

# 1. Introduction

Hillsborough County and the cities of Tampa, Temple Terrace, and Plant City have collaboratively developed this Post-Disaster Redevelopment Plan (PDRP) in order to better prepare the County for long-term redevelopment after a disaster. Lessons learned from recent disaster events, particularly major hurricanes, as well as expert input from local stakeholders provided the basis for the plan content. This plan complements other planning efforts in the County, including the local comprehensive plans, Local Mitigation Strategy, and Comprehensive Emergency Management Plan.

## 1.1 WHAT IS THE POST-DISASTER REDEVELOPMENT PLAN?

A PDRP is a requirement for all Florida coastal counties and municipalities and is encouraged for inland communities. The PDRP identifies policies, operational strategies, and roles and responsibilities for implementation that will guide decisions that affect long-term recovery and redevelopment of the community after a disaster. The PDRP emphasizes seizing opportunities for hazard mitigation and community improvement consistent with the goals of the local comprehensive plan and with full participation of the citizens. Recovery topics addressed in the PDRP include business resumption and economic redevelopment, housing repair and reconstruction, infrastructure restoration and mitigation, short-term recovery actions that affect long-term redevelopment, sustainable land use, environmental restoration, and financial considerations as well as other long-term recovery issues identified by the community. Definitions and acronyms for terms used in this Plan are included in **Appendix A**.

### Types and Levels of Disaster

The intent of the PDRP is to be used in any disaster, regardless of the hazard as long as the damage requires long-term redevelopment efforts. The flexibility of the PDRP's implementation framework and range of topics addressed enables it to be used for multiple hazards. The PDRP's scope is maximized when used for a major disaster affecting the whole community; however, components can also be used in minor or localized disaster events. Additional information and definitions on the disaster types and levels addressed in this Plan are in **Section 2**.

### Timeframe

The intent of all PDRP activities is to improve the community's ability for long-term recovery and redevelopment. Implementation of these activities, however, may occur pre-disaster, during the short-term recovery phase, or during the long-term redevelopment phase. **Figure 1.1** illustrates some of the overlap between phases. Detailed descriptions of each phase are included in **Section 2**.



Source: Australian Development Gateway

**Figure 1.1 Phases of Implementation for a Disaster**

## Jurisdictions

The Hillsborough County PDRP is intended to be a countywide, multi-jurisdictional plan providing for coordinated long-term recovery and redevelopment implementation across jurisdictional boundaries. Each jurisdiction within Hillsborough County is responsible for implementation of the PDRP within its own boundaries as well as collaboration on implementation that crosses boundaries. Details on multi-jurisdictional implementation are discussed in **Section 2**.

## 1.2 GOALS AND PURPOSE

### Long-term Redevelopment Goal

The long-term redevelopment goal of Hillsborough County is to complete redevelopment efforts within a 3- to 5-year period after the disaster and restore or enhance the quality of life of Hillsborough County residents through the redevelopment process.

#### Long-term Redevelopment Objectives

1. Long-term restoration of public infrastructure, social services, and environmental assets damaged by the disaster.
2. Re-establishment of an adequate supply of housing to replace that which was destroyed and provide safe transitional housing opportunities.
3. Restoration of the economic base of the disaster area(s) and jobs that were lost.

4. Sustainable and healthy redevelopment occurring in disaster resilient land use patterns.
5. Public involvement and efficient use of public funds.

## Hillsborough County PDRP Purpose

This Plan will integrate long-term redevelopment and reconstruction opportunities into the community planning process. Through implementation of the Plan via the technical advisory committee structure, limited resources will be managed to provide the most efficient redevelopment process. More seamless transitions between short-term emergency recovery operations and long-term redevelopment processes will be achievable through PDRP planning and training.

### Implementation Conceptual Framework

1. Nurture an ongoing Post-Disaster Redevelopment Stakeholder Structure that interfaces with the Local Mitigation Strategy (LMS) Working Group during pre-disaster implementation and with the Redevelopment Task Force established in Ordinance 93-20 during post-disaster implementation.
2. Provide criteria for considering long-term impacts of disaster response and short-term recovery decisions.
3. Set up processes for transitioning from the Emergency Support Function operational structure to long-term redevelopment processes that are sustainable over a 3- to 5-year period of implementation.
4. Develop inclusive lists of organizations and resources that may be available to assist in pre- and post-disaster plan implementation.
5. Integrate long-range policy initiatives from local plans.
6. Capitalize on disaster mitigation and public assistance funds to improve disaster resiliency through pre-disaster research, training, and project planning.
7. Incrementally prepare the community for a more rapid and higher quality disaster recovery through implementation of priority pre-disaster actions each year.
8. Revisit the assumptions and actions of the PDRP every 5 years to adjust for changes in the community and to continually improve the plan.

## Dynamic Plan

Holistic community recovery from a disaster is a complex subject in which new research and lessons learned are being developed each year. This is a dynamic plan in need of continued implementation and updating, as further described in **Section 2**. The initial planning process explored the redevelopment issues that are likely to occur in Hillsborough County after a major hurricane and began to develop a list of actions for preparing and responding to these issues. Further planning will be needed to address other types of disaster the County may be vulnerable to such as wildfire and sea level rise. Further implementation will be needed to undertake the action plans summarized in **Sections 3** through **10**. There will always be room for improvement in the PDRP and it will take many update cycles before all disaster scenarios have been planned for. New lessons from disasters, changes in community conditions, and implementation accomplishments will require the action plan to be updated on a regular basis.

## 1.3 INTERACTION WITH OTHER PLANS

The aim of the PDRP is to guide the redevelopment decision-making process following a disaster in a manner consistent with the Local Comprehensive Plans (especially the Coastal Element); LMS; Comprehensive Emergency Management Plan (CEMP); and other relevant plans or codes such as the Long-Range Transportation Plan, land development regulations, and economic development plans. Each of these plans, and possibly others, has pre-existing policies or procedures that affect post-disaster redevelopment. For instance, the comprehensive plan has many policies that determine where and to what extent redevelopment can occur. The PDRP acts as a guide to utilizing these policies and procedures found in various documents when making post-disaster redevelopment decisions. To avoid duplication or conflicts between similar policies in different plans, the PDRP identifies the overlap by providing an analysis of existing plans as relevant to each PDRP topic (see **Sections 3** through **10**). The PDRP Action Forms<sup>1</sup> include a field identifying which local plans may need to be amended in relation to the action.

## 1.4 PLANNING PROCESS

The Hillsborough County PDRP was developed in 2008 and 2009 through a collaborative process. Over 100 local stakeholders met throughout the process to prioritize long-term redevelopment issues by relevance to Hillsborough County, share information about existing local capacity, and draft action plans. The planning process involved a public outreach component consisting of six public workshops as well as a webpage and informational video. Further information about the planning process is documented in **Appendix B**.

The PDRP planning effort was funded through the Federal Emergency Management Agency (FEMA) Hazard Mitigation Grant Program as part of a pilot program for the State of Florida's Post-Disaster Redevelopment Planning Initiative. The Florida Department of Community Affairs and Division of Emergency Management provided guidance and a planning consultant to the County. The County was able to share ideas with the other four pilot communities developing plans at the same time. The Hillsborough County PDRP will be used as a model for other counties and will be the basis of a guidebook developed by the State.

## 1.5 OVERVIEW OF DISASTER VULNERABILITY

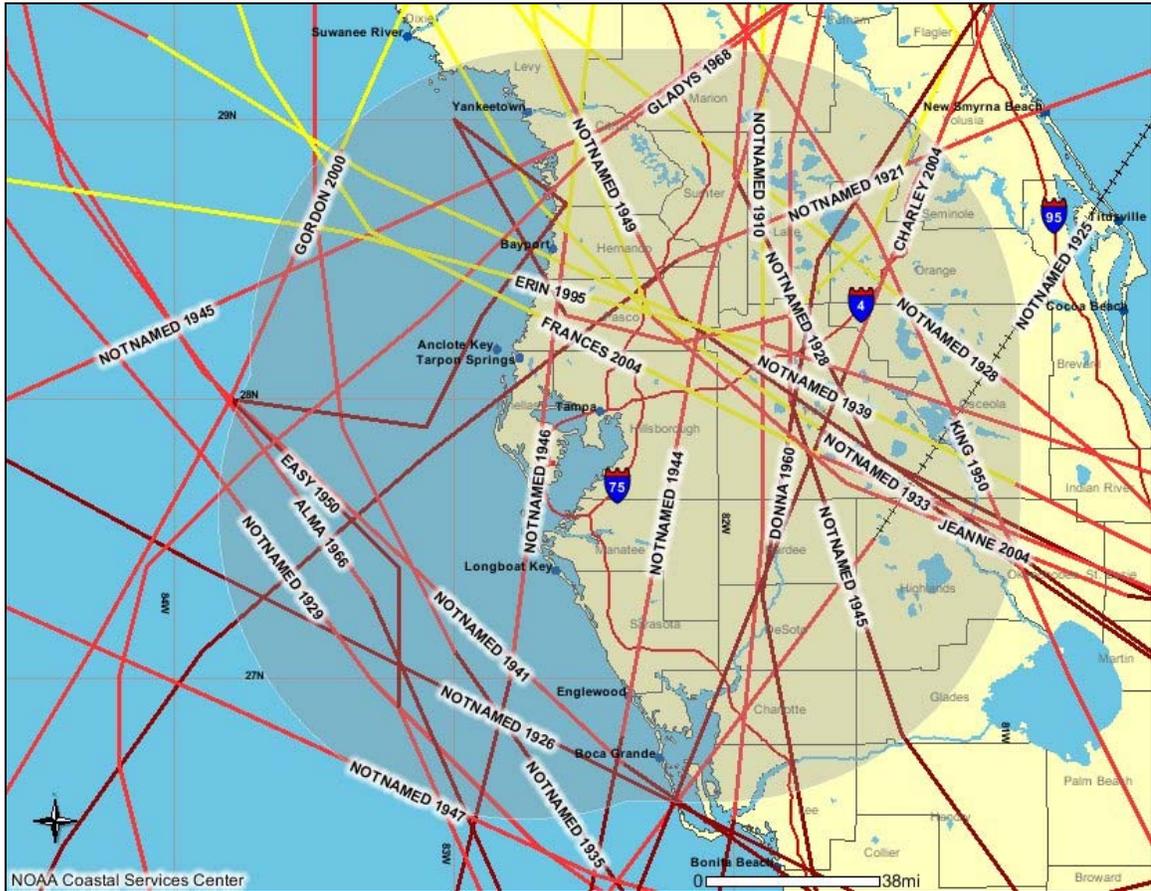
Hillsborough County is the economic hub of the Tampa Bay metropolitan region. Its industries are diverse and include downtown Tampa businesses, the largest seaport in the state, tourism, higher education, medical services, and a thriving agricultural sector. As the County continues to grow and thrive, however, it remains vulnerable to a range of hazards. Natural hazards, including hurricanes, floods, tornadoes, storm surge, high winds, sinkholes, and wildfires, are all potential threats to the County and its population of more than one million residents. In addition, the devastating effects of a coastal storm

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<sup>1</sup> Action Forms are an implementation tool for the PDRP Staff and Technical Advisory Committees. Copies can be obtained through the Hillsborough County PDRP website ([www.hillsboroughcounty.org/pgm/pdrp](http://www.hillsboroughcounty.org/pgm/pdrp)). A list of the actions contained on the Action Forms is included as **Appendices D** and **E**.

can create other manmade hazards, such as chemical contamination from hazardous materials mixing with storm surge.

Hurricanes pose the greatest threat to Hillsborough County (see **Figures 1.2** and **1.3**). The County has been fortunate to not have experienced a direct hit by a hurricane entering via the bay for over 50 years. However, as more development takes place, the potential for hurricane-related deaths and damages increases.



**Figure 1.2 Hurricane tracks within 65 miles of Hillsborough County, 1909-2008**

Hurricanes and/or other hazards cause varying degrees of damage and not all disaster-level impacts will require long-term redevelopment. The Hillsborough County LMS, specifically the Hazard Identification and Vulnerability Assessment sections, is the primary County resource for understanding the types of hazards Hillsborough County communities are at risk from, vulnerable locations, and affected population as well as vulnerability in terms of potential dollar loss. The PDRP discusses countywide vulnerability specific to expected impacts that will require long-term recovery and redevelopment efforts. **Sections 3** through **10** discuss vulnerability as it relates to each PDRP topic.

- **Section 3, Infrastructure and Facilities**, provides an overview of government and institutional structures, ports, and utilities most vulnerable to major disasters in Hillsborough County.

- **Section 4, Health and Social Services**, discusses the populations most vulnerable to health-related and socioeconomic issues following a disaster, including elderly, youth, disabled, minority, special needs, and homeless populations.
- **Section 5, Housing Recovery**, assesses the current vulnerability of housing stock to enable Hillsborough County to plan for temporary housing needs, prepare to assist residents with post-disaster repairs and rebuilding, and make policy decisions that will result in the redevelopment of a more resilient and sustainable community.
- **Section 6, Economic Redevelopment**, discusses the County's economic vulnerability in terms of the current economic conditions and ways in which a disaster may impact unemployment, tourism, agribusiness, and other industries important to the County.
- **Section 7, Land Use**, assesses the vulnerability of existing and future land uses to storm surge, flooding, wildfire, and sinkholes.
- **Section 8, Environmental Restoration**, provides an overview of vulnerable ecosystems throughout Hillsborough County and how these ecosystems are at risk to natural hazards and/or chemical contamination following a disaster.
- **Section 9, Public Outreach**, discusses vulnerability in terms of displaced populations, language barriers, and other special needs groups and how to best form a public outreach strategy to include these populations.
- **Section 10, Finance**, discusses local tax revenues and other County income sources that are vulnerable to the impacts of a disaster.