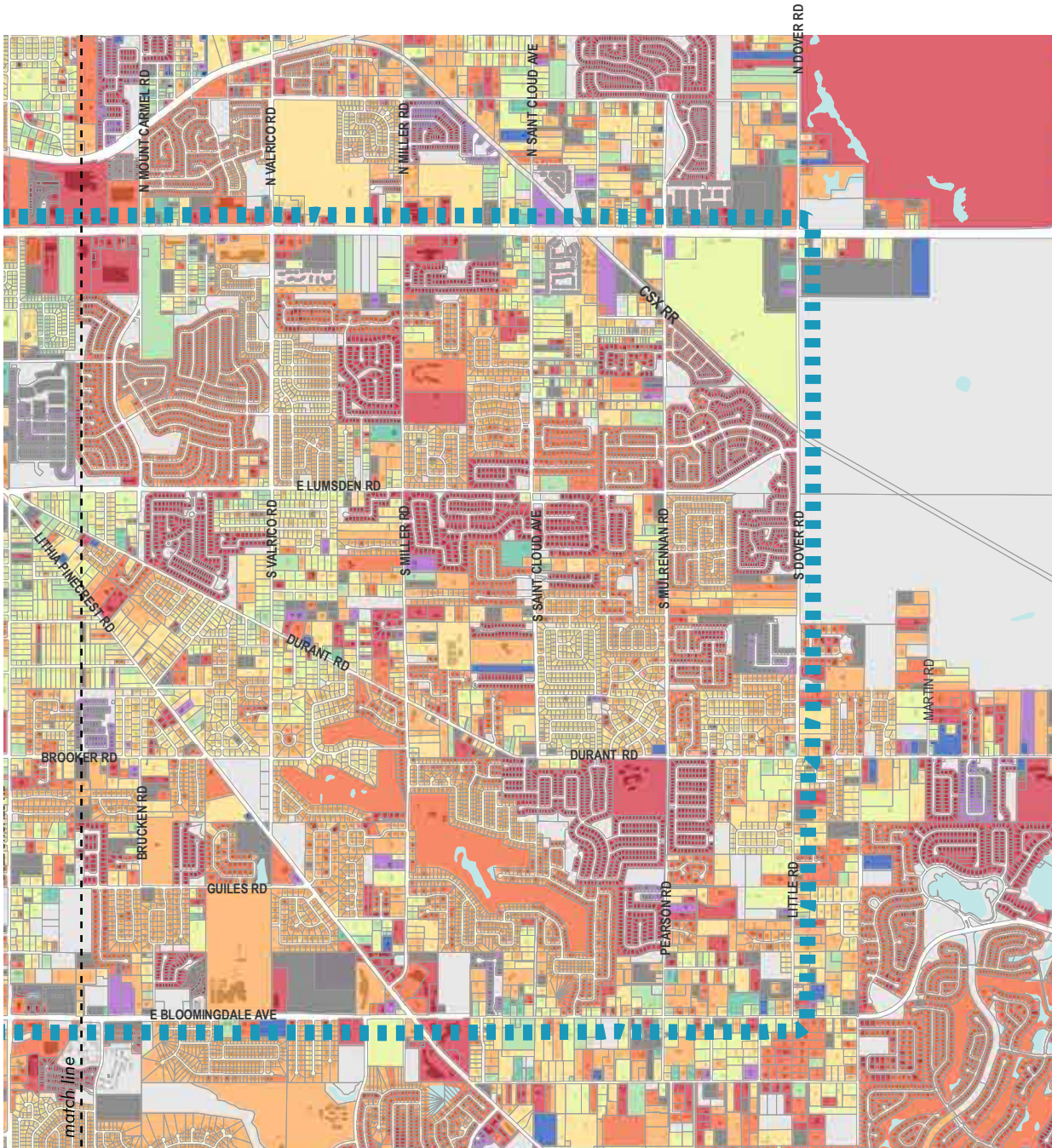
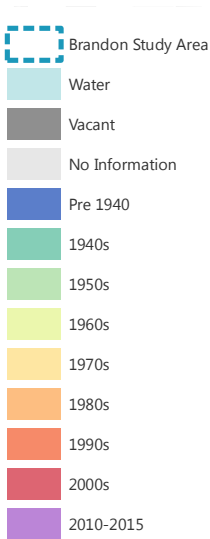




Figure 7. Age of Construction



Between Kings Avenue and Valrico Road in the central area of the study area, the larger lot, single-family residential development was constructed during the 1970s and 1980s. In the eastern third of the study area between Valrico Road and Dover Road, older larger lot single-family residences are interspersed with single-family residential subdivisions constructed during the 1990s and 2000s. *NOTE: The age of construction was identified using parcel data collected and reported by the Hillsborough County Property Appraiser.*

3.3 Character & Identity

The 2014 *Strip Commercial and Mixed Use Development in Hillsborough County* report identifies six types of commercial patterns and provides a general review of their common characteristics. A summary of each of the typologies and the locations of each type within the study area is described below. Examples of each of the commercial types within the study area are shown in Figures 8 to 11. Using these typologies, the existing pattern of commercial development was evaluated and mapped within the study area (see Figure 12).

- **Shopping Mall.** Located at major highway locations to attract large volume of customers. Building pattern is amorphous and chaotic from exterior, but highly refined pedestrian experience inside building. Tenant mix is tightly controlled, but the similar mix of uses appears consistently. Shoppers usually park once, walk through the parking lot, and stroll past compact stores.
- **Suburban Shopping Center.** Located near major intersections, this development pattern has sites that are much larger than city blocks. Buildings are irregular in form and placement, sometimes almost visually chaotic in assembly. Businesses can complement each other, with shared parking and signs. Large tracts under single ownership can accommodate wholesale changes. This type of development can provide better opportunities for transit and intensification of uses.

Figure 8. Shopping Mall - Westfield Brandon Mall



Figure 9. Suburban Shopping Center - Regency Square





- **Suburban Commercial Strip.** A suburban pattern where most businesses occupy their own building on a lot facing a commercial corridor. Lots are typically large enough to accommodate their peak parking demand. Lots have individual driveways to a commercial corridor as their primary access instead of connecting to adjoining lots or secondary streets. With numerous signs and parking lots, the strip type of development is visually chaotic to drivers. Once subdivided, the strip pattern is hard to redevelop.
- **Neighborhood Shopping District.** A compact urban pattern where businesses are placed in highly visible locations on an interconnected network of streets and blocks. Lots in neighborhood shopping districts can be small because each block is not expected to accommodate all parking for individual businesses. Some customers may park in shared lots or on-street parking spaces and others may walk or arrive by transit.
- **Downtowns and Main Street.** Downtowns are the major business and civic district in a community, typically served by major thoroughfares and public transportation radiating in all directions. Lots are arranged on a densely interconnected network of local streets. Main Streets are major business districts in a compact urban pattern, typically in a linear arrangement along a major thoroughfare. Lots in both types are not expected to accommodate off-street parking.
- **Rural Crossroads.** A cluster of businesses in a rural area typically located at an important intersection. The physical form of lots and buildings varies widely.

Using these typologies, the existing commercial pattern and character for the study area has been mapped and is shown in Figure 13.

Figure 10. Neighborhood Shopping District - Oakfield Drive



Figure 11. Rural Crossroads - SR 60/Saint Cloud Avenue



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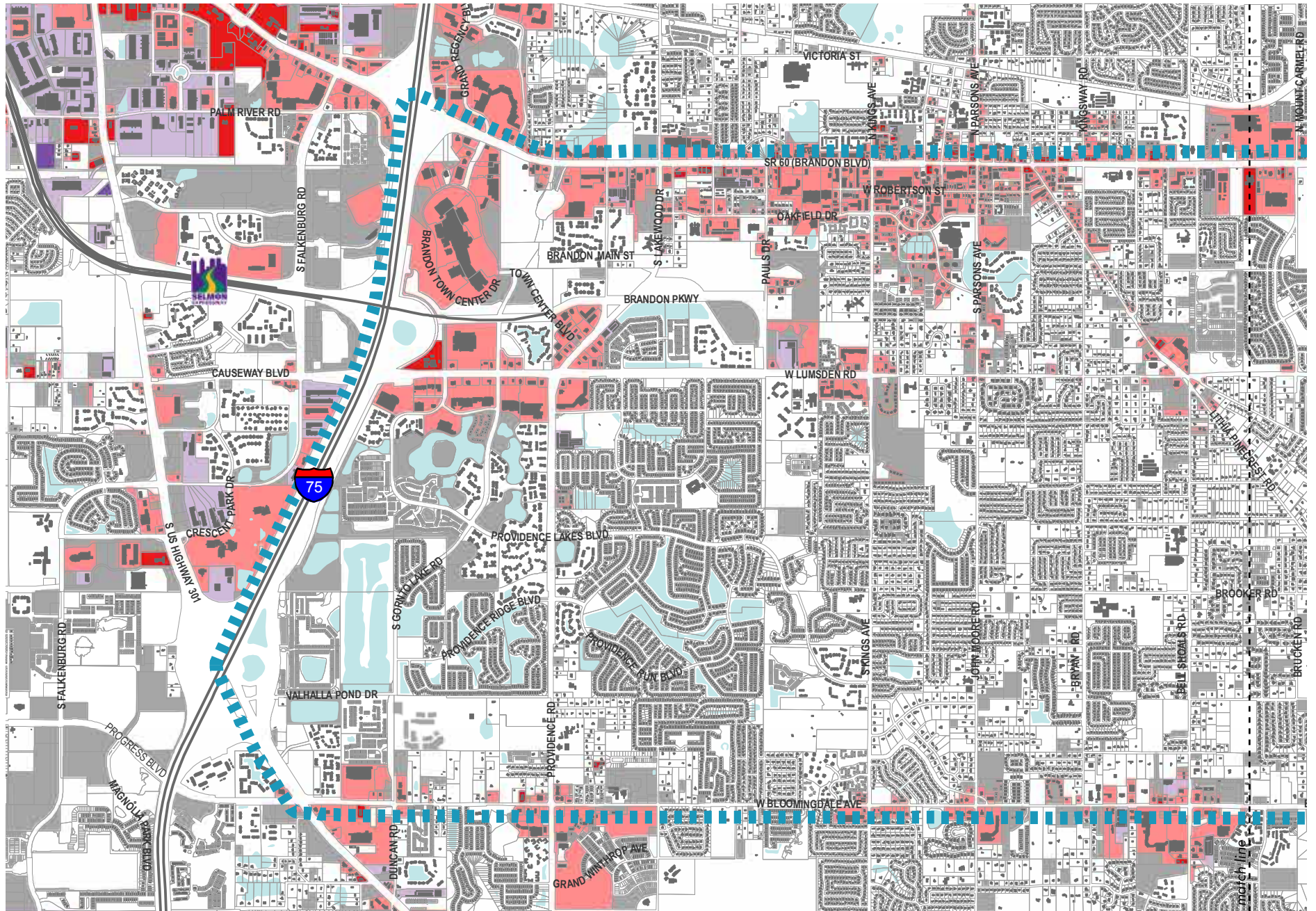
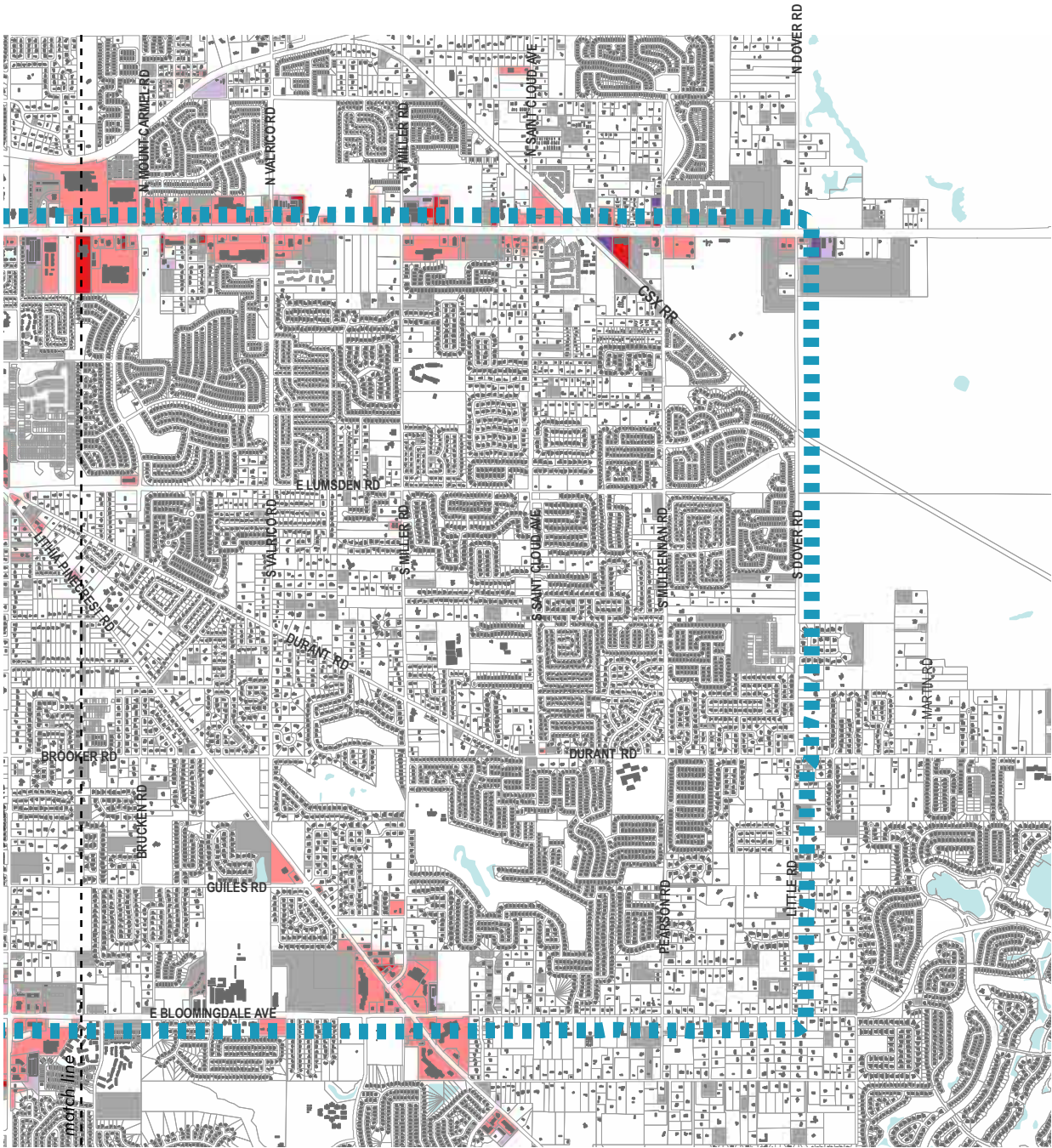




Figure 12. Commercial & Industrial Development Pattern

-  Brandon Study Area
-  Water
-  Building footprint
-  Light Industrial
-  Heavy Industrial
-  Light Commercial
-  Heavy Commercial
-  Vacant



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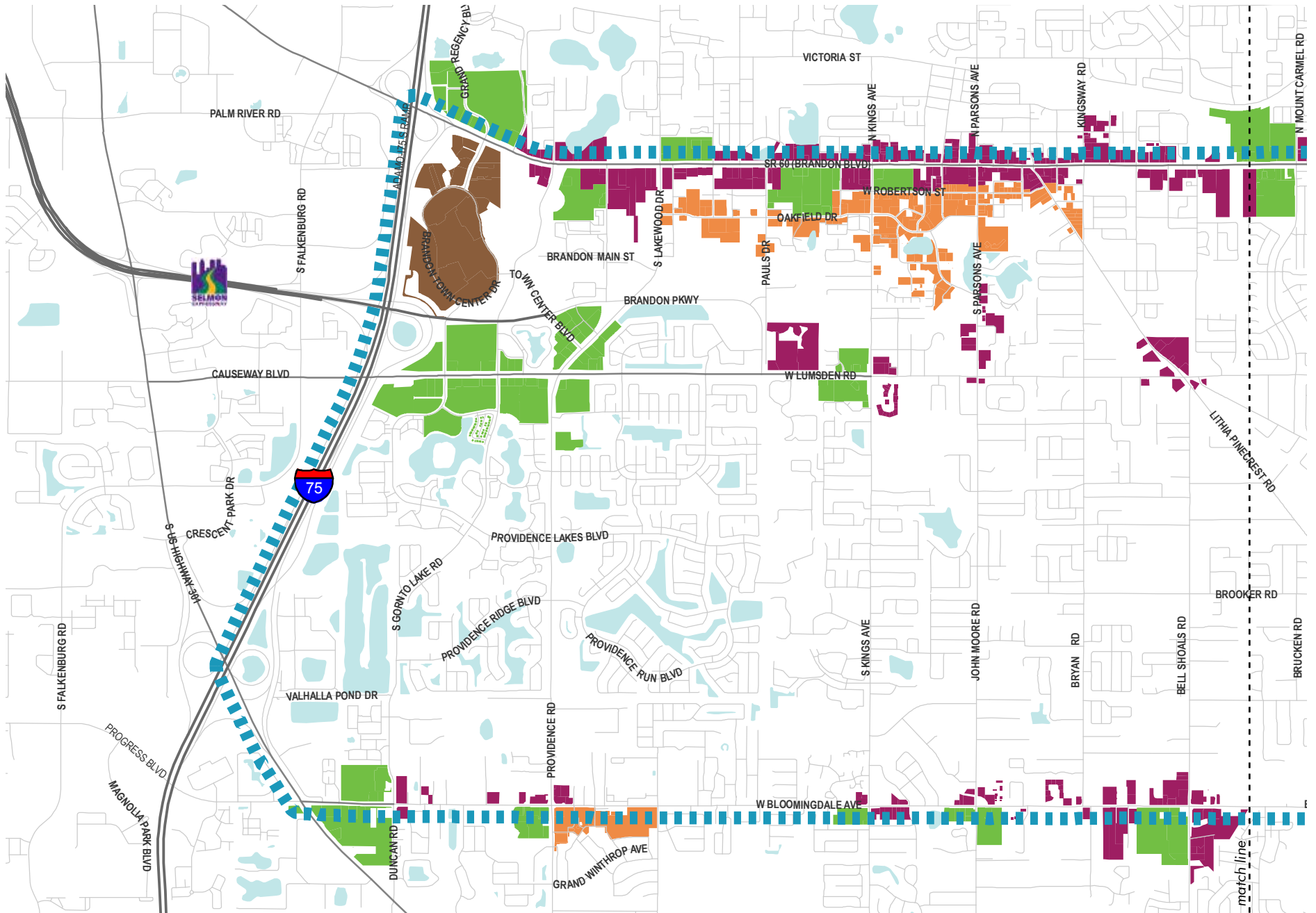







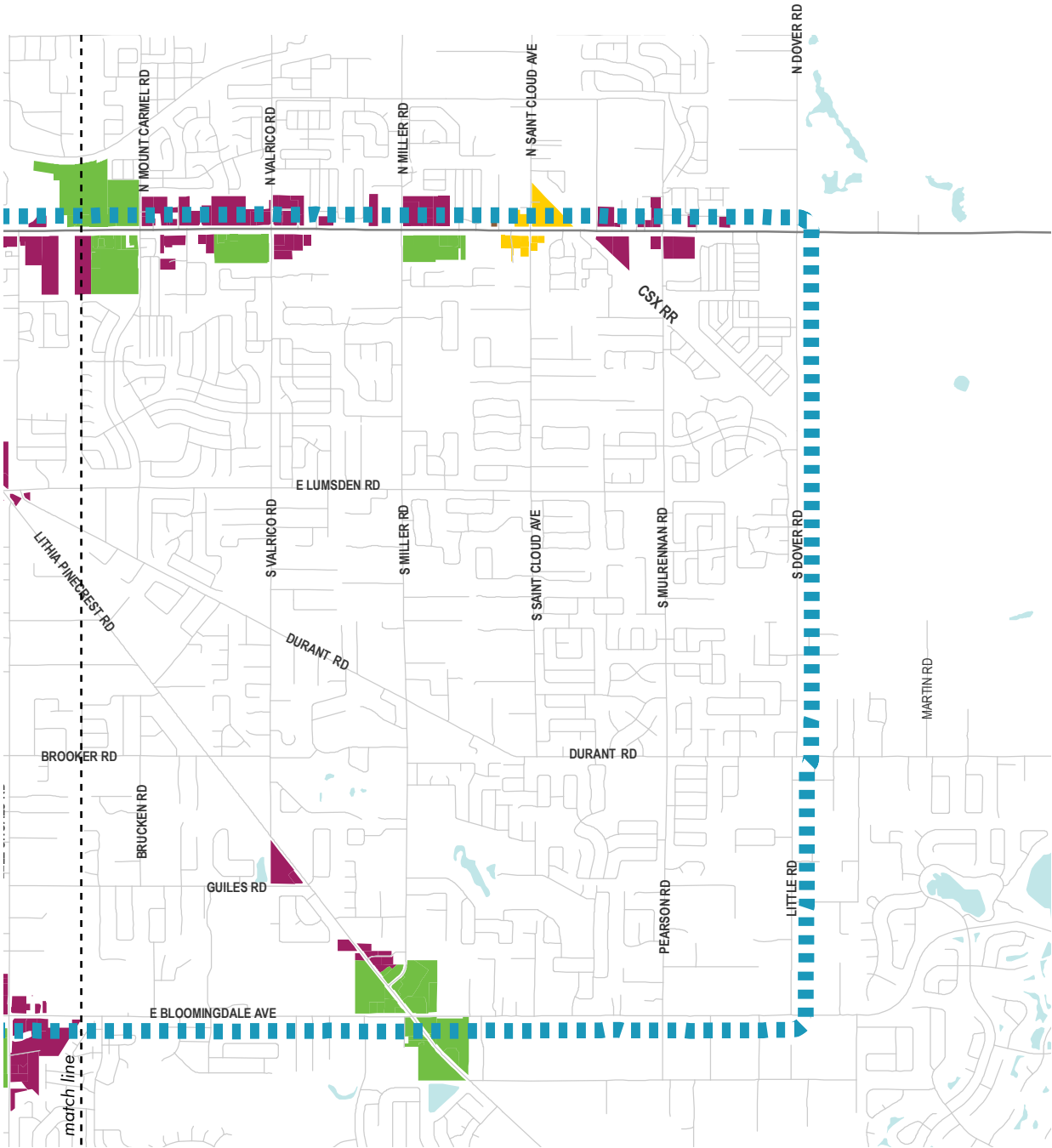




Figure 13. Existing Commercial Pattern and Character

-  Brandon Study Area
-  Water
- Existing Pattern**
 -  Shopping Mall
 -  Suburban Shopping Center
 -  Suburban Commercial Strip
 -  Neighborhood Shopping District
 -  Rural Crossroads



Commercial development along SR 60/Brandon Boulevard is primarily Suburban Commercial Strip interspersed with larger Suburban Shopping Centers at key intersections. Westfield Brandon Mall is the only Shopping Mall within the study area.

South of SR 60 along Oakwood Drive and Robertson Street between Lakewood Drive and Parsons Avenue, the area is predominantly Neighborhood Shopping District. The area is characterized by retail and office uses on smaller parcels located on smaller blocks.

Along Causeway Boulevard between I-75 and Providence Road, the predominant development type is Suburban Shopping Center. Large retailers are located along the rear of parcels and smaller retail buildings are located along the frontage. At Lumsden Road and Kings Avenue, the retail and office development pattern is Suburban Commercial Strip with smaller individual commercial uses individually connected to the roadway. The commercial areas at Lumsden Avenue and Lithia Pinecrest Road are also Suburban Commercial Strip. The rest of Lumsden Road is non-commercial development.

Several Suburban Shopping Centers are located at key intersections along Bloomingdale Avenue, including Gornto Lake Road, Providence Road, Bell Shoals Road, and Lithia Pinecrest Road. Near Kings Avenue and John Moore Road, commercial development along Bloomingdale Avenue is Suburban Commercial Strip. The remaining segments of Bloomingdale Avenue are non-commercial uses.

Additionally, several isolated pockets of commercial uses exist that have similar physical characteristics as larger lot single-family properties fronting collectors and arterials. This pattern of development has single driveway access points, buildings set back from the street with front or side yard parking, and limited connections to adjacent sites. This includes commercial transitional development along Lithia Pinecrest Road between SR 60 and Lumsden Road, a medical office development along Oakfield Drive and Parsons Avenue, and office developments along Kings Avenue, Gornto Lake Road, and Providence Road.

4. FUTURE LAND USE

4.1 Hillsborough County Comprehensive Plan

The *Future Land Use Element of the Future of Hillsborough Comprehensive Plan for Unincorporated Hillsborough County* was last amended in June 2008. The plan includes future land use designations for the entire study area.

As shown in Table 3 and Figure 14, over 75 percent of land within the study area is designated for residential use, including single-family and multi-family residential uses. The majority of the residential land is designated for low to low-medium density residential (R-2, R-4, R-6, and R-9). Almost one-fifth of the study area is designated for a range of mixed-use development (community, regional, suburban, or urban scale mixed-use). These areas are primarily located on the western edge of the study area along I-75 and include the Brandon Town Center and the other commercial and multi-family residential areas west of Providence Road.

Table 3. Future Land Use Summary

Future Land Use	Acres	Percent
Residential	10,532	75.5%
Low to Low-Medium (R-2, R-4, R-6, R-9)	9,808	70.3%
Medium to High Density (R-12, R-20)	724	5.2%
Commercial (OC)	328	2.4%
Industrial (EIP, HI)	6	<0.1%
Mixed-Use (SMU-6, CMU-12, UMU-20, RMU-35)	2,722	19.5%
Public/Quasi Public (P/QP)	361	2.6%
TOTAL	13,948	100.0%

Source: The Planning Commission, *Brandon Corridors and Mixed-Use Centers Existing Conditions Report*.



Other future land uses in the study area include commercial, industrial, and public or quasi-public. The SR 60/Brandon Boulevard is primarily designated as Office Commercial (OC). Less than six acres within the entire study area are designated for industrial uses. Public/quasi-public future land uses include parks, schools, transportation and other institutional uses located throughout the study area.

Detailed descriptions of the future land use category descriptions are provided in Table 4.

The study area includes portions of two smaller Community Plans, shown on Figure 15 and described in the following sections: the *Brandon Community Plan* and the *Brandon Main Street Community Plan*.

Table 4. Study Area Future Land Use Category Descriptions

Future Land Use	Density	Intensity	Typical Uses/Intent
Residential-2 (R-2)	Up to a maximum of 2.0 dwelling units per gross acre.	Suburban scale neighborhood commercial, office or multi-purpose projects limited to 110,000 sq. ft. or .25 FAR, whichever is less intense.	Non-urban density residential (large lots, septic tanks), suburban scale neighborhood commercial, office uses, and multi-purpose projects.
Residential-4 (R-4)	Up to a maximum of 4.0 dwelling units per gross acre.	Suburban scale neighborhood commercial, office, multi-purpose or mixed use projects limited to 175,000 sq. ft. or .25 FAR, whichever is less intense.	Low-density residential, suburban scale neighborhood commercial, office uses, and multi-purpose projects.
Residential-6 (R-6)	Up to a maximum of 6.0 dwelling units per gross acre.	Suburban scale neighborhood commercial, office, multi-purpose, or mixed use projects limited to 175,000 sq. ft. or .25 FAR, whichever is less intense.	Residential, suburban scale neighborhood commercial, office uses, multi-purpose projects and mixed use development.
Residential-9 (R-9)	Up to a maximum of 9.0 dwelling units per gross acre.	Urban scale neighborhood commercial, office, multi-purpose, or mixed use projects limited to 175,000 sq. ft. or .50 FAR, whichever is less intense. All non-residential development that exceeds .35 FAR must be for office or residential support uses, not retail.	Low-medium density residential, compatible urban scale neighborhood commercial, office uses, multi-purpose projects, and mixed-use development.
Residential-12 (R-12)	Up to a maximum of 12.0 dwelling units per gross acre.	Urban scale neighborhood commercial, office multi-purpose or mixed use projects limited to 175,000 sq. ft. or .50 FAR, whichever is less intense. All nonresidential development that exceeds .35 FAR must be for office or residential support uses, not retail.	Medium density residential, urban scale neighborhood commercial, office uses, multi-purpose projects and mixed use development.

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Future Land Use	Density	Intensity	Typical Uses/Intent
Residential-20 (R-20)	Up to a maximum of 20.0 dwelling units per gross acre.	Urban scale neighborhood commercial, office, multi-purpose, or mixed use projects limited to 175,000 sq. ft. or 0.75 FAR, whichever is less intense. All non-residential development that exceeds .35 FAR must be for office or residential support uses, not retail.	High-density residential, urban-scale neighborhood commercial, office uses, multi-purpose projects, and mixed-use developments.
Suburban Mixed-Use 6 (SMU-6)	Up to a maximum of 6.0 dwelling units per gross acre, provided the project demonstrate a clustered, planned development utilizing open space that ensures the preservation of the natural and scenic qualities of open lands.	Suburban scale neighborhood commercial, projects limited to 175,000 sq. ft. or 0.25 FAR, whichever is less intense for free standing projects (pursuant to the locational criteria) or 20% of the projects land area when part of larger planned research/ corporate park. Office uses, research corporate park uses, light industrial multi-purpose and mixed-use projects at an FAR up to 0.35 can be considered provided a project meets the following requirements. Light industrial uses may achieve an FAR up to 0.50.	Residential, clustered suburban scale neighborhood commercial, office uses, research corporate park uses, light industrial multi-purpose and clustered residential and/or mixed use projects at appropriate locations. No strip commercial development with separate driveway access. Protection of environmental features and open space through clustering
Community Mixed-Use 12 (CMU-12)	Up to a maximum of 12.0 dwelling units per gross acre.	An intensity up to 0.5 FAR shall be allowed for any single or mixed use. The retail commercial component of a project cannot exceed 650,000 square feet.	Residential, clustered community scale retail commercial, office uses, research corporate park uses, light industrial, multi-purpose, and clustered residential and/or mixed-use projects at appropriate locations. No strip commercial development with separate driveway access.
Urban Mixed-Use 20 (UMU-20)	Up to a maximum of 20.0 dwelling units per gross acre.	An intensity up to 1.0 FAR shall be allowed for any single or mixed use.	Residential, clustered regional scale commercial uses such as a mall, office and business park uses, research corporate park uses, light industrial, multi-purpose and clustered residential and/or mixed use projects at appropriate locations. No strip commercial development with separate driveway access.



Future Land Use	Density	Intensity	Typical Uses/Intent
Regional Mixed Use-35 (RMU-35)	Up to a maximum of 35.0 dwelling units per gross acre.	An intensity up to 2.0 FAR shall be allowed for any single or mixed use. Allowable density shall be up to 35 dwelling units per acre.	Residential, regional scale retail commercial, office and business park uses, research corporate park uses, light industrial, multipurpose and clustered residential and/or mixed use projects at appropriate locations. No strip commercial development with separate driveway access. Regional activity centers with internal roadways with proximity to transit.
Office Commercial (OC)	Up to a maximum of 20.0 dwelling units per gross acre.	General 0.75 FAR up to a maximum of 600,000 square feet, however, the commercial component cannot exceed 350,000 square feet, subject to applicable land development regulations. All development that exceeds 0.35 FAR must be for office or residential support uses, not retail.	Community commercial type uses, office uses, mixed-use developments, and compatible residential uses. New retail should be clustered at intersections.
Energy Industrial Park (EIP)	No residential density is permitted in this category except limited accessory residential.	The maximum floor area ratio shall not exceed 0.50 for Energy Uses and .35 for Industrial, Research, Manufacturing, Institutional, Warehousing and Distribution facilities. Ancillary Retail/ Commercial and Office uses shall not exceed a 0.25 FAR.	Industrial, manufacturing, and processing for the purpose of alternative renewable energy production.
Heavy Industrial (HI)	No residential allowed. Except limited accessory residential.	0.5 FAR. FARs not to be applied to processing, storage and other uses characterized by outdoor storage.	Permissible uses may be light and heavy industrial uses including the processing, manufacturing and assembly of materials with associated storage as well as existing electric generation plants and expansions thereof.
Public/Quasi-Public (P/QP)	Not Applicable	Public facilities and uses are located throughout the county. Intensities of future public uses shall be guided by the floor area ratios of surrounding plan categories, including those of adjacent jurisdictions, to insure compatibility with surrounding development.	Major existing and programmed government owned facilities and other public uses. This category also accommodates quasi-public uses such churches, hospitals, schools, clubs, major (regional, district or community) recreation services and related uses, tourist attractions, and utility and transportation facilities.

Source: The Planning Commission/Hillsborough County, <http://gis.tpcmaps.org/apps/Production/landusedesc>; http://www.planhillsborough.org/wp-content/uploads/2012/10/FUTURE-LAND-USE_6_20141.pdf

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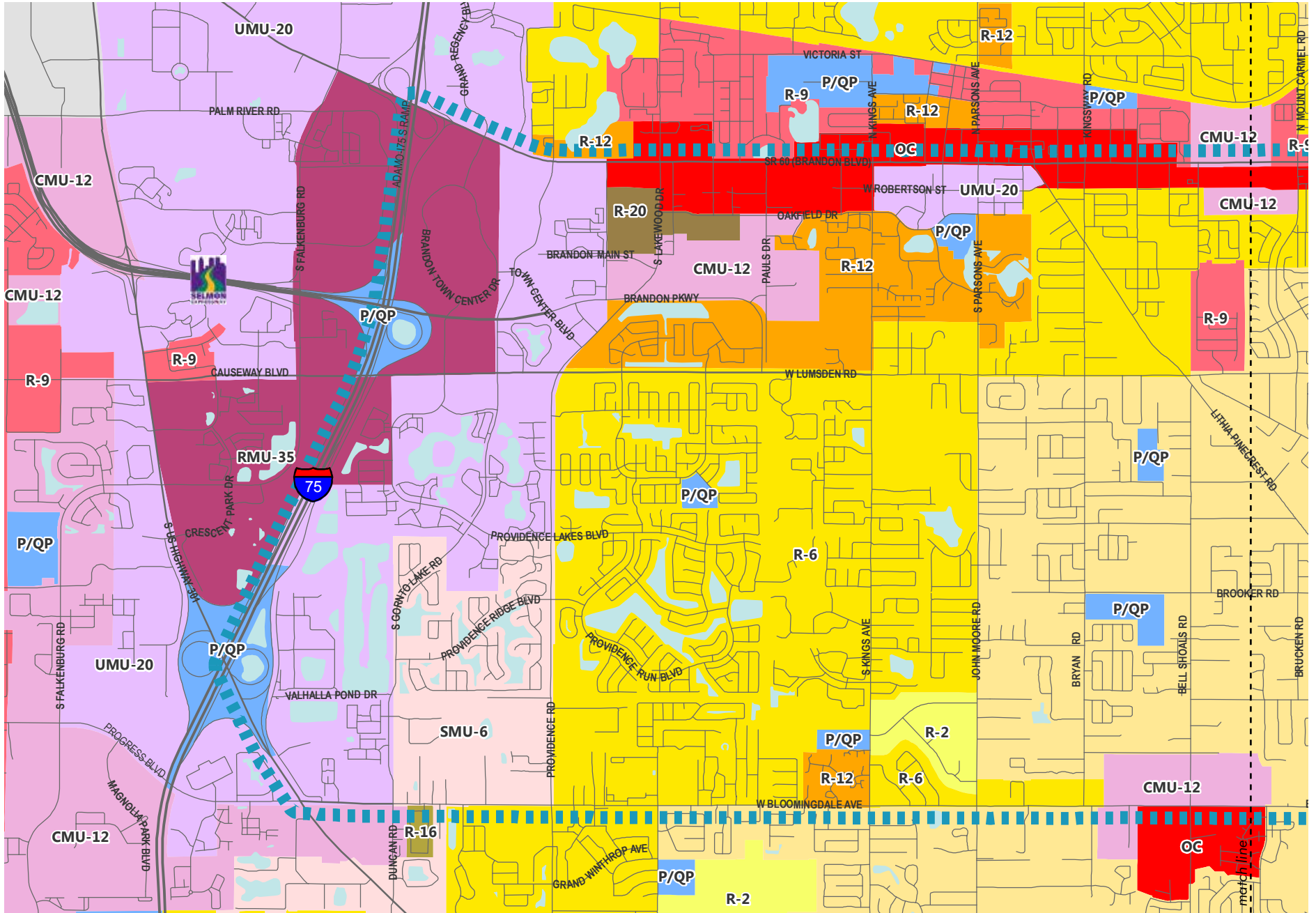
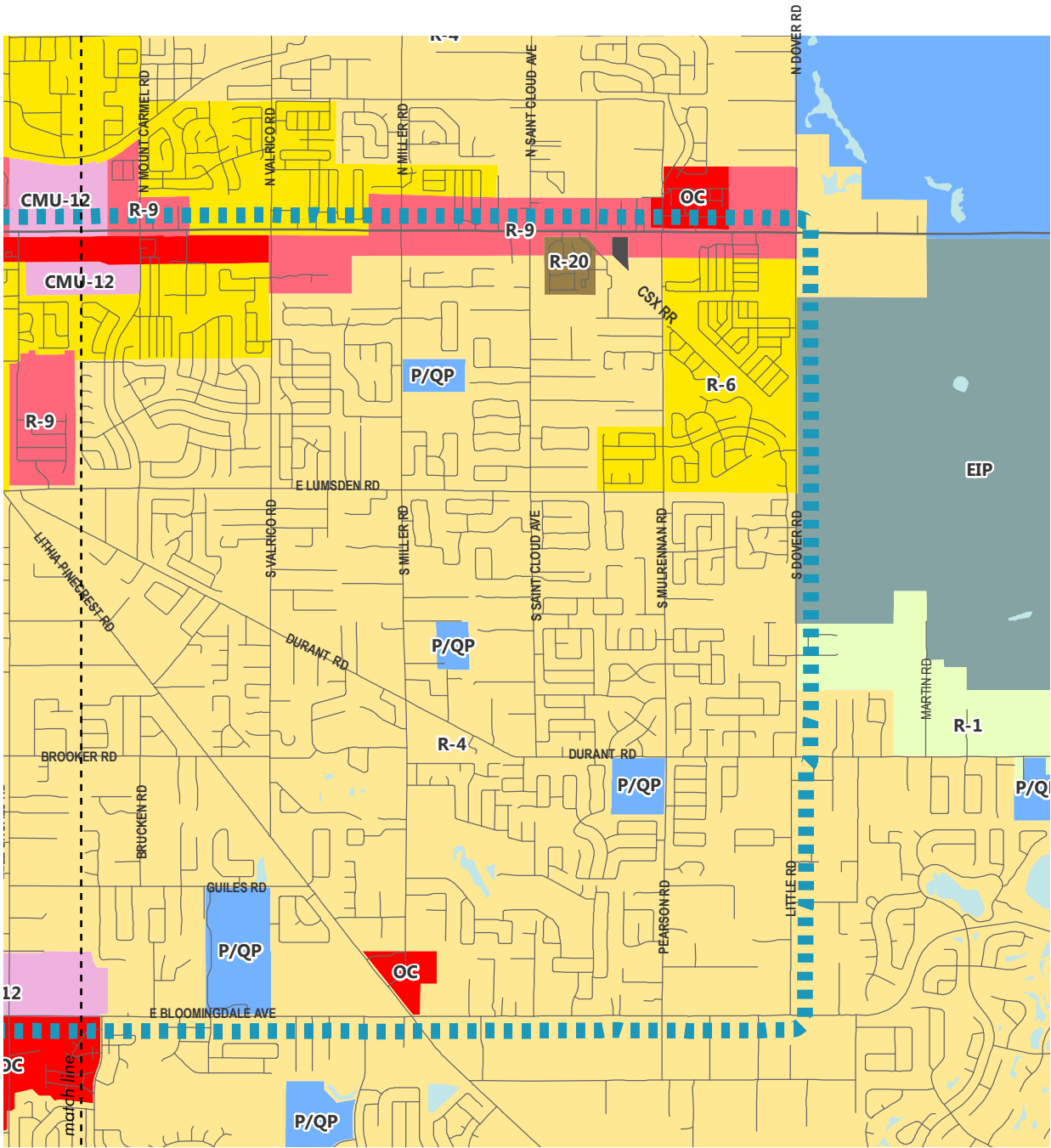




Figure 14. Future Land Use

- Brandon Study Area
- Water
- Residential-1 (R-1)
- Residential-2 (R-2)
- Residential-4 (R-4)
- Residential-6 (R-6)
- Residential-9 (R-9)
- Residential-12 (R-12)
- Residential-16 (R-16)
- Residential-20 (R-20)
- Office-Commercial (OC)
- Energy Industrial Park (EIP)
- Light Industrial-Planned (LI-P)
- Heavy Industrial (HI)
- Suburban Mixed-Use-6 (SMU-6)
- Commercial Mixed Use-12 (CMU-12)
- Urban Mixed-Use-20 (UMU-20)
- Residential Mixed-Use-35 (RMU-35)
- Public/Quasi Public (P/QP)
- Agricultural/Rural (A/R)



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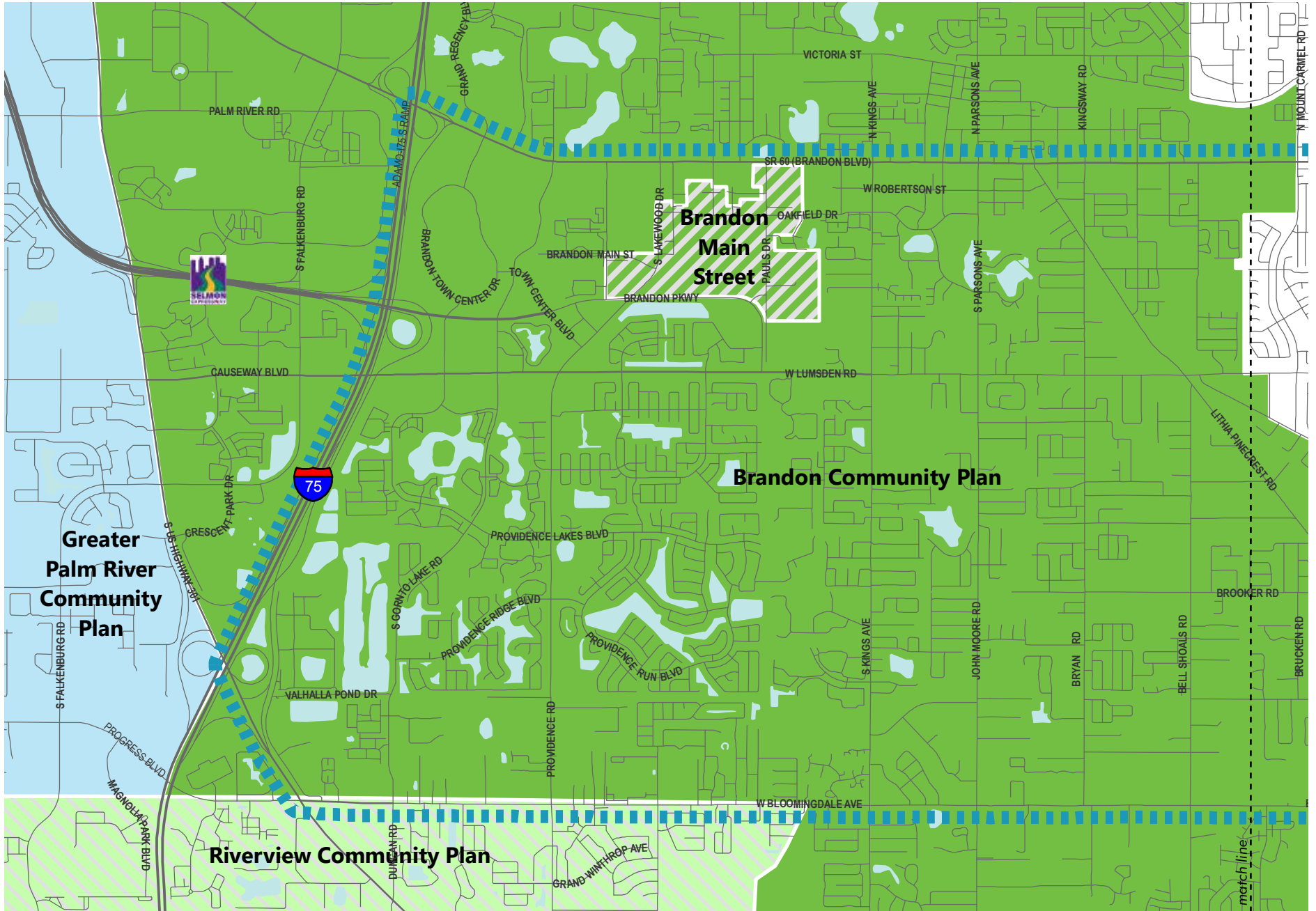







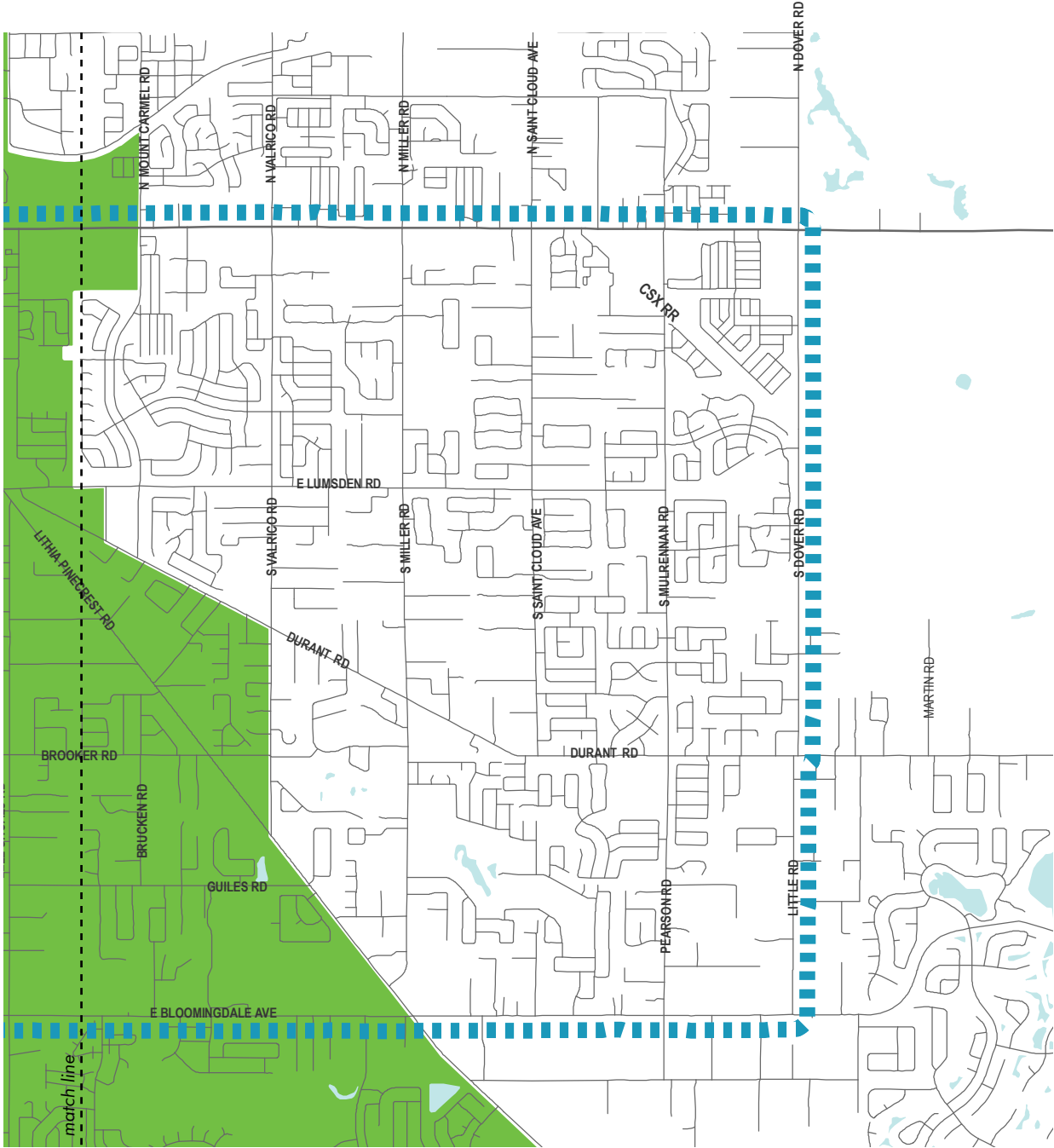




Figure 15. Community Plan Areas

-  Brandon Study Area
-  Water
-  Brandon Main Street Community Plan
-  Brandon Community Plan
-  Greater Palm River Community Plan
-  Riverview Community Plan
-  SouthShore Areawide Systems Plan



4.2 Brandon Community Plan

The Hillsborough County *Comprehensive Plan* includes a Livable Communities Element that contains community and special area studies that were prepared to serve as extensions and refinements for areas within the unincorporated county that have special or unique characteristics. A large portion of the Brandon Community Plan area is located within this project's study area.

The *Brandon Community Plan* was adopted in December 2010. The plan established a vision for the Brandon Community Plan area, roughly defined as the area between US 301, the Sixmile Creek, Broadway Avenue, Sefner Valrico Road, Lithia Pinecrest Road, the Alafia River, and Bloomindale Road. The plan envisions future development in the area that balances Brandon's natural, business, and cultural environments.

The plan established eight goals to help achieve this vision:

- **Goal 1.** Establish a balanced transportation system by prioritizing options to serve local and regional needs and facilitating multi-modal choices.
- **Goal 2.** Protect and enhance Brandon's natural environments and rural character including existing natural resources and environmentally sensitive areas.
- **Goal 3.** Revitalize (protect, reinvest, maintain) Brandon's older infrastructure and ensure that concurrency requirements are met on new development.
- **Goal 4.** Preserve Brandon's family-friendly small town qualities by promoting and enhancing the sense of place and community.
- **Goal 5.** Recreational and cultural resources need to be provided to support our family friendly community.
- **Goal 6.** Re-establish Brandon's historical, hospitable, and family oriented character through thoughtful planning and

forward thinking development practices by concentrating density in certain areas to preserve the semi-rural lifestyle of other areas. Attempt to buffer and transition uses in concentric circles where possible with most intense uses in an area at a node (intersection) and proceeding out from there. Create a plan for how areas could be developed and redeveloped for the future. Each of these areas would have potential for different building heights, parking configurations, fencing, buffering, landscape requirements, special use limitations, and design standards. These standards apply to new construction on infill property, redevelopment of undesirable areas and renovation of existing buildings. The primary consideration of all changes should be compatibility with existing structures to ensure neighborhood preservation.

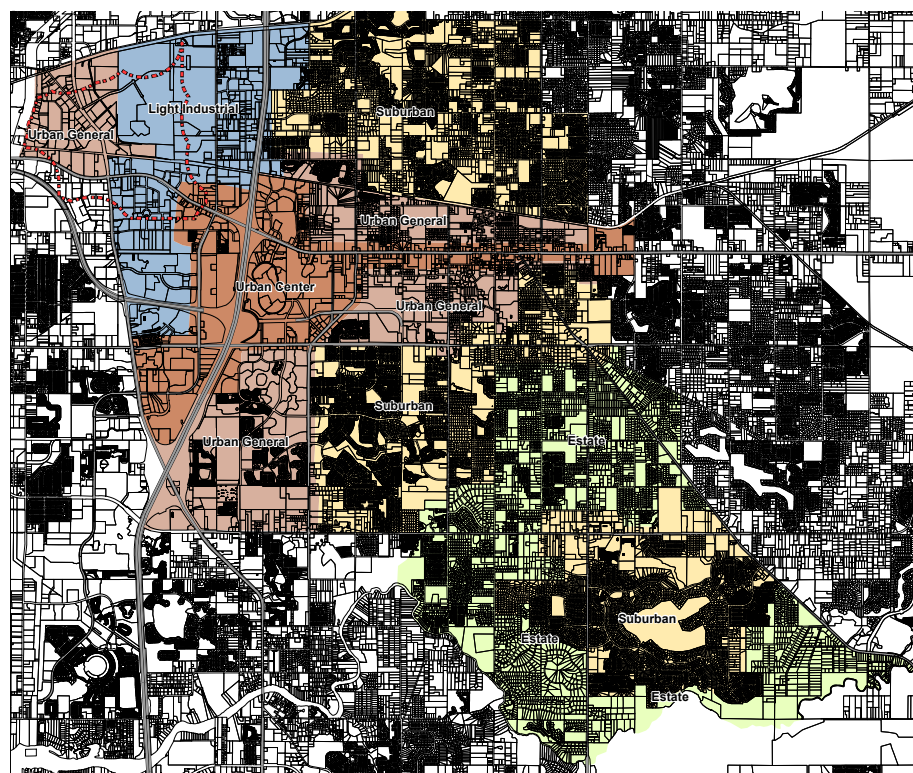
- **Goal 7.** Advance Brandon's economic competitiveness in the region through a diversified economy and broader employment base.
- **Goal 8.** Strengthen and empower community and business associations.

The plan indicated that the Brandon Main Street area should be targeted as the center of the Brandon Community Plan area. Additionally, a set of five character districts were defined in the plan and applied to the community plan area. As shown on Figure 16, the character districts include:

- **Urban Center.** Most intense land uses, includes regional shopping areas and SR 60 Overlay (Brandon Boulevard) District.
- **Urban General.** Mixed use buildings on tight network of streets and blocks adjacent to Urban Center District, includes Brandon Main Street area.
- **Suburban.** Primarily residential area with single-family detached homes on one-quarter or less acre lots; medium sized blocks; and mixed use development concentrated at larger intersections.



Figure 16. Brandon Character Districts



Source: Hillsborough County/The Planning Commission, http://www.planhillsborough.org/wp-content/uploads/2013/02/BrandonCharacterDistricts_EL.pdf

- **Garden Estate.** Predominantly single-family residences with lots of at least one-half acre frequently with private wells and septic systems; some agricultural uses; and large, irregular blocks.
- **Light Industrial.** Business parks, light industrial and government uses including Falkenburg Government Complex, Hillsborough County buildings, and Hillsborough Community College Brandon Campus.

4.3 Brandon Main Street Community Plan

The *Brandon Main Street (BMS) Community Plan* is the second Community Plan area within the limits of the study area. Adopted in September 2001, the BMS Community Plan area is located generally northeast of the Brandon Parkway and east of Lakewood Drive. Located within the Brandon Community Plan area, the BMS Community Plan area represents the “physical and social heart” of the Brandon community.

The *BMS Community Plan* envisions a link between the land use pattern and the transportation improvements. This would be accomplished by promoting a more urban form of new development and redevelopment and the establishment of multiple uses, including open spaces, government and civic uses, shopping, employment, housing and other uses. Development would connect to surrounding areas and the area would be served by an interconnected transportation system that prioritizes pedestrian and transit features.

The *BMS Community Plan* established a set of goals and strategies: to guide future growth and development in the area.

- **Community Form.** The desired community form is based on a mixed-use traditional neighborhood land use concept centered on a main street district with urban uses, intensities, and civic character. To accomplish this desired development pattern, the BMS zoning district was established. As previously described, four different sub-area zoning districts and four development block types were established to regulate use, density, intensity, and form within the BMS Community Plan area.
- **Design Guidelines.** A set of building and streetscape design criteria were established to guide future development. The guidelines call for maximum three story building heights, build-to lines instead of setbacks, distinctive and coordinated streetscape

plans, on-street parking, pedestrian walkways, and other design features that enhance the pedestrian environment.

- **Land Use and Intensities.** To implement the vision, Future Land Use classifications within the BMS plan area are CMU-12, OC, or R-20. Zoning district standards are in place to ensure a traditional neighborhood development pattern that emphasizes a mix of uses and a connected, pedestrian-friendly street network.
- **Infrastructure.** The County will support infrastructure development that supports the vision of the *BMS Community Plan*, through street network design, developer agreements, shared stormwater management facility design, and identification of a transportation concurrency management area within the area.

4.4 Imagine Hillsborough 2040 Plan

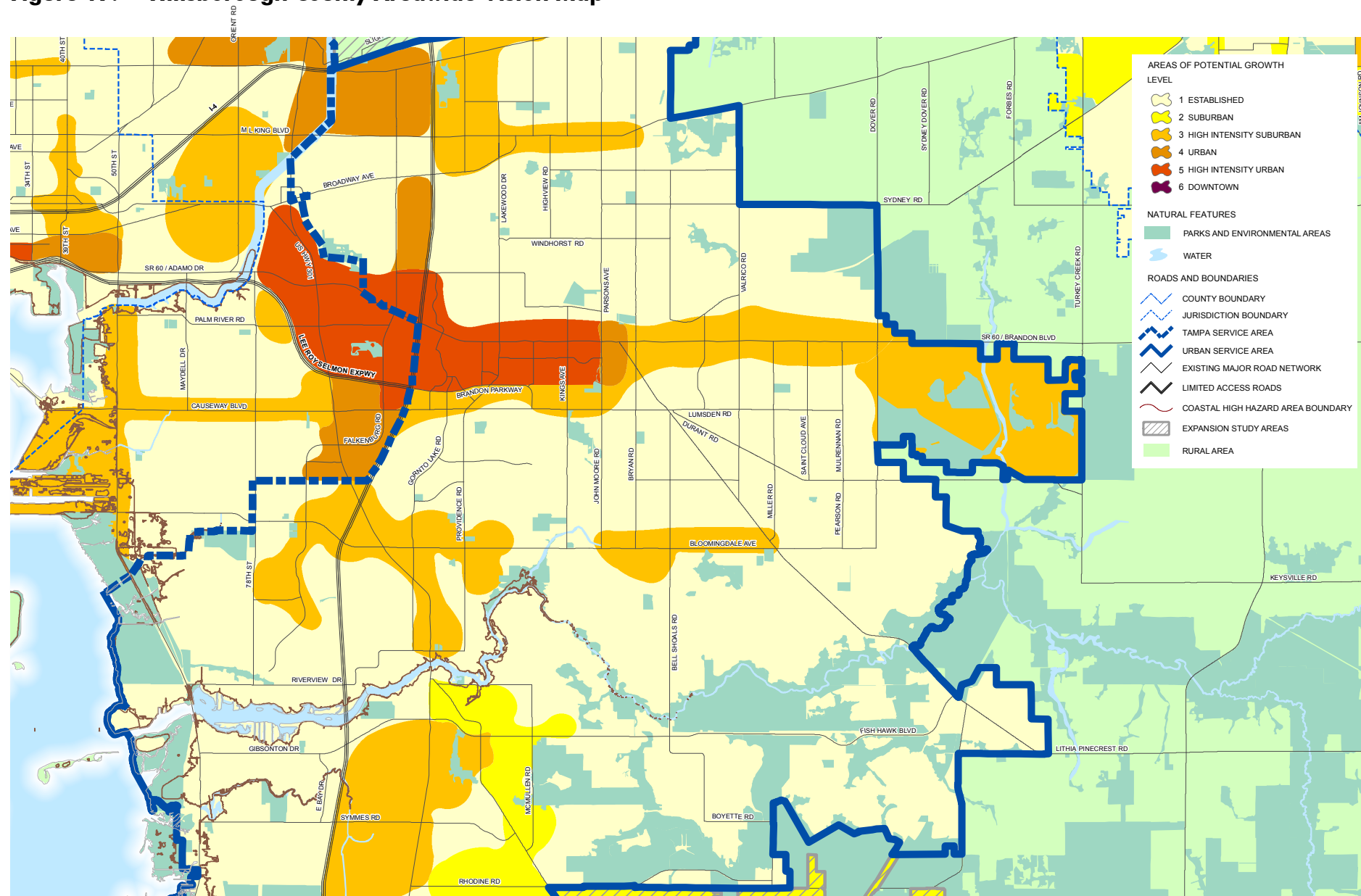
In 2013, the Hillsborough MPO and the Planning Commission began the *Imagine 2040* initiative to combine the 2040 long-range transportation plan and the four different jurisdictional comprehensive plans under a single planning process. Along with the cities of Tampa, Temple Terrace, and Plant City, Hillsborough County is preparing an update to their Comprehensive Plan to better integrate plans for transportation and land use. The *Imagine 2040* planning process includes a wide-range of public participation including two different countywide surveys to evaluate opinions on long-range strategies for growth, development, and transportation and to identify key transportation investments.

As part of this planning effort, The Planning Commission prepared the Hillsborough County Areawide Vision Map (see Figure 17). The vision map is a composite of data that depicts the general plan for future growth throughout Hillsborough County. The vision map incorporates proposed major capacity projects and transit improvements from the long-range transportation plan, as well as annexations or changes to the USA.

The vision Map includes six different areas of opportunity or potential growth: Downtown (Level 6); High Intensity Urban (Level 5); Urban (Level 4); High Intensity Suburban (Level 3); Suburban (Level 2); and Established Areas (Base Level). The areas that are not envisioned for future growth (i.e., Rural Areas and Parks and Environmental Areas) are also highlighted. Figure 18 includes a summary of each of these areas.

Within the Brandon Study Area, the area between I-75 and Parsons Avenue along SR 60 is envisioned for High Intensity Urban uses. Further east along SR 60, south of Brandon Parkway, and sections of Bloomingdale Avenue area categorized as Urban or High Intensity Suburban. The remaining area within the study area is classified as Established.

Figure 17. Hillsborough County Areawide Vision Map



Source: The Planning Commission, <http://www.planhillsborough.org/hillsborough-county-areawide-vision-map/>

Figure 18. Hillsborough County Areawide Vision Map Areas of Potential Growth Categories

Focus Hillsborough's Vision for Future Growth

The Planning Commission got feedback on how participants would like to see the community grow and develop over the next 25 years. The draft vision map on the following page indicates where citizens and planners believe additional growth and higher density should occur and where neighborhoods should remain unchanged and stable. The "heat map" uses 6 colors to indicate where that development should be focused and how intense it should be. The darker the color the higher the intensity and density. The photos and descriptions below indicate the type of development for each intensity level (1-6).



Source: The Planning Commission, <http://www.planhillsborough.org/hillsborough-county-areawide-vision-map/>



5. ZONING

The Hillsborough County *Land Development Code* controls land development and zoning within the study area. As shown on Figure 19, the Hillsborough County Zoning classifications within the study area include residential, agricultural, commercial/office/industrial, planned development, special public interest, and Brandon Main Street districts. Almost half of the study area is zoned for planned development.

Residential zoning, including single-family, two-family, and multi-family, accounts for one-third of all land within the study area. The remaining area is split between agricultural (15.5 percent); commercial/ office/industrial (2.9 percent); Brandon Main Street (2.1 percent); and special public interest districts (less than 0.1 percent). Table 5 includes a summary of the following zoning districts that are located within the study area.

Table 5. Zoning Summary

Zoning District	Acres	Percent
Residential	4,644	33.3%
<i>Single-Family: Residential, Single-Family Conventional 2 (RSC-2); Residential, Single-Family Conventional 3 (RSC-3); Residential, Single-Family Conventional 4 (RSC-4); Residential, Single-Family Conventional 6 (RSC-6); Residential, Single-Family Conventional 9 (RSC-9)</i>	4,595	32.9%
<i>Two-Family: Residential, Duplex Conventional 6 (RDC-6)</i>	<1	<0.1%
<i>Multi-Family: Residential, Multi-Family Conventional 12 (RMC-12); Residential, Multi-Family Conventional 16 (RMC-16); Residential, Multi-Family Conventional 20 (RMC-20)</i>	49	0.3%
Brandon Main Street	298	2.1%
<i>Town Center I District (BMS TC1); Town Center II District (BMS TC2); Neighborhood Services District (BMS NS); Gateway District (BMS GW)</i>		
Agricultural	2,167	15.5%
<i>Agricultural Rural (AR); Agricultural, Single-Family (AS-1); Agricultural, Single-Family Conventional (ASC-1)</i>		
Commercial/Office/Industrial	408	2.9%
<i>Business, Professional Office (BPO); Office Residential (OR); Commercial, Neighborhood (CN); Commercial, General (CG); Commercial, Intensive (CI); Manufacturing (M)</i>		
Planned Development	6,430	46.1%
<i>Planned Development (PD); Interstate Planned Development 2 (IPD-2); Interstate Planned Development 3 (IPD-3); Traditional Neighborhood Development (TND)</i>		
Special Public Interest	1	<0.1%
<i>Historic and Cultural Conservation (SPI HC)</i>		
TOTAL	13,948	100%

Source: The Planning Commission, *Brandon Corridors and Mixed-Use Centers Existing Conditions Report*

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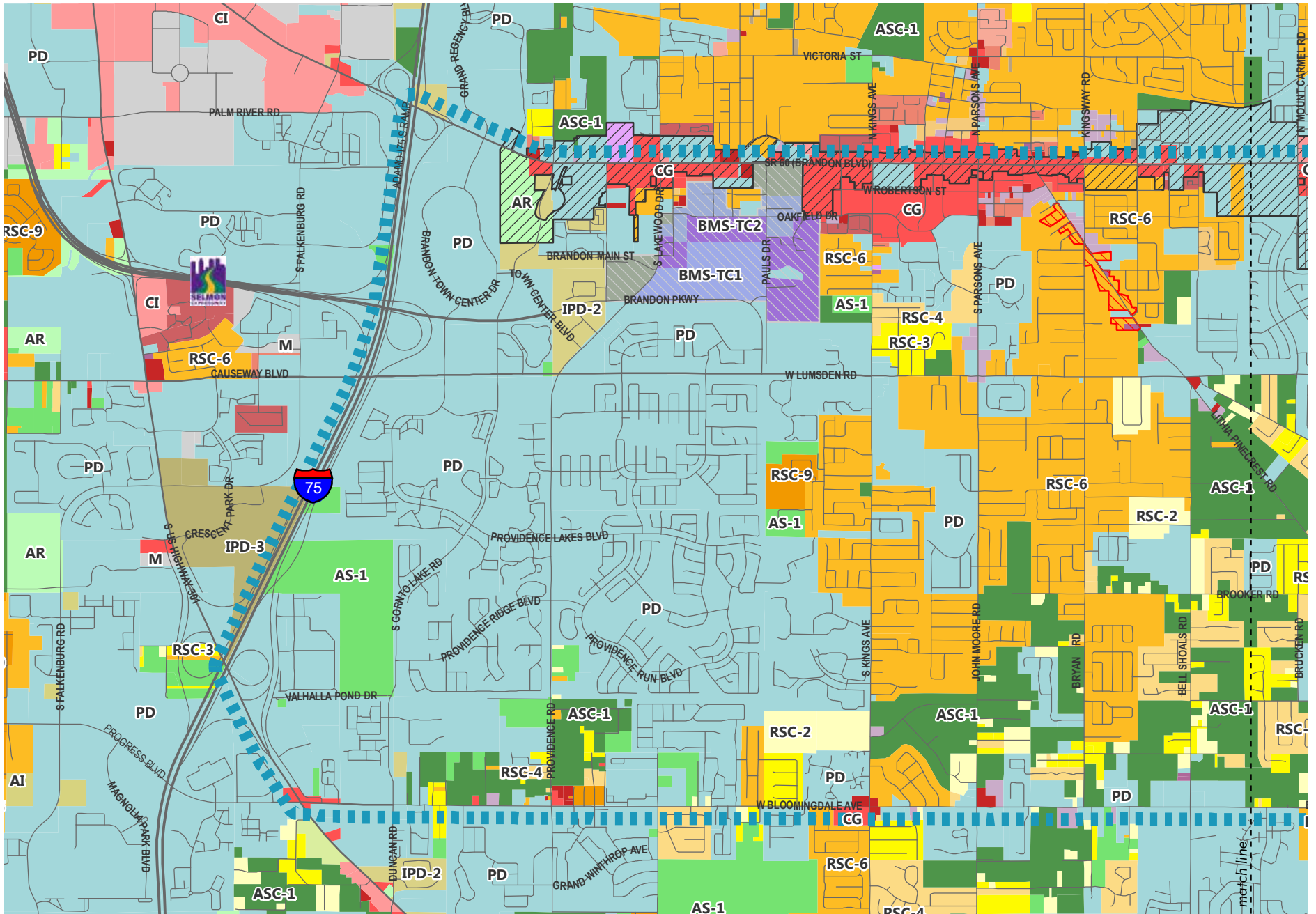
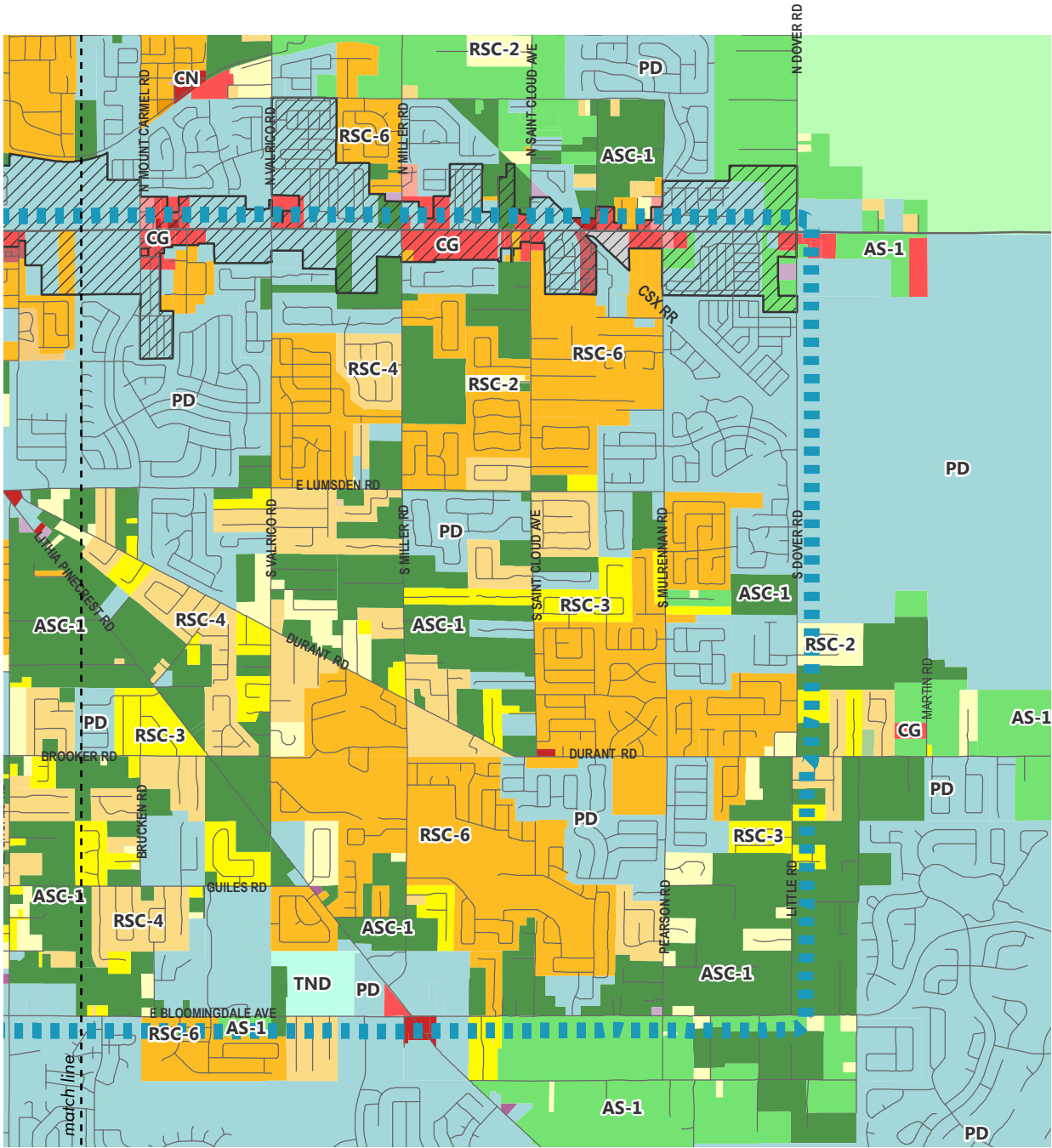




Figure 19. Zoning Districts

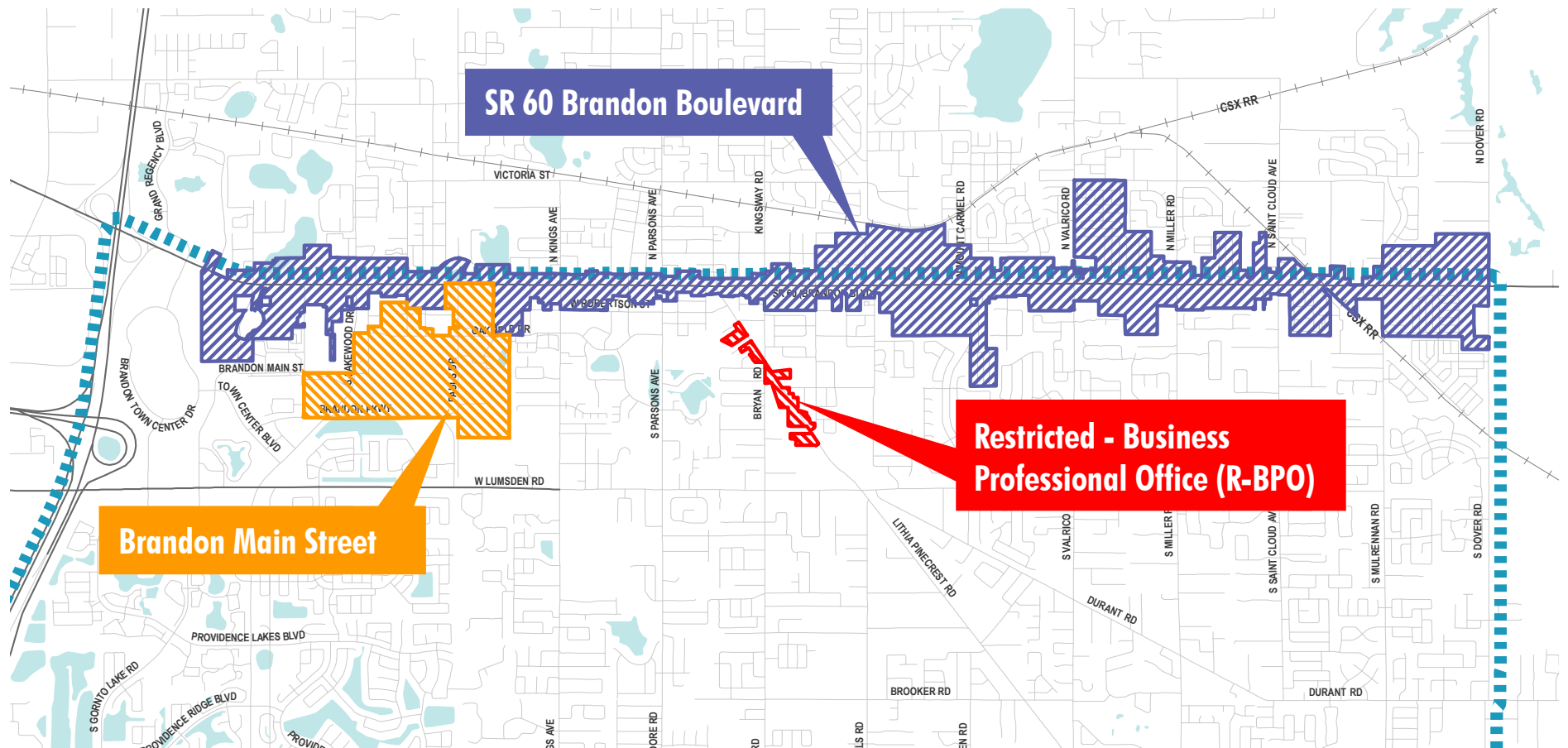


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In addition to the underlying zoning districts, the study area includes three additional overlay or special districts: the SR 60 (Brandon Boulevard) Overlay District, the Restricted Business Professional Office Overlay District, and the Brandon Main Street Community Plan special district (see Figure 20).

The **SR 60 Brandon Boulevard Overlay** includes the parcels with frontage along SR 60 between Brandon Town Center and Dover Road. The overlay district includes additional zoning requirements for landscaping, building, and sign requirements aimed at improving the appearance of new and existing development along SR 60. The overlay district is divided into two sectors: an urban sector between Lakewood

Figure 20. Study Area Overlay and Special Districts





Drive and Kingsway Road and two suburban sectors on either side. The urban sector provisions call for the placement of new buildings closer to the roadway. The suburban sector requirements call for a broad landscaped buffer along the highway.

The **Restricted Business Professional Office (R-BPO) overlay district** includes parcels along Lithia Pinecrest Road between SR 60 and Lumsden Road. The intent of the R-BPO overlay district is to provide for the transition from residential to business and professional office uses in an area with existing residential uses. The uses permitted in the R-BPO overlay district are the same as the B-PO zoning district with the exception that existing residential uses are permitted and alcoholic beverage sales, adult uses, laundry services, day labor employment services, ambulance services, and funeral homes are prohibited.

The **Brandon Main Street (BMS) Community Plan special zoning district** was established to implement the BMS Community Plan. To reinforce traditional development pattern, a set of specific design standards and four zoning districts were established to regulate use, density, intensity, and form by requiring development to occur within one of four development block types:

- Retail/Office Development Block;
- Multi-Family (Apartment/Condominium) Development Block;
- Civic Development Block; and
- Attached, Detached, Accessory Residential Development Block.

In addition to the development block type standards that control block sizes, lot configuration, building form and setback, access, and parking, the four zoning districts within the BMS district establish intensity, density, and use standards. As summarized in Table 6, the four zoning districts have district design guidelines that include standards for street design, parking, and signage. Design strategies for traffic calming and pedestrian safety are included.

Table 6. Brandon Main Street Zoning Districts

Zoning District	Permitted Uses	Intensity (FAR)	Density (dwelling units/acre)
Town Center I District (BMS TC1)	Same as CG district, SF and MF residential	0.3-1.0	5 min to 20 max
Town Center II District (BMS TC2)	Same as CG district, SF and MF residential	0.3-1.0	5 min to 20 max
Neighborhood Services (BMS NS)	Same as BPO and RMC-6 districts, additional smaller scale retail uses	0.5 max	5 min to 15 max
Gateway District (BMS GW)	Same as CI district, MF residential	1.0 max	20 max

Source: Hillsborough County Land Development Code

6. SOURCES

- Future Land Use Descriptions for Unincorporated Hillsborough County: <http://gis.tpcmaps.org/apps/Production/landusedesc/>
- Unincorporated Hillsborough County, *Comprehensive Plan*:
 - Future Land Use Element: http://www.planhillsborough.org/wp-content/uploads/2012/10/FUTURE-LAND-USE_6_20141.pdf
 - Livable Communities Element: http://www.planhillsborough.org/wp-content/uploads/2012/10/LIVABLE-COMMUNITIES_06_15.pdf
 - Brandon Community Plan: <http://www.planhillsborough.org/brandon-community-plan2/>
 - Brandon Main Street Community Plan: <http://www.planhillsborough.org/brandon-main-street-community-plan/>
- Hillsborough County, *Land Development Code*: https://www.municode.com/library/FL/hillsborough_county/codes/land_development_code?nodeId=ARTIIIZODI_PT2.02.00USALWIZODI
 - SR 60 (Brandon Boulevard) Overlay District Regulations: https://www.municode.com/library/fl/hillsborough_county/codes/land_development_code?nodeId=ARTIIISPDI_PT3.14.00STRO60BRBOOVDI
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- Hillsborough Metropolitan Planning Organization (MPO), *Brandon Boulevard (SR 60) Compatibility Study* (December 2013): http://www.planhillsborough.org/wp-content/uploads/2013/08/Brandon-Boulevard_LAST_FINAL-Report_121313.pdf
- Hillsborough County City-County Planning Commission (The Planning Commission), *Strip Commercial and Mixed Use Development in Hillsborough County* (September 2014), http://www.planhillsborough.org/wp-content/uploads/2016/05/StripCommercialAndMixed-UseDevelopmentinHillsboroughCounty-September2014_website.pdf