Post-Disaster Redevelopment Plan

Building Back for a Stronger Tomorrow

http://www.hillsboroughcounty.org/pgm/pdrp
PURPOSE OF WORKSHOP: The Planning and Growth Management Department requested the workshop to update the Board of County Commissioners of the status of the Post-Disaster Redevelopment Plan (PDRP). The PDRP is a county-wide multi-jurisdictional plan that includes the cities of Temple Terrace, Tampa and Plant City.

ACTION REQUESTED OF BOCC: Approve staff’s direction with the strategy to ensure that public service providers have a process to maximize concerted government efforts to return the community to a level of normalcy following a major disaster within a three to five year period and to ensure routine government planning practice builds resiliency into future approvals for building, development, capital improvements and investments.

FINANCIAL IMPACT STATEMENT: There is no ongoing cost to the County. The hours expended on this project are absorbed in current budgets and duties. In an effort to assist the County, an agreement between the State and the County was consummated. The agreement provided funding for the benefit of Hillsborough County, which expedited the PDRP process by approximately two years.

Funding was provided through a federal grant process that has been administered by the Florida Department of Community Affairs (FDCA), Florida Division of Emergency Management (FDEM), and the Federal Emergency Management Agency (FEMA) for the project in the amount of $154,092. The County required in-kind match is $50,856, which has been exceeded by $42,618. In addition, the Hillsborough County Emergency Management Department allocated $39,000 from a grant from the Department of Homeland Security, which was used for Public Outreach and for an Economic Impact Analysis. For the next year, the Emergency Management Department, has obtained a $74,000, Department of Homeland Security (DHS) grant to continue the expedited process. There is no match or in-kind match required for ext year’s grant.

BACKGROUND: As background, on May 7, 2008 the Board of County Commissioners of Hillsborough County approved a memorandum of understanding with the Florida Department of Community Affairs (FDCA) through March 2010 to participate as a pilot community in a FEMA/FDCA initiative to develop a long-term post-disaster redevelopment plan (PDRP). The FDCA will use strategies brought together by five pilot communities to develop a guidebook for the rest of the state’s cities and counties to use in developing their post-disaster redevelopment plans.
The communitywide and interdisciplinary post-disaster redevelopment planning group completed an insurmountable task within the past six months with greater than 103 meetings and no less than 2,200 hours. The dedication of the community leaders has been to complete a task to design a process; whereby, community policy makers and leaders approve a strategy to ensure public service providers have a process to maximize concerted government efforts to return the community to a level of normalcy following a major natural disaster within a three (3) to five (5) year period and to ensure routine government planning practice builds resiliency into future approvals for building, development, capital improvements and investments. The process will ensure public and private community leaders and stakeholders have a strategy to maximize delivery to the long-term post-disaster demands and service requirements at the most critical time of need to assist residents and businesses in becoming reestablished in the aftermath of a major disaster. The work of the group has produced:

1. Nine (9) policy issues requiring elevating to jurisdictional policy makers in which some issues will require working with the community within the 12-month period, and other issues require working within the proceeding two-year planning process (the Emergency Management Office has obtained added funding for the next 12-month period),
2. Fifty-six (56) priority redevelopment and reconstruction tasks that require taking action to meet communitywide goals, and
3. One hundred seventy-six (176) actions to implement priority redevelopment and reconstruction task.

The State of Florida provided an obligation of $154,092 to Hillsborough County to develop a multi-jurisdiction document as one of five pilot communities in developing a long-term post-disaster redevelopment plan. The Board of County Commissioners and the County Administration accepted this designation initially in December 2007 and the Board of County Commissioners accepted the designation on May 7, 2008. The delay from the initial administrative approval and Board approval was due to the State delaying the process with Hillsborough County.

Subsequent to the agreement approval, a kickoff meeting with political leadership was held in June 2008, with the initial Stakeholders’ meeting held in July 2008. The PDRP stakeholders group divided into eight Technical Advisory Committees (TACs): Economic Redevelopment, Environmental Restoration, Financial Administration, Health and Social Services, Housing Recovery, Land Use, Public/Private Infrastructure and Facilities, and Public Outreach. To define work conducted by the eight TACs, information was distributed at six public meetings that were scheduled in different areas of the county to inform the public of the process and invite their comments and participation.

Materials attached do illustrate work conducted through the eight TACs under the communitywide PDRP Stakeholder’s groups established for this process in collaboration with several key County agencies that include the Planning and Growth Management Department/Hazard Mitigation Section, the Communications (includes HTV) Department, and the Emergency Management Office. The work that follows was produced following greater than 2,200 dedicated hours from more than 75 communitywide active participants.
Information contained within the Board Workshop packet includes:

- Agenda for June 10 Meeting
- Community Stakeholder Involvement
- Technical Advisory Committees (TAC) Community Public Policy Issues
- TAC Priority Issues
- Proposed Priority Redevelopment Areas (PRAs) Information and Map
- Econometric Assessment Summary
- U.S. Chamber of Commerce Business Civic Leadership Presentation Promoting Responsive and Responsible Long-Term Post-Disaster Redevelopment
- PDRP Brochure
- Reference Web Site for PDRP Video – Hillsborough County Website at www.hillsboroughcounty.org/pgm/pdrp. The player is the first symbol on this web page.
I. Call to Order ......................... Ken Hagan, Chairman

II. Introduction .......................... Patricia G. Bean, County Administrator

III. Opening Remarks....................... Eugene Henry, AICP, Manager

IV. State Overview of Project ............... Sandy Meyer, Project Manager, DCA

V. PDRP Video.................................. Linda Mandell, Contracts Manager

VI. Presentation............................ Eugene Henry, AICP, Manager
   A. Overview, Summary of Work to Date
   B. Community Public Policy Issues
   C. Priority Redevelopment Areas Concept Map
2008 Redevelopment Task Force Meetings

Hillsborough County Ordinance 93-20 established a Post-Disaster Redevelopment Task Force, which is responsible for advising the Board of County Commissioners (BOCC) on a wide range of post-disaster recovery, reconstruction, and mitigation issues. In 2006, the Redevelopment Task Force began meeting on a regular basis to discuss its specific roles and responsibilities in accordance with the Ordinance and related issues associated with recovery from a major storm event or emergency. In 2006, the Redevelopment Task Force participated in a disaster simulation (table-top) exercise and provided feedback regarding possible actions required to begin the long-term process of community redevelopment. In 2007, the Redevelopment Task Force toured facilities and residential communities in the coastal area of southern Hillsborough County and evaluated them for their vulnerability during a disaster and for their ability to rebound from the disaster.

Hillsborough County has been chosen by the State as one of five communities to participate in a pilot program through their Post-Disaster Redevelopment Planning Initiative. The plans developed in this process will serve as models for the rest of the State. The Florida Department of Community Affairs (DCA) and Division of Emergency Management (DEM) are providing technical assistance and planning services funded by the Federal Emergency Management Agency (FEMA) for the project. The Board of County Commissioners approved this project by executing a Memorandum of Agreement for the project with the Florida DEM on May 28, 2008. It will allow Hillsborough County to complete its long-term post-disaster recovery planning process that was authorized by Ordinance 93-20.

A PDRP is a requirement of all Florida coastal counties and municipalities, and is encouraged for inland communities. It identifies how a community will rebuild over the long-term after a disaster. The plan covers policies, operational strategies, and roles and responsibilities for implementation that will guide decisions that affect long-term redevelopment of the community after a disaster. The plan emphasizes seizing opportunities for hazard mitigation and community resiliency, incorporating the policies and strategies of the local comprehensive plans and the County-wide Local Mitigation Strategy (LMS).

The Redevelopment Task Force is now being used as the base of the larger stakeholder group for the current planning process. The stakeholder group has been structured into eight Technical Advisory Committees (TACs) have been providing expertise on major recovery issues for the County. Topics addressed in the PDRP include public outreach, business resumption and economic redevelopment, housing repair and reconstruction, infrastructure restoration and mitigation, short-term recovery actions that affect long-term redevelopment and sustainable land use, minimal disruption of health and social services, environmental restoration, and financial considerations, as well as other long-term recovery issues identified by the community.

Since disasters know no boundaries, Hillsborough County is involving all local municipalities in the planning process and is working to create a multi-jurisdictional
PDRP as the outcome of this process. The County is also working to ensure that all stakeholder groups are represented in the planning process and that there are opportunities for public involvement. The table below lists all meetings for the PDRP that took place in 2008.

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The pilot project funding runs through March 2010. A series of public meetings will be held in the spring of 2009 to allow citizens and other interested parties to review the draft plan and provide comments on the issues and proposed actions identified by each Technical Advisory Committee. Following public comment, the PDRP process and issues will be presented to the BOCC first at a workshop and later at a series of work session, anticipated to take place over the next two years through a continuing planning process. After approval of the PDRP by the BOCC through a resolution, the PDRP will be presented for approval to the City of Tampa Council, the City of Plant City Commission, and the City of Temple Terrace Council.
The following are policy questions that have arisen from the Post-Disaster Redevelopment planning process. Through numerous discussions in each technical advisory committee, these issues have been requested to be elevated to the Board of County Commissioners and City Councils to provide policy direction before a natural disaster impacts Hillsborough County to better implement the long-term redevelopment and reconstruction strategy.

1. Establish whether to impose adopted rebuilding standards within Community Planning Areas or only those associated with local construction codes and other health and safety requirements (e.g. setbacks and aesthetic requirements). Language in all plans and codes would need to be made consistent based on this critical decision and address current non-conformities.
   **Potential Direction:** Modify code language to be consistent and to make provisions for reconstruction following a major disaster, such as to implement more stringent standards for substantial improvements made during non-disaster periods and implement relaxed reconstruction standards following a major disaster when a majority of structures for a particular area are substantially damaged due to impacts of a storm. Additionally, modification of any codes would be performed to ensure consistency between post-disaster redevelopment activities, and the process will provide time to community planning groups and residents to ensure community input is received.

2. Establish a threshold to govern areas of blight following a disaster that would recognize that cleaning and clearing neighborhoods will take a significant amount of time.
   **Potential Direction:** Staff will modify regulations to allow for the recognition that significant time will be needed to rebuild neighborhoods and assist individuals through reconstruction. Staff will work across agency areas of responsibilities to ensure benchmarks are established and to ensure progress will be measured or enforcement action may be taken to assist with this subject area.

3. Define priorities for redevelopment and reconstruction with limited resources with consideration given to the importance to redevelopment within specific areas. Priorities will be established with the understanding that within the recovery stage following a major disaster those basic services and stabilizing the community is a priority; however, criteria to develop priorities must also be established in restoring business and neighborhoods to levels of normalcy during the long-term post-disaster redevelopment and reconstruction period.
   **Potential Direction:** During the proceeding year, staff will draft criteria to assign limited resources to attain the long-term post-disaster redevelopment goal, which is to have the community return to a level of normalcy within a three-to five-year period. These priorities will also provide a focus in targeting business redevelopment areas to serve as either temporary or long-term alternatives to community activities that are severely impacted and will require time to rebuild.

4. Identify regulations that support initiatives to rebuild and clarify regulations that may conflict with initiatives, such as with Homeowner Association deed restrictions that limit the siting of temporary emergency cottages on residents' property.
   **Potential Direction:** During the proceeding year, staff will review regulations for inconsistencies and make recommendations in a manner to modify.
5. Provide a mechanism to enhance or better define specific receiving zones and the incentive process in the transfer of development rights program to assist in providing alternatives in rebuilding within the county, which potentially includes the creation of criteria to target receiving areas that are more disaster resilient. **Potential Direction:** This initiative will consist of multiple agencies (including the State) and will be conducted over a multiple year period. It will require community input and further work between the County and State to review a recommended framework in which to build a program that recognizes potentially allowing businesses and residents to transfer development potential to designated areas within urban service areas to ensure future disaster impacts are not as great.

6. Identify neighborhoods that may be substantially impacted by a disaster to consider the possibility of a strategic government or non-profit acquisition to assemble property for rebuilding affordable housing and offering back to those that lost housing within a respective area the first right of refusal. **Potential Direction:** This potential post-disaster program requires working with the State and is a multiyear project. A program such as described will allow for the strategic reconstruction of neighborhoods that have suffered major storm impacts while providing residents a means to gain assistance to rebuild or to gain assistance in moving to a more resilient area of the county. This approach provides the mechanism to maximize rebuilding efforts with limited resources while assisting residents in long-term redevelopment.

7. Identify criteria that reviews temporary long-term building siting (such as with temporary long-term disaster housing complexes or temporary debris disposal sites) to ensure protection of public assets that include potable water sources, wellfields, and tributaries that feed class one waters. **Potential Direction:** Staff will work with multiple agencies to ensure adopted criteria are used in siting temporary sites to protect public assets as identified above to minimize future costs in recovery or re-establishing areas to a pre-defined condition.

8. Perform a comprehensive study involving the Port of Tampa and the Manatee Port to understand potential chemical contamination that could occur after a major disaster. **Potential Direction:** This is an initiative that would be a partnership with the Port Authority and others; whereby, current resources would be used to understand dangers, if any, to residents or businesses regarding potential chemical contamination following a major storm impact. Additionally, an assessment of having a process established to ensure various forms of soil testing may be used (depending on the significant of a storm impact) to detect contamination in pre-defined areas prior to reoccupation.

9. Prioritize assistance to businesses based upon the economic impact study currently being conducted for this planning effort. **Potential Direction:** Establish a guide that will maximize the use of the economic analysis performed for the long-term post-disaster redevelopment strategy.
Housing Recovery
- Temporary housing provision and removal
- Project revenue shortfalls
- Rapid repair permitting
- Temporary housing siting criteria
- Funding assistance and insurance problems
- Non-conforming structures/substantial damage
- Code enforcement and contractor licensing
- Available contractors and skilled construction workers

Economic Redevelopment
- Business resumption and retention
- Small business assistance
- Addressing changes in market and workforce composition
- Tourism renewal
- Business replacement attraction/incentives
- Community Redevelopment Agency and other economic/multi-use redevelopment projects

Public Outreach
- Effective and clear communication to all affected groups
- Pre-established outreach methods, traditional and non-traditional
- Establishment of well-distributed redevelopment information centers
- Clear and effective cross-communication among governments (local, state, federal)
- Opportunity for public participation in redevelopment decisions
- Public understanding of redevelopment policies before a disaster
- Transparency in redevelopment decisions and activities
- Defense and promotion of area’s viability/ability to re-build

Financial Administration
- Project revenue shortfalls
- Coordinate private and public funding
- Pre-develop options for sustainably cutting services or funding
- Retain high bond ratings
- Enforce equitable disaster assistance

HILLSBOROUGH COUNTY
POST-DISASTER
REDEVELOPMENT
PRIORITY ISSUES

Land Use
- Prioritize areas to focus rebuilding, reconstruction, and redevelopment
- Build-back standards
- Develop policies for redeveloping land areas that have sustained repeated damages from storm events

Health & Social Services
- Hospital, clinic, and medical office restoration
- Public safety service levels reestablished throughout county
- Public transportation restoration/improvement
- Children and family services
- Daycare, after-school, teen programs restored
- Schools, higher education reopened
- Assisted living, nursing home safety
- Recreation, cultural activities restored
- Medical personnel retention, recruitment
- Mental health assistance
- Coordination & assistance for NGOs and volunteers
- Low-income assistance
- Long-term assistance for special needs population
- Homeless programs
- Health-related pollution, environmental justice

Environmental Restoration
- Hazardous materials, debris contaminates
- Environmental review of temporary sites
- Waterway debris removal, pollution
- Wetland restoration
- Habitat restoration on conservation lands
- Restore urban forests
- Environmental review of housing sites/neighborhoods

Infrastructure & Public Facilities
- Security of critical infrastructure information
- Infrastructure services to priority redevelopment areas and other areas of new service resulting from redevelopment
- Infrastructure services to interim redevelopment needs
- Infrastructure and public facility repair
- Communication and coordination among agencies, jurisdictions, and stakeholders
7.4 ISSUES

The following post-disaster redevelopment issues were agreed on and prioritized by the Land Use TAC as important land use concerns to address during both pre-disaster and post-disaster implementation of the PDRP. In this section each issue has a brief description of its relevancy to this plan and a strategy overview that explains how the issue is planned to be ameliorated or resolved in the future.

Issue #1: Prioritize areas to focus rebuilding, reconstruction, and redevelopment

Limited time, funds, and materials are going to make simultaneous redevelopment of all damaged areas difficult. The county and municipalities may want to prioritize redevelopment to areas that correspond to their vision for the future and are less vulnerable to disasters by prioritizing and incentivizing development in these areas\(^1\). The best way to build resiliency to disasters is to direct future development to safe locations while minimizing or mitigating highly vulnerable types of development in hazardous areas. Priority recovery and redevelopment areas can also provide opportunities to locate temporary post-disaster uses more efficiently and to provide time for planning the sustainable reconstruction of areas that are most severely impacted from the disaster\(^2\).

Strategy

Through this planning process the concept of defining areas as priorities for redevelopment after a major disaster has become a central recommended strategy through which many of the other long-term, post-disaster issues could also be addressed. For instance, a criterion for prioritizing pre-disaster mitigation and post-disaster rebuilding of infrastructure can be whether it connects or serves an area that is a priority for redevelopment (see Section 3 for more on this connection). While the goal of this plan is to restore all communities within Hillsborough County, spatially prioritizing holistic redevelopment can more rapidly restore crucial community centers thereby providing opportunities for the economy and pockets of normalcy to resume in the county while long-term redevelopment continues elsewhere. A piecemeal approach of spreading resources throughout the county simultaneously may not be as successful and efficient use of taxpayer money as holistic and systematic targeting of important community centers.

The appeal of the Priority Redevelopment Areas (PRAs) concept is its ability to smoothly integrate with current planning efforts in the county and enhance them with the additional goal of disaster-resiliency. PRAs would utilize existing plans for activity centers and transfer of development rights programs and would be consistent with comprehensive plans and community area plans.

\(^1\) In the Hillsborough County Redevelopment Ordinance (Ord. 93-20, Sec. 4, C, 2.h), the Redevelopment Task Force is tasked with identifying priority redevelopment receiving areas and priority land use types for recovery.

\(^2\) Ordinance 93-20, Section Five includes procedures for a phased moratoria based on degree of damage.
Defining Priority Redevelopment Areas

A PRA is a regional or community center or a critical installation essential for disaster recovery and consistent with future land use plans. PRAs will receive focused and prioritized attention during the short-term recovery and long-term redevelopment periods and will serve one or more of the following redevelopment functions:

1) Rapidly restore centers of economic activity and critical facilities,
2) Provide a staging area for restoring nearby impacted communities,
3) Locate recovery services in efficient and convenient hubs, and
4) Facilitate growth into disaster resilient centers.

Determining which areas of the county should become PRAs and which functions each PRA will serve is dependent on location, capacity, and degree of disaster vulnerability. PRAs will need to be distributed among all populated jurisdictions and communities of the county to be able to efficiently serve the functions of recovery hubs. Functions 2 and 3 above. To serve the function of restoring economic activity and critical facilities (Function 1), some PRAs may be located in highly vulnerable areas because those community assets are established there and can't be easily relocated. To build disaster resiliency by providing safe locations for redevelopment to occur (Function 4), some if not most of the PRAs should be located outside of Hurricane Category 1-3 evacuation zones where storm surge damage could be severe. Also to accommodate growth (Function 4) and to a lesser extent to provide recovery hub services (Function 3), the PRA will need excess capacity in the form of available structures, infrastructure capacity, and density allowances. The following PRA typology will facilitate achieving this concept by ensuring all redevelopment functions are met.

SUSTAINABLE PRIORITY REDEVELOPMENT AREAS

Sustainable PRAs are areas that can be sustainably redeveloped to a higher intensity than current conditions and are a focus of future land use plans for the jurisdiction. These areas are consistent with regional visions for economic development and public transit. Most importantly, they meet the following resilience criteria:

1) Not in a floodplain or include minimal flood prone property that can be addressed through best practice hazard mitigation techniques.
2) Not vulnerable to storm surge from a tropical storm or Category 1-3 hurricane (outside Category 3 evacuation zone).
3) Include a substantial amount of structures that meet current Florida Building Code standards and would be less likely to have severe wind damage.
4) Include infrastructure and services that have been assessed for their ability to be rapidly repaired and restored.

a. Sustainable Regional PRAs

Sustainable Regional PRAs are areas identified as regional economic/activity centers that have the capacity to support additional residential and commercial development at least temporarily during the long-term recovery period. These areas would already have adequate infrastructure capacity and space to absorb a rapid transfer of development to provide a functioning recovery hub. They also would
need to have been spared major devastation from the disaster so they can be quickly restored and repaired and therefore meet the resiliency criteria for a Sustainable PRA.

b. Sustainable Community PRAs

Sustainable Community PRAs are areas identified in the Comprehensive Plan that are envisioned for redevelopment or higher density/intensity development (such as but not limited to, community or neighborhood activity centers in the county, business centers in the cities, community redevelopment districts, and Transfer of Development Rights Program receiving areas) and meet the resiliency criteria for a Sustainable PRA.

VULNERABLE PRIORITY REDEVELOPMENT AREAS

Vulnerable PRAs contain essential location-dependent facilities, are community centers that are well-established and are integral to economic recovery and a sense of returning to normalcy, and/or are planned growth areas critical to regional visions for the future in which major investment has been focused. Vulnerable PRAs, as the name implies, are more vulnerable to severe disaster damage than the Sustainable PRAs due to location and/or lack of resiliency factors. These areas may take longer to recover than Sustainable PRAs because damages will most likely be more severe. It is the intention that any area designated as a Vulnerable PRA will also be a priority for pre and post-disaster hazard mitigation investments to build disaster resilience and enable future redevelopment of these PRAs after a disaster to be even more rapid. The emphasis on Vulnerable PRAs will be to function as recovery hubs and restore economic vitality not necessarily to facilitate increases in density from redevelopment.

a. Vulnerable Location-Dependent PRAs

Vulnerable Location-Dependent PRAs are installations that would be cost prohibitive to relocate or would not be able to function in a different location but are vital for the recovery of the region. The following are location-dependent installations in Hillsborough County that are a priority for recovery and redevelopment efforts:
- Tampa International Airport
- Port of Tampa
- MacDill Air Force Base
- Central Business District of Tampa

b. Vulnerable Established Community PRAs

Vulnerable Established Community PRAs are major residential or commercial areas that must be reestablished as soon as possible despite the damage or future vulnerability. These areas might provide critical community facilities, i.e. medical care facility, large school, etc., or may serve national businesses or regional economic development. To be designated a Vulnerable Established Community PRA, the area must be in a jurisdiction that has already adopted the Hillsborough County PDRP and have regulations and standards consistent with the PDRP as well as a specific vision for its post-disaster redevelopment that includes hazard mitigation.
c. Vulnerable Planned Growth PRAs

Vulnerable Planned Growth PRAs are areas identified in future land use plans that are envisioned for redevelopment or higher density/intensity development (such as but not limited to, regional or community activity centers in the County, business centers in the City, or community redevelopment districts) that don’t meet the resilience criteria of the Sustainable PRAs but are still critical to regional growth plans. To be designated a Vulnerable Planned Growth PRA, the area must be in a jurisdiction that has already adopted the Hillsborough County PDRP and have regulations and standards consistent with the PDRP as well as a specific vision for its post-disaster redevelopment that includes hazard mitigation. It is the intention of this plan that the number of areas designated Vulnerable Planned Growth PRAs would be limited.

Process for Determining PRAs

It is recommended that the PRA strategy be implemented in a phased or pilot approach that will allow some of the theories of how the concept will work to be tested and adapted. This will also provide staff and stakeholders working on PDRP implementation an achievable work plan.

1. Identify Potential PRAs

The first step of the process would be to develop a list of potential PRAs. Since it is intuitive what areas should become Vulnerable Location-Dependent PRAs, the real focus of this analysis will be on identifying potential areas for Sustainable Regional PRAs, Sustainable Community PRAs, and Vulnerable Established Community PRAs. Vulnerable Planned Growth PRAs are not as important to the current recovery needs of residents and businesses and therefore should be pursued in a future phase of developing this concept.

Sustainable Regional PRAs, Sustainable Community PRAs, and Vulnerable Established Community PRAs should simply be a subset of county-identified activity centers and equivalent centers in the municipalities. Work is still ongoing in the county in fine-tuning the activity centers; however, during the PDRP planning process a map of generalized locations of activity centers was used to visualize the PRA concept. See Figure 7.1. Using this generalized map of potential locations, the Land Use TAC can now start to determine whether there is adequate distribution of already designated activity centers within the urban service area and municipalities to serve the redevelopment functions of providing a staging area for restoring nearby impacted communities (Function 2) and locating recovery services in efficient and convenient hubs (Function 3). To do this the Land Use TAC may want to use an already established district system, such as County Community Planning Areas combined with municipal jurisdictions or Evacuation Analysis Zones.
Figure 7.1. Generalized locations of Potential Priority Redevelopment Areas

The Land Use TAC should also analyze the distribution of potential PRAs to determine whether there appears to be an adequate ratio of Sustainable to Vulnerable PRAs. The majority of PRAs should be sustainable types if at all possible to provide opportunities to facilitate disaster-resilient growth (Function 4). This is especially important for future implementation of the Transfer of Development Rights (TDR) Program as a post-disaster redevelopment and hazard mitigation solution. Sustainable PRAs should function as TDR receiving areas and for a TDR program to be successful there needs to be a larger supply of receiving area capacity than sending area. While the TDR Program is not limited to PRA sites and currently is focused on other County goals such as preserving agricultural lands, the strategy for Land Use Issue #3 is to adapt the TDR Program to provide an opportunity for willing property owners to transfer development out of vulnerable areas to sustainable areas. More on the TDR Program and its use as a PDRP tool can be found under Issue #3.

2. Analyze a selection of Potential PRAs

The next step in setting up the PRA strategy is to determine the PRAs' capability for becoming a functioning PRA in the case of a disaster. This is where treating the strategy as a pilot program is important because analyzing the PRAs will take some time and resources to accomplish. It is recommended then that only a few of the Potential
PRAs identified in Step 1 that are agreed by the Land Use TAC to be the most important to get established in the near-term be chosen for a more intense analysis of capacity. The chosen pilot PRAs should include at least one Sustainable PRA and one Vulnerable Established Community PRA.

The capability assessment for the pilot Sustainable PRAs should include the following:

1) A hazard assessment of the particular location to ensure that it is not in a high-risk location, including: a large portion within a floodplain (particularly if there is developed land or infrastructure in a FEMA Flood Zone V), in a Category 3 or lower evacuation zone, in a high-risk wildfire interface zone, or in a high-risk sinkhole zone (see Section 1 of this plan or the Local Mitigation Strategy).

2) A vision assessment that would look at the Comprehensive Plan, Long-Range Transportation Plan, Economic Development Plan, and if available the Community Area Plan or other more specific area plan to determine compatibility and public acceptance of increased development densities and hazard mitigation goals.

3) A resiliency assessment of infrastructure, housing stock (see analysis in Section 5 of this plan), and commercial structures to ensure that an adequate amount of the PRA will be able to be rapidly restored after a major disaster.

4) A capacity assessment of infrastructure and land use and zoning density allowances. The area should include extra capacity for increased development through infill/vacant property and property that can be more intensely redeveloped. This capacity should be documented for use in the TDR Program's designation of receiving areas. The infrastructure capacity should be enough to be able to absorb at least a temporary increase in service that may come with use as a recovery hub and a limited increase in development. Plans should be in place through the capital improvements program or in progress for an increase in capacity that would be able to meet the allowed increase in development.

The capability assessment for the pilot Vulnerable Established Community PRAs should include the following:

1) An assessment of whether the area includes a cluster of critical community facilities as determined by the Hillsborough County Comprehensive Emergency Management Plan.

2) An economic assessment that would document the area's concentration of employment or concentration of employees who work in the county (see the Economic Analysis of a Hurricane Event in Hillsborough County, Florida Report).

3) A housing stock assessment to determine the importance of the area in reestablishing a workforce residential community vital to retaining population in the county and reducing the amount of long-term disaster housing needed. The analysis in Section 5 should be consulted to see the percentage of housing that may be less impacted by a disaster. The more housing that conforms to current building standards will help to determine whether this will be a good candidate for a pilot PRA.

4) A planning framework assessment to determine that the area is in a jurisdiction that has already adopted the Hillsborough County PDRP, has
regulations and standards consistent with the PDRP, and has a specific vision for its post-disaster redevelopment that includes hazard mitigation.

If the Pilot PRAs are determined by the Land Use TAC to meet enough criteria of the capability assessment, they should be recommended for official designation as PRAs by the Board of County Commissioners or municipal board in which the PRA is located.

3. Assess Concept for continuation to next phase

Once the Pilot PRAs have been designated and implemented as described below, the PRA concept should assessed to determine if it should be continued. If it is determined to still have value, the PRA criteria should be revisited to see if changes are necessary. Once that has been determined and the concept is still accepted as a strategy to maintain, the rest of the PRAs should be designated and documented in this plan so that they can be used if a disaster strikes.

Pre-Disaster Preparation

Once pilot PRAs have been designated, pre-disaster implementation actions should be taken in order to prepare the PRAs to serve their redevelopment functions.

1. Gaps Analysis

A gaps analysis should be performed for each PRA:

1) Identify what would need to be in place before a disaster for the PRA to function to its full capabilities, i.e. policies, TDR designation, incentives, specialized permitting procedures, plans for recovery assistance hub services to be located there, and temporary housing/ business location, etc.

2) Identify what could be done after a disaster to enhance the PRA’s capability for that disaster recovery period or the next to come through post-disaster funding opportunities, i.e. economic development funding, hazard mitigation funding, housing assistance, etc. The focus would be to identify needs that can’t be fulfilled pre-disaster due to lack of resources or public acceptance.

2. Public Outreach

The Land Use TAC and Public Outreach TAC will need to team on presenting the concept of the PRAs to the public and advertising the benefits and incentives available through the pilot PRAs should a disaster strike. This is critical if the PRAs are to be fully realized in the post-disaster recovery process. If the TDR Program or other incentives will be available the public’s sense of certainty in these programs will determine if they are actually utilized.

Post-Disaster Implementation

Upon declaration of a disaster, policies and incentives for PRAs passed prior to the disaster will become effective. This may include incentives such as rapid permitting, TDR multiplier, provision of temporary business space until permanent space within the PRA can be secured, etc. Should a disaster occur before such policies and incentives have been developed, the Land Use TAC will initiate a rapid study during the short-term recovery period to recommend policies and incentives that can be used during long-term
redevelopment for emergency approval by the Board of County Commissioners and municipal boards if applicable.

The Land Use TAC should monitor needs of the PRA and use and adjust incentives and policies as needed during post-disaster redevelopment. The PRAs won't be truly tested until a disaster occurs and there may be issues that were not anticipated in advance. There also may be post-disaster funding opportunities to increase the capacity of certain PRAs. The Land Use, Infrastructure, Economic Redevelopment, and Financial Administration TACs should be looking for these opportunities as redevelopment occurs.

The Land Use TAC and Public Outreach TAC should continue public awareness and education concerning the PRAs and the benefits that can be derived from them throughout long-term redevelopment.

**Actions for Implementation**

Detailed actions that need to be taken to implement the PRA strategy, many of which are described above, have been developed by the project team and Land Use TAC. Full details on the actions including timeframe and responsibilities can be found on the Land Use Action Forms that can be obtained by contacting the Hillsborough County Hazard Mitigation Section, Building Services Division. In addition, pertinent information regarding the actions is located in Appendices G and H. Those actions recommended for implementation during the next year can be found in the annual budget recommendations listed in Appendix F.

**Issue #2: Build-back standards**

Hillsborough County and the municipalities have in place various policies and codes for development. Non-conforming and substantial damage rules generally state that the current standards must be met when rebuilding. While the Florida Building Code is the same for all areas, many community plans require different aesthetic standards and other requirements that it is currently unclear if redevelopment after a disaster will need to meet. Requiring post-disaster rebuilding to meet current safety codes and floodplain regulations is essential to building a more disaster resilient community but other standards might not be as necessary and could be a burden to disaster recovery efforts. It is important that the build-back standards that will be enforced after a disaster are clearly understood before a disaster occurs.

**Strategy**

The consensus during the planning process for addressing build-back standards was that actions should be undertaken as soon as possible to clarify exactly what policies and codes will be enforced during rebuilding because a sense of certainty before a disaster of what will be allowed will lead to a smoother rebuilding process. Slight variations between different codes related to rebuilding standards could slow down

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3 The Redevelopment Task Force is responsible for recommending blanket reductions in non-vital zoning regulations and development standards to minimize the need for individual variances or compliance determinations prior to reconstruction (Ord. 93-20, Sec. 4, C, 2.l).
recovery by making it more confusing for property owners to determine what they are allowed to build back and for staff to ensure they are enforcing the correct standards. Deciding which standards should be required after a disaster though will require consideration of what is truly necessary for the community. While some of the specific architectural standards chosen through the community planning processes may not be necessary for post-disaster redevelopment, not rebuilding to these community-based standards will mean the community's vision will take even longer to realize. On the other hand, forcing a property owner who has been financially harmed by the destruction of his or her commercial building to have to redesign the building to meet new yard setbacks and contain a certain percentage of windows on top of meeting current building code requirements and perhaps including mitigation measures, may be too much and push that property owner to relocate to an area with less restrictions, possibly outside of the county altogether. Therefore, a thorough analysis of what is currently in place and what the impact of alternatives would be to the property owners and to the community is necessary to address the issue of build-back standards.

**Analyze current policy**

In order to accomplish certainty in build-back rules, an analysis of current policies and codes in all county jurisdictions and special planning areas that relate to rebuilding will need to be the first step. Some of the relevant county policies have already been identified and are described below:

- Each jurisdiction is subject to the National Flood Insurance Program (NFIP) requirements for rebuilding in a special flood hazard area. When damage-repair costs or improvements exceed 50 percent or more of the structure’s market value, the 50 percent rule goes into effect. Under the rule, the structure must be brought into compliance with current floodplain management standards. This could mean raising the elevation of the existing structure, reconstruction, or other measures. See Hillsborough County Code Part 3.06.00: Flood Damage Control Regulations and City of Tampa Code Section 5-111: Flood Resistant Construction for more details.

- The Hillsborough County Redevelopment Ordinance has a section on the county’s build-back policy (Ord. 93-20, Section 5). It allows rebuilding to occur in the same style as long as the density or intensity is not increased and current building codes are met.
  - For structures damaged less than 50% of their replacement costs, they can be rebuilt to original conditions as long as they become compliant with current building and life safety codes.
    - This is an unusual policy in that it puts requirements on structures that are not considered substantially damaged. It also does not set a minimum threshold of damage for this requirement to become compliant with current building codes.
  - For structures damaged more than 50% of their replacement costs, they can be rebuilt to their original square footage and use density/intensity but have to become compliant with floodplain standards if applicable, Coastal Construction Control Line setback if applicable, building and life safety codes, and “any required land development regulations (other than
density or intensity), unless compliance with such regulations would preclude reconstruction otherwise intended by the build-back policy”.

- This policy is standard and clear except for the last requirement regarding meeting the land development regulations. No definition of what would “preclude reconstruction” leaves this requirement almost unenforceable. It is not recommended that deciding which land development regulations should be met be left to occur case by case during post-disaster redevelopment.

- The Hillsborough County Comprehensive Plan addresses rebuilding of nonconforming uses in Policy 9.3 of the Future Land Use Element. This policy allows rebuilding and expansion of legal nonconforming uses that do not have any significant adverse effects on adjacent properties. Structures can only be rebuilt or expanded once except for in the case of an “Act of God”. The degree of increase in intensity of the nonconforming use is limited to 50% over the existing intensity or the maximum building square footage. The expansion or rebuilding, though, must be consistent with other plan policies.

- The Hillsborough County Land Development Regulations have had recent amendments to clarify rebuilding of non-conforming structures and waivers for yard requirements. (Sec. 11.03.04. Nonconforming Structures Other Than Signs and Sec. 6.01.03. Lots; Dimensional, Access and Related.)
  - While there is a rule that a structure damaged more than 50 percent of its current assessed value may only be reconstructed in accordance with the regulations of the district in which it is located, the new modified language does not require this rule to be met for a structure damaged by an “Act of God”. Nonconforming structures damaged by an Act of God can be rebuilt to the same nonconformities certified as pre-existing.
  - For structures damaged by a declared natural disaster, they must meet yard requirements in rebuilding unless there is a physical impediment to meeting the requirements, i.e., tree, and they only have one year to commence building activity after the declared disaster.

- The Hillsborough County Land Development Regulations have also had numerous amendments over the past several years for new overlay district requirements as part of the County’s Community-Based Planning Program. The rebuilding standards vary among these and each includes language that the overlay district regulations will prevail if there is a conflict between codes.
  - A review of the community plan’s adopted district regulations finds that only one specifically addresses exemption from the regulations due to an “Act of God” (Sec. 3.15.05 of the Hillsborough Avenue Overlay District regulations).
  - Others do not require existing lawful uses/structures to meet the requirements unless an expansion threshold is met (30% increase in floor square footage is the most common) and then certain portions of the new district regulations are required (Parts 3.10.00, 3.12.00, 3.13.00).
  - The Ruskin Town Center Zoning District doesn’t require existing lawful uses/structures to meet the requirements but does not specify any thresholds for improvements or rebuilding (Part 3.17.00).
  - In addition, the Ruskin Town Center and University Community Area Development Regulations, specify that the reconstruction of existing
streets, excluding regulated roadways, must meet the street design standards of that part (Parts 3.13.00, 3.17.00).

- The Keystone-Odessa Rural Development Codes do not have any language related to what standards should be met in rebuilding (Part 3.06.00).

Once all of the relevant policies and codes are compiled they will need to be assessed for their consistency with each other (within the jurisdiction and inter-jurisdictionally since redevelopment may be more successful if the rules for rebuilding are similar throughout the county). It should be determined whether a common build-back standard can be achieved without changing the intent of the various communities.

Within each jurisdiction and special planning area the overall effect of what the consistent, total build-back policy means should be analyzed by assuming two scenarios, a typical non-conforming home and a typical non-conforming business, and determining the extra permits and rebuilding costs that would be required to meet the policy. The community costs and benefits of requiring a stricter rebuilding policy that requires all current development requirements be met should also be assessed.

**Recommend a unified build-back policy**

Based on the results of the assessment, the Redevelopment Task Force led by the Land Use TAC should make a recommendation of what the standard build-back policy should be that will best further the redevelopment goals set forth in this plan. A balance between speeding recovery and leaning toward the visions of the various community plans will need to be met. Once a unified build-back policy has been agreed on by the Task Force, the Land Use TAC should prepare policy and code modifications that would meet this need and present the build-back recommendation to the Board of County Commissioners and municipal boards if applicable. Further work to make the individual plan amendments will be needed if the recommendation is approved.

**Public Education on the build-back policy**

One of the most important reasons to clarify the build-back policy before a disaster is so that the public can be educated on what the policy is and expectations will be realistic after a disaster. A clear and concise message about the build-back policy should be developed for the outreach campaign. All of the relevant policies and codes should be linked to on the PDRP website along with the general description of what the build-back policy is and what it means for home and business owners. If during the policy analysis the scenario examples were developed, they will make a great education tool to show what the policy may mean in terms of permit requirements and costs. Part of the build-back policy message should be that it is minimum requirements but that the county (and cities) recommend further hazard mitigation if possible. This would tie into actions under Issue #3. Resources on hazard mitigation techniques, contractors that offer these services, and grant opportunities that may be available (pre or post disaster) should be part of the information available on the website. The Land Use and Public Outreach TACs may want to form a speaker’s bureau that can go to homeowner and business association meetings to present the build-back policy message and direct people to the website for more information.
Actions for Implementation

Detailed actions that need to be taken to implement the build-back policy strategy, many of which are described above, have been developed by the project team and Land Use TAC. Full details on the actions including timeframe and responsibilities can be found on the Land Use Action Forms that can be obtained by contacting the Hillsborough County Hazard Mitigation Section, Building Services Division. In addition, pertinent information regarding the actions is located in Appendices G and H. Those actions recommended for implementation during the next year can be found in the annual budget recommendations listed in Appendix F.

Issue #3: Develop policies for redeveloping land areas that have sustained repeated damages from storm events

The Hillsborough County PDRP can greatly increase the community's resilience to future disasters by taking advantage of post-disaster opportunities to build back differently in high hazard locations. This can take the form of regulations, such as increased mitigation requirements, reduced intensity, or special permit requirements, or voluntary programs that may avoid concern over private property rights, such as acquisition and transfer of development rights. A major opportunity to reduce vulnerability may result from grant funding for land acquisition of highly vulnerable or damaged properties after a disaster or even pre-disaster. These properties can be used to further efforts of environmental restoration or public recreation as well

Strategy

To increase the resiliency of Hillsborough County to disasters, there must be a strategy to prevent the same vulnerable development from being rebuilt in the same way and in the same high-risk location. In fact, projections of sea level rise over the next 50 to 100 years mean that for destroyed coastal development it will have an increased chance of being destroyed again. To break the cycle, the Land Use TAC recommends a strategic use of various voluntary programs including transfer of development rights, hazard mitigation education and assistance, and acquisition programs. As the PDRP and its strategies are tested and mature, this issue may be revisited to perhaps pair the voluntary programs' compensation options with some regulatory measures to more aggressively address highly vulnerable development, especially in light of the threat of sea level rise.

Target areas for decreasing or mitigating development

Repetitive damaged properties should be a first priority for pre-disaster hazard mitigation funds, as addressed in the LMS, and for post-disaster funds. Targeting only individual repetitive flood loss properties (a database of these are kept by the County Hazard Mitigation Section) though could result in a piecemeal application of funds that doesn’t address the vulnerability of the infrastructure that serves these properties and could

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4 Identify priority areas or criteria for post-disaster land acquisition (for hazard mitigation, conservation, recreation/public access, or redevelopment use) or rezoning (Ord. 93-29, Sec. 4, A and C).
leave properties that have been lucky in the past still in the hazards' way. Flood is also not the only hazard that should be addressed. Wind damage is a major concern for the 82% of homes in the county that were built before the 2001 Florida Building Code which increased wind requirements (see analysis in Section 5).

The following should be considered in identifying target areas for voluntary vulnerability reductions:

1) Identify neighborhoods or business districts built prior to the 2001 Florida Building Code, with priority given to those that are outside of evacuation zones and most vulnerable to wind damage (see analysis in Section 5). These areas can be targeted for hazard mitigation grants to do wind retrofit. If one of these neighborhoods is destroyed by a hurricane before mitigation occurs, it may be a prime candidate for one of the Housing Recovery TAC's strategies to acquire and assemble properties for redeveloping as workforce housing depending on the location's land use plan.

2) Identify neighborhoods or business districts in FEMA Flood Zone V and/or within storm surge projections for Tropical Storm- Category 1 hurricane (see analysis in Section 5). These areas can be priorities for acquisition and TDR sending zones.

3) Identify neighborhood or business district segments within inland 100-year floodplains that contain repetitive flood loss properties. These properties may be candidates for flood retrofit mitigation funding, acquisition, or TDR sending zone designation.

4) All target areas could be presented as generalized floating overlay zones. Pinpointing particular properties may be best avoided until pre-disaster acquisition funds are being applied for or until after a disaster has occurred and damage assessments can be compared to the target areas. Even though the programs that the areas are targeted for are voluntary, property owners may be concerned if they can readily identify their property as a target.

Analyze target areas to determine the best method of vulnerability reduction

The next phase of analysis will be much more difficult than the above mapping exercise which has been completed for housing already. In analyzing these target areas, the ideal program to use can be established as the priority option. Backup options may need to be considered if property owners are not interested in the priority option chosen by the Land Use TAC since these are voluntary programs. What will be most important to determine is if an area would be best mitigated through a total removal of development including infrastructure or simply through a decrease or stabilization of density/intensity combined with structural hazard mitigation techniques. Since areas that are best addressed by removing development in its entirety are dependent on all owners being willing sellers, it will be important to have analyzed beforehand whether it would also make sense to pursue a patchwork acquisition. After a disaster, time will be valuable in making these decisions because property owners will not want to be kept in limbo over whether they should start rebuilding or not. This has been a major issue for communities in the Midwest and Galveston, since waiting to see if they will be bought out means that they can't get their lives back to normal. The Hillsborough Redevelopment Ordinance (Ord. 93-20) includes a phased building moratorium that can be utilized to gain some time for post-disaster decision making but having a clear set of
choices and advantages and disadvantages determined pre-disaster will make post-disaster decisions easier and speedier.

The following should be considered in analyzing the suitability of target areas for each program:

1) The interconnectedness of the targeted areas’ infrastructure and the sense of willingness that these property owners may have for relocating should determine whether the area is identified as a priority for total relocation or just a decrease in allowable or existing density/intensity through a partial TDR.

2) The assessed property values of areas determined to be good candidates for large scale buyouts should be considered so that an idea of how much post-disaster funding will be available and used as soon as recovery work begins should that area be severely damaged. An estimate of the relocation costs that may be required for renters should also be determined if the area is largely rental properties.

3) Areas that may be candidates for TDR should be prioritized and differentiated between those where a total TDR is preferred to just a partial TDR (i.e. all development rights sold instead of just decreasing the allowable density). The use of multipliers for TDR credits could be used for areas where a total TDR is preferred.

4) The total number of properties and total density/intensity allowances for areas determined to be candidates for TDR sending zones needs to be calculated. This number will need to be assessed in light of how many receiving zone opportunities are available and the areas recommended for TDR sending zones may need to be limited or phased to make the TDR market work.

5) TDR multipliers based on property market value should be considered to make TDR a viable option for waterfront property which is the most at risk to current storm surge hazards and future sea level rise. If there are not very attractive incentives for these properties the options may be limited to acquisition and the amount of acres acquired will thereby be limited due to the expense.

Modify the TDR Program for use as a post-disaster redevelopment tool

Currently the TDR Program addresses the Coastal High Hazard Area; however, as mentioned above, a more detailed curtailment of vulnerable target areas could be designated as hazard mitigation sending areas. Policies and land development code pertaining to the TDR program could be modified to make TDR transactions that serve the purpose of hazard mitigation either pre or post-disaster a priority of the program and incentives for using TDRs in this manner could be created. For example, if someone voluntarily reduces their vulnerable coastal property’s density allowance by selling the development rights to the county and a developer buys those development rights to be used in a Sustainable PRA, then both the seller and buyer should be rewarded for their responsible and smart development choices through incentives such as multipliers for vulnerable development rights removed and reduced fees or concurrency waivers for sustainable development rights. For any development rights obtained by the county from a hazard mitigation sending area, a conservation easement would need to be placed on the property whose development rights were reduced to ensure that the decrease in density is permanent.
In addition to the PDRP Land Use TAC recommending modifications to the TDR program to make hazard mitigation an established component, the PDRP Coordinator and Land Use TAC should also work with county and municipal planning staff to encourage a countywide TDR program and to ensure that a working banking system and clearly defined and balanced sending and receiving zones are established as soon as possible so that once the analysis has been done to designate hazard mitigation sending areas and PRA receiving areas, the TDR program will be operational. The PRA strategy is meant to be countywide and if the TDR program is going to be one of the implementation incentives of the TDR program it will be most successful if the cities also participate in the TDR program by amending their comprehensive plans and land development code to include it. There is no way to predict when a disaster will strike the county and so getting any of the integral components of the PDRP strategies up and running is like racing the clock. It will be a major disappointment if the ideas were all there but just weren’t far enough along to implement when a disaster strikes and opportunities to increase the community’s disaster-resilience are missed.

Identify or create acquisition program(s) that can be used for hazard mitigation

The County’s Environmental Lands Acquisition and Protection Program (ELAPP) is a well established acquisition program that could possibly be an option for post-disaster acquisition needs but its criteria and purpose are not especially conducive to properties that may serve a hazard mitigation purpose but don’t provide a great environmental benefit. In fact, the properties that would be targets for post-disaster acquisition are those that have been developed and severely damaged, not large tracts of pristine land that would serve the goal of the ELAPP. For the ELAPP to be greatly used for post-disaster acquisition needs it would need to be modified so that it either temporarily had different criteria for acquiring property after a disaster or permanently had an additional criterion that put some weight on developed properties that could be returned to natural habitats as well as provide natural hazard mitigation benefits, such as flood protection.

Another option would be to create a new countywide program for hazard mitigation acquisition that could be funded through typical federal grant programs to start, such as FEMA’s Pre-Disaster Mitigation Grant Program and Flood Mitigation Assistance Program as well as post-disaster funding through the FEMA Hazard Mitigation Grant Program. Local criteria, priorities, and processes could be officially established for hazard mitigation acquisition that was consistent with federal grant programs but more detailed to the needs of Hillsborough County and its municipalities by creating an official program at the local level. This program could also be a conduit for post-disaster donations geared towards acquiring destroyed properties and any other funding opportunities that arise. Should the program be successful and analysis of target areas show a real calculated need, the Board of County Commissioners may even want to consider future local funding options, such as development fees within designated high-hazard locations or a local option sales tax.

Pre-disaster implementation

The preparatory work described above in analyzing target areas and creating conduits for implementation should ideally all occur pre-disaster. In addition to this work, further pre-disaster implementation actions will be necessary. The target areas and preferred methods of vulnerability reduction should be integrated into the LMS and any high priority acquisition or mitigation projects determined from this analysis should be added
to the LMS Project List. This will ensure that these projects are eligible for federal funding. Pre-disaster grant applications can also be prepared for some of the priority projects. Some of the basic data and analysis that would be required for applying for HMG grants after a disaster can also be prepared pre-disaster for priority projects so they are ready to go as soon as FEMA begins accepting applications.

Another major pre-disaster action is public outreach on the voluntary programs. The Land Use TAC and Public Outreach TAC should work together to prepare brochures and website information that explains what it means to be in a target area, who might be eligible for the most common funding sources, what the process would be to participate in one of the voluntary programs, etc. Particular focus should be paid to public awareness and education on the TDR program once it is operational making sure that the public understands the opportunities of the hazard mitigation sending areas and the Sustainable PRA receiving areas. Outreach can be concentrated on the target areas by presenting to homeowner and business organizations in those areas.

Post-disaster implementation

Even if a portion of the preparatory work included in this strategy is completed before a disaster strikes, Hillsborough County will be much more prepared to make quick, smart post-disaster decisions that increase the disaster-resilience of the community through the most efficient use of taxpayer money. The identified target areas and priorities can guide efforts to contact property owners for their willingness to sell before they begin reinvesting in their properties. Target areas will most likely be the last phase of the building moratoria due to probable substantial damage and so county and city staff will have some time to help property owners decide whether they should rebuild and what options there are for them. The Public Outreach TAC can assist in this process. Properties that fail within general target areas can be flagged so that when permits for rebuilding these properties are reviewed they can perhaps approach these property owners with opportunities to assist with hazard mitigation.

While reducing vulnerable land uses is a long-term redevelopment concern, it is important to note that the decisions that dictate whether or not a property is rebuilt largely happen during the first few months after the disaster. Planners must immediately begin assessing what the best opportunities for removing or reducing vulnerable development are. Sometime between when property owners have returned to see the damage and before they make a decision, which could be a week or months after the event depending on the magnitude of disaster, is when they need to be approached with offers for buyouts or options for hazard mitigation or rebuilding less intensely than before. Staff need to be familiar with what funding will most likely be available and what the process and timeline for securing that funding will be so they can provide this information right away to the property owners that would be eligible. Uncertainty after a disaster is one of the major factors that slow redevelopment. If the county and cities can proactively provide options and reliable information early in the recovery process, then smart land use patterns may be more achievable during long-term redevelopment.

Actions for Implementation

Detailed actions that need to be taken to implement the voluntary vulnerability reduction strategy, many of which are described above, have been developed by the project team and Land Use TAC. Full details on the actions including timeframe and responsibilities
can be found on the Land Use Action Forms that can be obtained by contacting the Hillsborough County Hazard Mitigation Section, Building Services Division. In addition, pertinent information regarding the actions is located in Appendices G and H. Those actions recommended for implementation during the next year can be found in the annual budget recommendations listed in Appendix F.
Economic Analysis of a Hurricane Event In Hillsborough County, Florida
Category 3 and 5 Hurricane Events

February 2009
Economic Analysis of a Catastrophic Event
In Hillsborough County, Florida
Category 3 and 5 Hurricane Events

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Prepared by
Tampa Bay Regional Planning Council
to support the development of the
Hillsborough County
Post Disaster Redevelopment Plan
February 2009

www.tbrpc.org
I. Introduction

Tampa Bay Regional Planning Council was contracted as a sub-grantee to prepare an economic impact analysis of a catastrophic event(s) in support of the preparation of the Hillsborough County Post Disaster Redevelopment Plan. The events analyzed are Category 3 and 5 Hurricane Events.

For each of the events, two scenarios were modeled and analyzed. One scenario assumes normal recovery based on experiences under similar situations in other locales. The second scenario assumes accelerated recovery rates that are approximately thirty-three percent faster than the normal recovery rates. So we have four scenarios that were analyzed:

Scenarios

- Category 3 Hurricane with Normal Recovery Rates
- Category 3 Hurricane with Accelerated Recovery Rates
- Category 5 Hurricane with Normal Recovery Rates
- Category 5 Hurricane with Accelerated Recovery Rates

For each of the four scenarios estimates of employment loss and structural damage was estimated. Data from the MEMPHIS\(^1\) model was used to estimate structural damage and employment loss. Detailed ES-202 employment data was geo-coded to assist in employment loss estimates. A customized econometric model (REMI Policy Insight) that has been created for the Tampa Bay region was utilized to estimate the economic impacts of the scenarios. Custom fiscal tools and methodologies were utilized in creating fiscal impact forecasts.

* How to Use This Report

This report is more of a tool rather than a definitive assessment on what the impacts of a hurricane event scenario might create. The results reported are very sensitive to the inputs (damage losses and spending) and this report only looks at four different scenarios. The report reader should look at trends not specific numbers. One can gain insight into the benefits of a quick recovery made possible by mitigation planning and post-disaster preparedness planning as well as the need to undertake as accurate of a post-disaster needs assessment as possible. It will be very important to determine the minimum amount of reinvestment and outside assistance required to return the County’s economy to pre-event levels. One needs to remember that the goal should be to recover to pre-event forecast levels not simply the level at the time of the event.

\(^{1}\) A natural hazards risk assessment to support local mitigation strategies in Florida Category 3 Hurricanes for 057 County, Charles C. Watson, Jr. and mark E. Johnson, 2005.
II. Executive Summary

Tampa Bay Regional Planning Council was contracted to prepare an economic impact analysis of a catastrophic event(s) in support of the preparation of the Hillsborough County Post Disaster Redevelopment Plan. The events analyzed are Category 3 and 5 Hurricane Events. For each of the events, two scenarios were modeled and analyzed. One scenario assumes normal recovery based on research of experiences under similar situations in other locales. The second scenario assumes accelerated recovery rates that are approximately thirty-three percent faster than the normal recovery rates.

Talking Points

- Employment losses from a hurricane can have a severely negative impact on employment if mitigation measures are not implemented. It can take four to eight years for the economy to recover without outside stimulus (reconstruction and federal aid).

- Mitigation planning and implementation measures as well as post-disaster preparedness can significantly reduce the negative consequences of a disaster.

- The jobs created by rebuilding efforts can significantly improve the employment and fiscal situation of the county.

- Simply rebuilding the damaged structures alone does not return the economy to “normal.” The added impact from federal and state aid makes the difference in the rate and quality of the recovery. Estimating the amount of assistance required is critical.

- There are situations (construction activity and government spending) that can create boom/bust cycles for the local economy. Fiscal analysts need to be aware of the cycle in order to forecast revenue streams.

This report is more of a tool than a definitive assessment on what the impacts of a hurricane event scenario might create. The results reported are very sensitive to the inputs (damage losses and spending) and this report only looks at four different scenarios. The report reader should look at trends not specific numbers. One can gain insight into the benefits of a quick recovery made possible by mitigation planning and post-disaster preparedness planning. As well as the need undertake as accurate as possible. It will be very important to determine the minimum amount of reinvestment and outside assistance required to return the County’s economy to pre-event levels. One needs to remember that the goal should be to recover to pre-event forecast levels not simply the level at the time of the event.
III. Geographic Study Areas – Description and Data

The County was broken into two study areas for this analysis. The Primary impact area is the coastal planning area and is comprised of evacuation level areas A – E plus the special flood hazard areas. The Secondary impact area is the rest of the county excluding special flood hazard areas.

Data was disaggregated or aggregated into the primary impact (PIA) and secondary impact (SIA) areas. The PIA was further disaggregated into Evacuation Levels since the impacts are different in each level.
Cat 3 Scenario Output Impacts

Output lost from employment losses from damages are estimated at $16 Billion or seventeen percent without reconstruction or government spending and returns to pre-event levels in Year 4 and achieves the pre-event forecast level in Year Seven. Construction and spending creates nearly $7 Billion in Output in Year 1 and around $9 Billion in Years 2 and Three. Spending is the same in both recovery scenarios so the Output results are the same. Net impact from employment losses and spending gains is negative $9 Billion of output in Year 1 and above pre-event level positive in Years 2, 3, and 4 and negative in years 5, 6, and seven.
Cat 3 Scenario Population Impacts

Population lost from employment losses from damages is estimated to peak at 61 thousand persons in Year Five without reconstruction or government spending. With an accelerated recovery, the peak population loss is reduced to 40 thousand. Construction and spending creates 43 thousand peak additional in population in Year 4. Net impact of population change from employment losses and spending gains as compared to the pre-event forecast is a loss of 28 thousand persons in Year 7 under normal recovery and reduced to loss of 7 thousand under an accelerated recovery. Net population remains above pre-event levels in all years.
Cat 3 Scenario Fiscal Impacts

County Revenues lost from employment losses from damages is estimated at $550 Million in Year 1 and recovers to pre-event levels by Year 4 and forecast levels in Year 8. Construction and spending creates around $380 Million in revenue Year 1 above the forecast remains above forecast levels until Year 5. Spending is the same in both recovery scenarios so the revenue increase results are the same for normal and accelerated recovery. Net impact on revenues is about even to slightly negative in Year 1. In Year 2 and beyond, revenue is negative in relation to the forecast but above pre-event levels for the normal recovery scenario. The accelerated scenario provides a better revenue projection for years 2 through 4.
A recent U.S. Chamber of Commerce Business Civic Leadership Center (BCLC) forum recently held in West Palm Beach, Florida identified similar process in which Hillsborough County stakeholders are working, which includes the vision “to be a catalyst on behalf of the business community for the promotion of responsive and responsible long-term development.”

The BCLC identified two goals in which members worked and spoke during the forum, which are:

1. Reducing the likely consequences of an extreme event for a community.
2. Helping communities recover from an extreme event.

As a speaker, Daniel Alesch, Ph.D. Emeritus Professor, University of Wisconsin-Green Bay identified “The basic premise is extreme events are, in and of themselves, disasters. They trigger consequences that result in disasters.”

Added lessons provided through Dr. Alesch analyses included reviewing disasters and recovery operations in more than two dozen communities and several important lessons were identified that helped to define the top ten state recovery policies. Lessons identified are:

1. Community recovery is never guaranteed. Recovery is generally much more likely in communities that suffer relatively little initial damage.
2. The more immediate damage that occurs in a community from an extreme event, the more likely it is that the community will also suffer cascading consequences.
3. Community recovery is less likely, more difficult, and takes much longer in communities that experience extensive cascading consequences in addition to immediate losses.
4. Other things being equal, communities in which government and private losses are largely reimbursed by insurance recover much more quickly than communities in which such losses are largely uninsured.
5. The following conclusions came directly from the above lessons:

   a. Reducing the likelihood of losses to extreme events is the best way to ensure rapid recovery from extreme events. Preventing losses is much easier than attempting to recover from them. Thus, if the goal is to facilitate recovery, it makes sense to make communities more disaster-resistant.

   b. Individuals, organizations and communities can never be entirely disaster-resistant. Those that are able to recover their losses through insurance have a much better likelihood of rapid recovery. Thus, when disasters occur despite our precautions, having insurance against potential losses is extremely important. Federal disaster assistance does not replace insurance.

   c. State governments have two critically important roles in disaster. The first is in disaster reduction: the states should enact and implement policies to ensure that state agencies, local governments, and private parties take the basic precautions to protect people and property from extreme events. The second role is to facilitate recovery should the precautions prove to be inadequate. The states should adopt policies and implement programs to ensure that their agencies, local governments, and private organizations are positioned to respond appropriately to extreme events and to work effectively toward community recovery.

State policies to protect against initial consequences are:

1. Reduce exposure to extreme events.
2. Reduce vulnerability to extreme events.
3. Protect people during the emergency period.
4. Ensure that households, businesses, and not for profit organizations have adequate insurance protection.
5. Provide for the continuity of local government operations follow a disaster.

State policies to facilitate Post-Disaster Recovery are:

1. Provide staff support and technical assistance.
2. Expedite permitting and licensing.
3. Look across the local boundaries to map out regional recovery.
4. “Seed” local recovery by quickly repairing or rebuilding state infrastructure and operating facilities in the community and by accelerating implementation of projects in the area.
5. Help local governments build resilience and resiliency into the community.
PUBLIC OUTREACH

A series of public meetings are being held in March 2009, followed by informational workshops with local governments. The final plan is expected to be submitted for approval by the County Commission before Fall 2009. Public outreach will continue after the plan is adopted. Also, this plan includes many other opportunities for public involvement during both pre-disaster and post-disaster implementation of the plan, so that your voice will be heard.

WHAT DOES THIS PLAN COVER?

The plan details priorities and provides a plan of action for the following subjects:

- Health and Social Services
- Housing
- Land Use
- Infrastructure
- Environmental Restoration
- Economic Redevelopment
- Financial Administration
- Public Outreach

WE NEED YOUR INPUT

The Post-Disaster Redevelopment Plan website is a resource of information and a place for you to give your input on the plan. On this website you can:

- Read more about the project
- View the draft components of the plan
- See when additional meetings will be held and the timeline of the project
- Submit a comment on the plan electronically to County staff
- Sign up for email notifications of additional news on the project

Visit the Post-Disaster Redevelopment Plan website by going to the County’s website at: www.hillsboroughcounty.org, clicking on the “A-Z Index” link and then selecting “Post-Disaster Redevelopment Plan.”
of opportunities for hazard mitigation and community improvement, in line with the goals of the local comprehensive plan and with full participation of the citizens. The plan also provides a method for transitioning from short-term disaster recovery to long-term redevelopment and finally back to a normal way of life.

Hillsborough County was selected by the Florida Department of Community Affairs to be one of five pilot communities in the state to create a cutting-edge long-term post-disaster redevelopment plan that will serve as a template for other communities. The Florida Department of Community Affairs and Division of Emergency Management are providing technical assistance and planning services for the project funded by the Federal Emergency Management Agency (FEMA).

As we watch the continuing recovery in Florida from Hurricanes Charley and Ivan and on the Gulf Coast from Hurricanes Katrina and Ike, it is clear that having an organized, planned approach to dealing with long-term redevelopment and reconstruction before a disaster strikes is the most effective way to use available resources in a post-disaster situation.

**DEVELOPING A POST-DISASTER REDEVELOPMENT PLAN**

Since disasters know no boundaries, Hillsborough County is involving all local municipalities in the planning process and hopes to create a multi-jurisdictional, multi-year Post-Disaster Redevelopment Plan as the outcome of this process. The County also has sought to ensure that all stakeholder groups are represented in the planning process and that there are opportunities for public involvement.

Hillsborough County Ordinance 93-20 establishes a Redevelopment Task Force which was used as the base of a large stakeholder group organized for the current planning process. The stakeholder group is structured into several technical advisory committees that provide expertise on the major recovery issues for the county.

Approximately 90 members from local governments and agencies, community and social service organizations, citizens groups and private residents have been meeting monthly since 2008 to draft this plan.

**WHAT IS A POST-DISASTER REDEVELOPMENT PLAN?**

A Post-Disaster Redevelopment Plan is a strategy for how the County will coordinate long-term redevelopment after a major disaster, such as a hurricane, with a goal of returning to normal within 3-5 years. The PDRP is a requirement for all coastal counties and municipalities in Florida. The plan covers policies, operational strategies, and roles and responsibilities to guide decisions that affect the long-term recovery and redevelopment of our community after a disaster. The plan emphasizes making the most