

## 2. Implementation

This section lays out the overall implementation framework of the Post-Disaster Redevelopment Plan (PDRP) for use in the pre-disaster and post-disaster periods. The structure and organization presented here will guide implementation of the topic-specific action strategies presented in the following sections of the plan.

### 2.1 AUTHORITY

Hillsborough County has several sources of authority for developing and implementing a PDRP. Florida Statutes require that all coastal jurisdictions include in their comprehensive plan's Coastal Management Element a "redevelopment component which outlines the principles which shall be used to eliminate inappropriate and unsafe development in the coastal areas when opportunities arise" (§163.3178(2)(f) F.S.). More details on regulations pertaining to PDRPs can be found in **Appendix C**. The County Comprehensive Plan meets this requirement by stating its intent to continue implementation of its post-disaster redevelopment ordinance (Coastal Management Element, Objective 12).

The Hillsborough County Post-Disaster Redevelopment Ordinance (Ordinance 93-20) was adopted in 1993 and establishes a task force, recovery coordinators, and criteria for determination of damage, build-back policy, moratoria, and emergency repairs within Hillsborough County's jurisdiction. The Redevelopment Ordinance states that to further the intent of the ordinance the county should make every effort to develop its capacity and resources for post-disaster redevelopment in order to maintain maximum local control over these processes. It gives the authority of developing a PDRP to the Redevelopment Task Force. Details of the Task Force's authority are described later in this section. Although this PDRP is consistent with Ordinance 93-20, it further builds on the structure and tasks introduced in the ordinance and recommends minor ordinance modifications and further integration of the ordinance procedures into existing county codes. The PDRP also recommends the adoption of similar ordinances by the municipalities for future implementation actions.

Another source of authority is founded in the emergency powers of the county (§252.38 F.S.). Post-disaster long-term recovery and redevelopment is partially a continuation of the emergency management functions of short-term recovery and hazard mitigation found in the Comprehensive Emergency Management Plan (CEMP). Much of the long-term recovery work will begin during the disaster declaration period when emergency powers are invoked. Much of the focus of the PDRP, however, goes beyond the scope of traditional emergency management activities and federal disaster programs, especially in the case of a major or catastrophic disaster. So while founded in an emergency and pertaining to some of the same authorities that establish the Emergency Operations Center (EOC) procedures, the PDRP also transitions its use to community development issues where the authority is derived from the comprehensive plan. The CEMP Recovery Annex addresses this by placing responsibility for the PDRP and Ordinance 93-20 with the Hillsborough County Planning and Growth Management Department.

## Jurisdiction

The Hillsborough County PDRP is intended to be a countywide, multijurisdictional 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. The PDRP as implemented through the Redevelopment Task Force discussed below acts as a guide to decision-making for each jurisdiction, similar to how the Hillsborough Planning Commission guides countywide comprehensive planning efforts. The PDRP Issues are general in nature and can be applied countywide, whereas the Actions that fall under each Issue may be specific to a particular jurisdiction and specify such.

Each municipality (City of Plant City, City of Tampa, and City of Temple Terrace) is being requested to adopt this PDRP by resolution or by entering into an agreement with Hillsborough County that specifies the degree of collaboration they intend for pre-disaster and post-disaster redevelopment planning and implementation as it pertains to this PDRP. The municipalities can draft an annex to the PDRP specific to their jurisdiction if they wish. After adopting or agreeing to components of this PDRP, the municipalities are encouraged to adopt an ordinance similar to the Hillsborough Ordinance 93-20 that will compliment the PDRP and provide a legal foundation for certain procedures of post-disaster redevelopment specific to each jurisdiction, such as building permit moratoria.

The PDRP also extends beyond traditional local government jurisdiction by including private sector participation in implementation. Future private-sector participation could be formalized through a public-private partnership. At this time however, private-sector stakeholders will be acknowledged as participants through the annual update of the Ordinance 93-20 stakeholder list and by letters to private-sector participants acknowledging their critical participation.

## Redevelopment Task Force

In accordance with Ordinance 93-20, the County has established a Redevelopment Task Force to oversee the reconstruction process and serve as an advisory committee to the Board of County Commissioners on recovery and redevelopment issues. This PDRP expands the role of the Redevelopment Task Force to also serve as an advisory committee to the municipal commissions of City of Tampa, City of Temple Terrace, and Plant City. It also updates the Task Force membership to be composed of the individuals (or their designees) as presented in **Table 2.1**. The Redevelopment Task Force is composed of a broad-based representation of community interests. In addition, the Task Force is supported by a more comprehensive group of stakeholders discussed in **Section 2.2**. Task Force membership is to be reviewed annually and updated if any organizational changes occur in the county or other agencies need to be represented. The County Administrator will serve as the Chairperson of the Redevelopment Task Force. An executive committee subset of the Task Force made up of the County Administrator, City of Temple Terrace Liaison, City of Tampa Liaison, and City of Plant City Liaison have voting authority for cross-jurisdictional decisions that will be recommended to the county commission and municipal boards should a Task Force-level vote be needed.

**Table 2.1 Redevelopment Task Force Membership (Ordinance 93-20)<sup>1</sup>**

County Administrator
Office of Neighborhood Relations Executive Manager
County Attorney
County Fire Chief
Communications Director
County Planning and Growth Management Director
County Building Official
County Solid Waste Management Director
County Management and Budget Director
County Public Works Director
Tampa Bay Port Authority, Port Director
County Sheriff's Emergency Operations Center Office Liaison
County Affordable Housing Department Director
County Economic Development Director
County Facilities Management Director
Emergency Management Office Director
County Division of Transportation Maintenance Director
County Environmental Protection Commission Executive Director
Planning Commission Executive Director
City of Temple Terrace Liaison
City of Tampa Liaison
City of Plant City Liaison
Chamber of Commerce Representative
Board of Realtors Representative
Tampa Electric Company Representative
Verizon Representative
Tampa Bay Builders Association Representative
American Institute of Architects Representative
American Society of Civil Engineers Representative

*Roles and Responsibilities of the Redevelopment Task Force*

The Redevelopment Task Force was given a large set of responsibilities in Ordinance 93-20. Below are the Task Force roles and responsibilities that have not been delegated to the Stakeholder Group or PDRP Staff as described in the next sections as well as some additional oversight responsibilities.

Pre-disaster

The Redevelopment Task Force shall meet on an annual basis prior to the start of the hurricane season to review work done by the Stakeholder Group and PDRP Staff (defined later in **Section 2**) throughout the year and decide on recommendations for the county commission and municipal councils regarding continued implementation. In

---

<sup>1</sup> This list is the 2009 update to Ordinance 93-20. The list is updated annually. For the most up to date Task Force membership, the County Hazard Mitigation Section should be contacted.

addition, particular Task Force members will be expected to participate in ongoing pre-disaster stakeholder meetings and training sessions described in the next sections, as applicable.

Pre-disaster Task Force roles and responsibilities will include, but not be limited to:

- Setting its own procedures and rules, including when a stakeholder or staff-initiated recommendation should be voted on before presenting to an elected body;
- Participating in maintenance of the PDRP including annual reviews and 5-year updates, with particular attention given to evaluating progress and modifications to goals and issues;
- Authorizing additional roles and responsibilities to the PDRP Staff, PDRP Technical Advisory Committees (TACs), County/City Departments, and other organizations as necessary for implementation of the PDRP;
- Overseeing the work of the TACs with assistance from the PDRP Staff;
- Restructuring the Stakeholder Group through modifications or additions to the TACs as necessary for efficient pre and post-disaster implementation of the PDRP;
- Establishing criteria to determine long-term redevelopment priorities and/or recommending modifications to the Stakeholder-selected order of priorities, especially as pertaining to priorities between TAC issues and actions;
- Approving of PDRP Actions recommended by the TACs for the Annual Work Plan and corresponding budget requests prior to these being forwarded to the county or city executive teams and commissions/councils;
- Developing procedures to carry out the County's redevelopment policy, particularly those procedures that promote the mitigation of future disaster damage; and
- Recommending changes to the Hillsborough County Post-Disaster Redevelopment Ordinance, the Hillsborough County Comprehensive Plan, Local Mitigation Strategy, other county plans and codes, and municipal plans and ordinances to the County Commission or municipal councils.

#### Post-disaster

The Redevelopment Task Force shall be responsible for advising the Board of County Commissioners and municipal councils on a wide range of post-disaster recovery, redevelopment, and mitigation issues. Once the PDRP is activated the Task Force will meet to determine a work plan for the post-disaster period based on the best assessments at that time. Regular meetings of the Task Force throughout the post-disaster period will be needed to guide implementation, adjust work plan schedules, and evaluate progress. Due to the unknown nature of post-disaster conditions, the number and timing of meetings will be left to the discretion of the Task Force Chairperson.

To carryout this function, the Task Force shall have the following responsibilities:

- To receive and review damage reports and other analyses of post-disaster conditions, and with the assistance of the Land Use TAC and PDRP Staff, to compare these conditions with mitigation opportunities identified prior to the disaster to discern appropriate areas for post-disaster change and innovation.

- Where needed, the Task Force can review alternative mechanisms for implementing post-disaster actions and recommend the coordination of internal and external resources for achieving these ends.
- To assist PDRP Staff in making budget requests and securing approval of grant agreements.
- To initiate recommendations for the enactment, repealing, or extension of emergency ordinances and resolutions for consideration.
- To review the nature of damages, identify and evaluate alternate program objectives for repairs and reconstruction, and formulate recommendations to guide recovery.
- To formulate special committees and sub-committees as situations warrant.
- To set a calendar of milestones for redevelopment tasks.
- To recommend the repealing or extension of moratoria.
- To evaluate redevelopment progress using pre-determined criteria and indicators where appropriate and to ensure that progress is communicated clearly and factually to the public.
- To ensure that the redevelopment process is as transparent and equitable as possible.
- To review emergency actions and, based on lessons learned, recommend amendments to this PDRP, the Hillsborough County's Post-Disaster Redevelopment Ordinance, CEMP, EOC's Standard Operating Procedures, and the Administrative Code.

## 2.2 STAKEHOLDER ORGANIZATION AND PARTICIPATION

The Redevelopment Task Force is the official representative advisory body for the PDRP with responsibilities designated by the Board of County Commissioners. There are, however, numerous other organizational representatives and government staff with expertise that could be valuable in both the pre-disaster and post-disaster stages of implementation. To capture willing participants, a voluntary stakeholder group has been established that includes the representation of the Task Force but also is open to any resident, business, or other stakeholder participation (non-voting member status). This large body of participants has been divided into eight TACs covering all topics of the PDRP as shown in **Figure 2.1**. The Stakeholder TACs played a key role in the initial plan development as detailed in **Appendix B**. Their future assistance will be sought in both pre-disaster implementation and plan updates as well as post-disaster implementation to the extent possible by a voluntary advisory group. During the pre-disaster period, the Stakeholders involvement will be folded into the already established Local Mitigation Strategy (LMS) Working Group as appropriate. This will allow for efficiencies in staff and volunteer time and strengthen the integration of the two planning efforts.



**Figure 2.1 Stakeholder Organization into Technical Advisory Committees**

### **Technical Advisory Committees (TACs)**

The eight TACs are led by a Chairperson and Vice-Chairperson who are members of the Task Force. Other members of the TACs may be Task Force members or voluntary participants from the larger Stakeholder Group. TAC membership is discussed in the topic-specific section (**Sections 3 through 10**). The Chairperson of each TAC is responsible for reporting to the Task Force. The TACs are the working bodies of the PDRP. It is at this level that new ideas for actions are developed as well as coordination of implementing PDRP actions during the pre-disaster and post-disaster periods. The TACs will meet on an ongoing, regular basis determined by the TAC Chair through coordination with the PDRP Staff. Regular, pre-disaster meetings of the TACs will be held and announced as subgroup initiatives of the LMS Working Group. The TACs will be supported by the PDRP Staff described in **Section 2.3**, who also support the LMS Working Group. The TACs can also request topic-specific support as needed from other local government agencies and participating organizations.

### *Interconnectedness of the TACs*

The TACs are the backbone of implementing the PDRP because through their specialized expertise they will be able to make incremental accomplishments in both the pre-disaster and post-disaster periods across a broad range of community interests. As each TAC focuses on a particular topic of concern, progress can be made simultaneously toward multiple PDRP goals for recovery of the entire community in a shorter amount of time. **Sections 3** through **10** go into great detail of what each TAC is responsible for. The disadvantage of breaking the redevelopment implementation into eight different semi-autonomous committees is that the issues of redevelopment are interconnected and multidisciplinary.

To ensure that implementation of the PDRP is done in a holistic, interconnected manner the PDRP Staff will coordinate interaction between the TACs. The method of interaction will most often be regular meetings that bring together all of the TAC Chairs and Vice Chairs, facilitated by the PDRP Coordinator. In addition, special inter-TAC working meetings will be held to plan and implement certain interdisciplinary actions that require the expertise of multiple TACs' memberships. PDRP Staff and TAC Chairs will coordinate these meetings on an ad-hoc basis.

Each TAC has issues that overlap with another TAC and the actions that fall under each of these issues specify which other TACs should be consulted in implementing the action. See **Appendices D** and **E** for the TACs involved in each action. The Financial Administration and Public Outreach TACs will need to coordinate with other TACs the most. While these TACs have their own issues and actions, they also have roles that touch on every action regardless of TAC. Each action will need resources for implementation and the Financial Administration TAC may be needed for assistance in identifying and securing funding. Most actions will also require some level of public awareness or participation and the Public Outreach TACs' expertise will be needed in these circumstances.

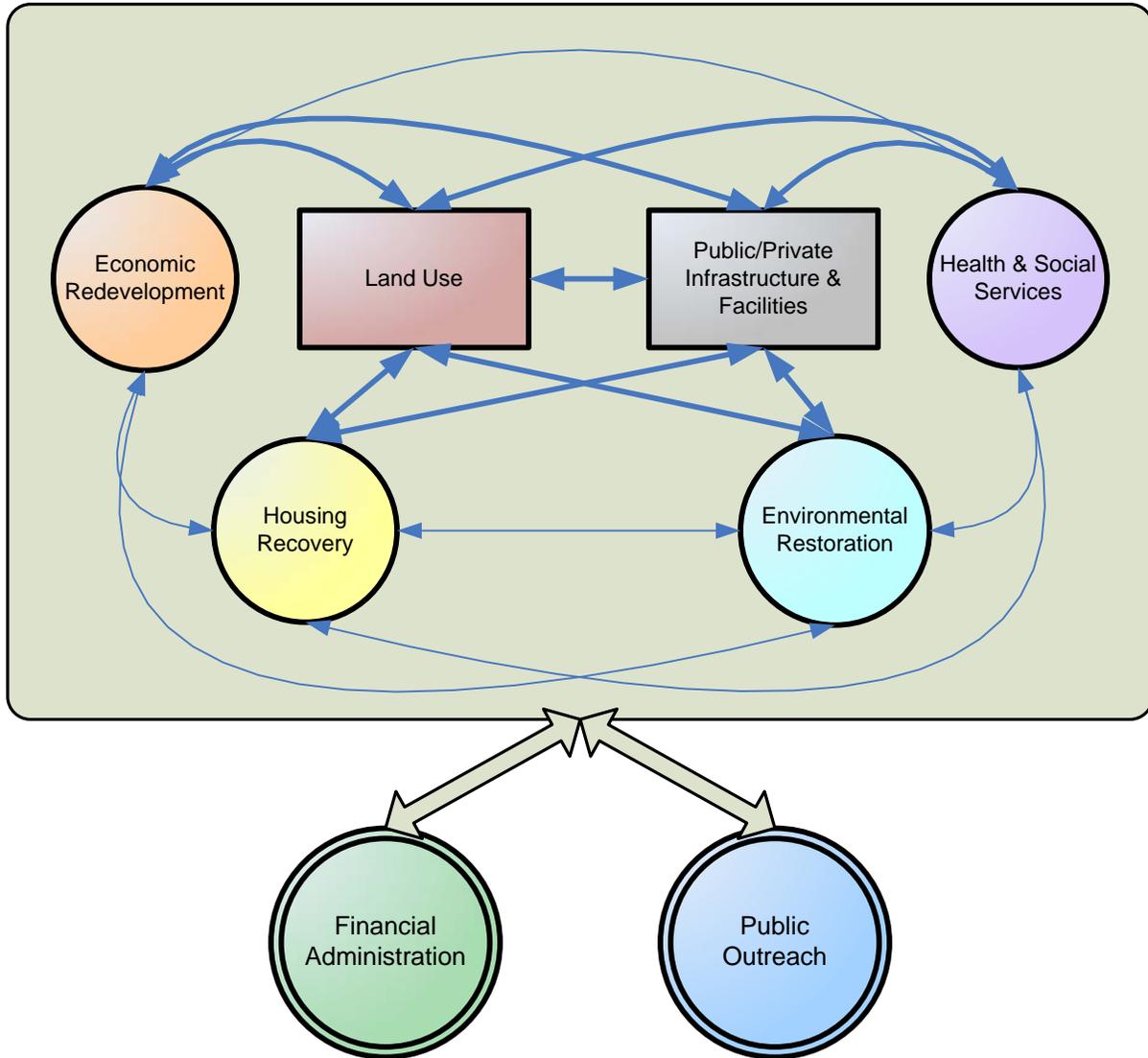
Public Outreach TAC roles and responsibilities specific to working with the other PDRP TACs:

- Receive recommended public outreach actions from the other TACs to consider for implementation and review other TACs' actions to look for opportunities/needs for public outreach.
- Work closely with other TACs on implementing public, outreach-related actions such as coordinating/advertising public meetings and educational opportunities.

Financial Administration TAC roles and responsibilities specific to working with the other PDRP TACs:

- Review each PDRP Action Form annually to determine its financial feasibility in reference to the proposed timeline for that action and to assist the TAC in determining possible funding sources.
- Take the lead in coordinating the application of grants or budget amendments.
- Continually research new private, state, and federal funding opportunities available to the county for mitigation and redevelopment purposes and provide newly identified sources to the PDRP Staff and appropriate TACs.

The Land Use and Infrastructure TACs will also need to interact more often with different TACs because their area of concern is central to all redevelopment activities. **Figure 2.2** illustrates the varying levels of interactions between the TACs through gradated arrow sizes.



**Figure 2.2 Interactions Among the TACs During Implementation**

### 2.3 PDRP STAFF

The PDRP is a complex plan that needs implementation during pre-disaster periods as well as intense implementation post-disaster. The Hazard Mitigation Manager within the Planning and Growth Management Department also serves as the PDRP Coordinator. This position supports the work of the Task Force and TACs, performs plan maintenance and updates, and is the public point of contact for the PDRP. The PDRP Coordinator is supported in this role by other staff in the Hazard Mitigation Section of the Planning and Growth Management Department. In addition to the Hazard Mitigation Section staff,

other county staff should be trained and available to assist the coordinator during the post-disaster period. Essential staff to be trained include grants managers, planners, permitting staff, and communications staff. More details on staff resource needs are discussed in **Sections 3** through **10**.

PDRP Staff will coordinate their work on pre-disaster PDRP implementation and plan maintenance with the LMS program. This will allow for efficiencies in county budgeting since the PDRP Staff described here also support the LMS program.

Each municipality is expected to assign PDRP Coordinator responsibilities to a staff person that can coordinate with County staff, be a point of contact for city residents, and support the work of Task Force members representing the city.

### *Post-Disaster Coordinator Positions*

Ordinance 93-20 charges the Redevelopment Task Force with establishing three overarching coordinator positions during activation of the PDRP. The positions and their duties as described in Ordinance 93-20 are detailed below.

#### Disaster Recovery Redevelopment Coordinator

To facilitate the coordination of disaster assistance from the Federal government and state agencies available to Hillsborough County following a declared disaster.

Duties shall consist of, but not be limited to, the following:

- a. Determine the types of assistance available to the County and the types of assistance most needed.
- b. Assist in the local coordination of federal and state disaster recovery efforts.
- c. Provide local assistance to facilitate federal and state disaster assistance.
- d. Act as facilitator in securing federal or state disaster assistance.
- e. Inform the community of types of disaster assistance available.
- f. Perform other duties as directed by the redevelopment task force or the Board of County Commissioners.

#### Economic Recovery Coordinator

To facilitate the coordination of economic recovery with the business community following a declared disaster.

Duties shall consist of, but not be limited to, the following:

- a. Determine the potential or actual impacts to the local economy and determine short and long term strategies for consideration.
- b. Assist in the local coordination of federal and state economic recovery efforts.
- c. Act as a facilitator in disseminating accurate information to and from the business community and the public as employees.
- d. Inform the business community of the types of disaster assistance available.
- e. Perform other duties as directed by the redevelopment task force or the Board of County Commissioners.

### Hazard Mitigation Coordinator

To facilitate the coordination of hazard mitigation assistance from the federal government and state agencies available to Hillsborough County following a declared disaster.

Duties shall consist of, but not be limited to, the following:

- a. Determine the types of hazard mitigation assistance or funding available to the County and the types of assistance most needed.
- b. Assist in the local coordination of federal and state hazard mitigation efforts.
- c. Provide local assistance to facilitate federal and state hazard mitigation assistance programs.
- d. Act as a facilitator in securing federal or state hazard mitigation funding for local hazard mitigation projects.
- e. Perform other duties as directed by the redevelopment task force or the Board of County Commissioners.

### Modification of the Coordinator Positions

Since the TAC structure and permanent PDRP Coordinator position described above were not established when the ordinance was adopted, the three coordinator positions were intended to provide much needed oversight for the post-disaster period. It is recommended that these positions be modified in light of the new implementing structure after they have either been tested in a post-disaster event or used in a long-term post-disaster exercise. In lieu of these positions, the eight TAC Chairs coupled with the permanent PDRP Coordinator position could serve the functions intended by the ordinance as well as others that have been identified through the PDRP planning process. The Redevelopment Task Force will consider an amendment to the Redevelopment Ordinance in order to modify the Coordinator Positions prior to the first 5-year major update of the PDRP. Until such time, assignments of the Coordinator positions are recommended as follows:

- Disaster Recovery Redevelopment Coordinator – Financial Administration TAC Chair
- Economic Recovery Coordinator – Economic Redevelopment TAC Chair
- Hazard Mitigation Coordinator – PDRP Coordinator (County Hazard Mitigation Manager)

It is also recommended that the County Communications Department Director be included as a fourth Post-Disaster Coordinator position: Redevelopment Public Information Coordinator.

## **2.4 PUBLIC PARTICIPATION**

Transparency of all phases of implementation is a major goal of the PDRP. The Public Outreach TAC will be leading the effort to ensure adequate public participation occurs during pre-disaster and post-disaster implementation phases. **Section 9** details the public outreach strategy and actions for public outreach can be found in **Appendices D and E**.

As was done during the initial planning process, pre-disaster meetings of the TACs and especially of the Stakeholder Group will be open to the public to attend and will be announced through the County's website and other regular means of public notification.

After a disaster, every effort will be made to publicize meetings and keep the public informed, as circumstances allow. Particular post-disaster meetings will be advertised as opportunities for public input. The Public Outreach Section (**Section 9**) includes various methods of communication that may be used after a disaster to make sure that there is public awareness. There will be special efforts for public participation during post-disaster implementation specific to the circumstances of the disaster. Developing a set of indicators that can be used to judge successful communication of the redevelopment progress is one of the recommended actions for pre-disaster implementation by the Public Outreach TAC. One of the indicators recommended to evaluate successful post-disaster implementation is public participation.

## 2.5 TYPE AND LEVEL OF DISASTER

### Type of Disaster

The initial planning process for the PDRP focused exclusively on disaster scenarios resulting from a hurricane. This was done to make the planning process for this complex plan more manageable within a year time frame and because hurricanes are the most likely disaster that will occur and cause impacts that will require long-term redevelopment in Hillsborough County. The intent of the PDRP, however, is to be used in any disaster regardless of the hazard that caused it as long as damage will require long-term redevelopment efforts. Work over the coming years will be done to ensure that the issues of the PDRP encompass all types of disasters. Additional issues may need to be added and additional actions will definitely be needed. Hazards to be incorporated into the PDRP in the future include: wildfire, terrorist attack, and accelerated sea level rise. While sea level rise is not considered a disaster in the typical sense of an emergency event, the impacts of sea level rise are predicted to be disastrous for existing development patterns. Rebuilding from a more typical disaster, such as a hurricane, could also consider mitigation opportunities to increase the community's resilience to future sea level rise. For these reasons, sea level rise would be a good addition to the PDRP.

### Defined Levels of Disaster

The State of Florida defines disaster and the levels of disaster as:

"Disaster" means any natural, technological, or civil emergency that causes damage of sufficient severity and magnitude to result in a declaration of a state of emergency by a county, the Governor, or the President of the United States. Disasters shall be identified by the severity of resulting damage, as follows:

- a. "Catastrophic disaster" means a disaster that will require massive state and federal assistance, including immediate military involvement.
- b. "Major disaster" means a disaster that will likely exceed local capabilities and require a broad range of state and federal assistance.

- c. "Minor disaster" means a disaster that is likely to be within the response capabilities of local government and to result in only a minimal need for state or federal assistance.

(F.S. § 252.34, 2008)

It is the intent that the Hillsborough County PDRP be used to the extent necessary for all levels of disaster. The PDRP will be most useful in the event of a widespread, major or catastrophic disaster; however, particular components of the PDRP and certain actions, such as acquisition of damaged properties, could also occur in a minor or localized disaster. A minor disaster may also be an excellent time to exercise the plan and practice implementation of post-disaster actions.

## 2.6 TIMEFRAME AND TRANSITIONS

The PDRP has an implementation role in both the pre-disaster and post-disaster phases but the intent of all PDRP implementation activities is to improve the community's ability for long-term recovery and redevelopment. In looking at **Figure 2.3**, the PDRP is active during the blue pre-disaster phase of the cycle, the orange phase that is short-term recovery or the transition between response and post-disaster redevelopment, and the yellow phase that represents long-term post-disaster recovery and redevelopment. It shares some of these phases with the implementation of other plans (i.e., the Local Mitigation Strategy and CEMP). Transitions between phases are discussed later in this section.



Source: Australian Development Gateway

Figure 2.3 Phases of Implementation for a Disaster

Pre-disaster Phase – Preparatory activities detailed in the PDRP should be implemented on an on-going basis during normal operations sometimes referred to as “blue skies.” The PDRP should also be exercised prior to a disaster event so that all stakeholders with a post-disaster implementation role are familiar with their responsibilities.

Short-term Recovery Phase – The PDRP has a role during the short-term recovery phase to begin organizing for long-term redevelopment activities in addition to guiding short-term recovery decisions that may have long-term implications (i.e., placement of temporary housing). The short-term recovery phase will begin as the response phase winds down and will continue until critical services are restored. The length of time for this phase will depend on the severity of the disaster and the level of preparedness of the community; it could range from several weeks to a year to complete this phase.

Long-term Recovery and Redevelopment Phase – The PDRP is most active during this phase. The phase begins as short-term recovery activities are accomplished and can last from a couple years for a minor disaster to five or more years for a major or catastrophic disaster.

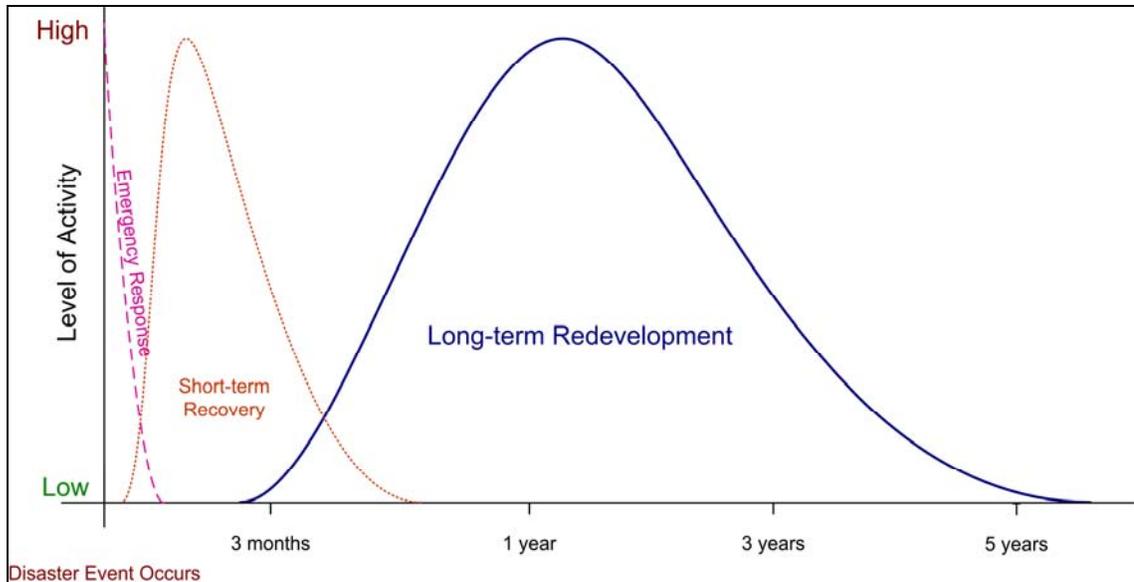
## **Post-Disaster Activation**

In the event of a disaster, the PDRP and its Redevelopment Task Force shall be activated and mobilized for a minimum period of sixty (60) days following the request of the Board of County Commissioners or upon the County Administrator’s direction. The activation of the Redevelopment Task Force may be repealed or extended upon resolution by the Board of County Commissioners if activated for a countywide disaster event. In most circumstances, the County Administrator would direct the activation of the PDRP automatically if a disaster declaration is made.

It is recommended that each municipality adopt a similar redevelopment ordinance to the County’s Ordinance 93-20 that gives them authority to initiate post-disaster redevelopment procedures such as moratoria. While the cities are encouraged to work with the Redevelopment Task Force to accomplish a countywide redevelopment strategy, the city council will be the only entity with authority to activate redevelopment procedures related to land use within its city boundaries. The municipalities also may want to consider adopting redevelopment ordinances that allow them to activate the PDRP just for their jurisdiction should there be a disaster event isolated within their city boundaries that does not warrant countywide involvement, i.e. a minor disaster caused from a sinkhole or wildfire.

### *Triggers and milestones for transitioning between recovery periods*

The length of time of the various post-disaster phases will vary with each disaster. This may be due to the variations between disaster impacts or the circumstances of the community at the time the disaster hit. For instance, during the current economic recession, a physical disaster would take a longer time to recover from than if the economy was very strong at the time of the disaster. In addition, the phases overlap each other and there is no clear distinction when one phase ends and another begins (see **Figure 2.4**). This is especially the case when one is in the midst of recovery efforts.



Adapted from: Southern California Earthquake Preparedness Project, 1991

**Figure 2.4 Probable Post-Disaster Phased Activity for a Major Disaster Scenario**

There are many activities associated with the PDRP that must be prepared for or considered in the early months after a disaster occurs or opportunities could be lost for long-term redevelopment. Even within the long-term redevelopment phase there are going to be transitions that should be identified because they demonstrate progress toward a return to normalcy. The following defines the different phases and gives examples of milestones within each phase.

### Emergency Response

The Emergency Response period includes activities that address the immediate and short-term effects of an emergency or disaster. Response activities are contained within the Emergency Support Functions of the CEMP and include immediate actions to save lives, protect property, meet basic human needs, and begin to restore water, sewer, and other essential services. Milestones that typically mark the end of the Response period include:

- Major streets are cleared of debris;
- Reentry is allowed or at least temporary reentry of the public to assess damage to their personal property; and
- Curfews are reduced or lifted (if a minor disaster).

During the Response period, the PDRP will play no role other than a determination if it should be activated.

### Short-term Recovery

The Short-term Recovery period encompasses such activities as damage assessments, public information, transition from shelters to temporary housing, utility restoration, and debris clearance. Short-term recovery does not include the redevelopment of the built environment, economic sector, or normal social networks. Emergency repairs and minor

reconstruction, however, will occur during this phase as well as decisions that may affect long-term redevelopment. Long-term implications are where the PDRP plays an important role during short-term recovery. Many of the decisions that will shape how long-term redevelopment occurs must be made during this period.

A short-term recovery milestone that is important for the PDRP will be the availability of the results of damage assessments. The TACs will want to review these to assist in making decisions about how to proceed with their actions. For instance, the Land Use TAC will need to see damage assessment reports to begin identifying candidate properties for acquisition.

Milestones that may mark the end of the Short-term Recovery period include:

- Building moratoria are lifted, at least for most areas of the county;
- Power and water is restored to all but the destroyed structures;
- Schools are reopened or temporarily relocated; and
- Most of the road network and traffic signalization is operational.

### Long-term Redevelopment

There are three major components to the Long-term Redevelopment period:

1. Reconstruction – The long-term process of rebuilding a community’s destroyed or damaged housing stock, commercial and industrial buildings, public facilities, and infrastructure to similar levels and standards as existed before the disaster.
2. Holistic Long-term Recovery – The recovery of the economy and quality of life factors within the community, including such things as employment opportunities, social networks, cultural events, environmental quality, and educational and recreational opportunities.
3. Community Enhancement – The process of going beyond restoring all aspects of the community to normal functions by creating conditions improved over those that existed before the disaster. Community enhancement is characterized by activities such as implementing hazard mitigation projects during rebuilding, strengthening building codes, changing land use and zoning designations, improving transportation corridors, building more affordable housing, and developing new economic opportunities.

The PDRP plays an integral role in all of these components and is the lead document for guiding these efforts.

Milestones that may show a successful completion of the Long-term Redevelopment period include:

- Replacement of housing stock adequate for the post-disaster population resulting in ability to remove temporary housing;
- Economic indicators show unemployment has stabilized at a rate near pre-disaster levels or comparative to other similar locations;
- 70% or more of businesses have reopened, remained in business for at least 3 months or have been replaced; and
- Percent of population dependant on disaster assistance and social assistance programs decreased to near pre-disaster levels.

### *Short-term and Long-term Implementation*

The period of post-disaster implementation for the PDRP will begin during the early short-term recovery stage and continue through long-term recovery and redevelopment that could last five or more years, although the goal of this PDRP is to shorten the long-term recovery period to less than five years. While the PDRP and Redevelopment Task Force are activated, other recovery efforts may also be operating. Most notably, the Emergency Operation Center will be operating under the CEMP during the response and short-term recovery phases described above. Should any conflict arise between simultaneous implementation of these plans, the CEMP will take precedence over the PDRP until the end of the short-term recovery phase. The County Administrator is responsible for the overall coordination of recovery efforts and the Emergency Management Department will have a role in monitoring recovery activities throughout the process.

Long-term recovery efforts focus on community redevelopment and restoring the economic viability of the disaster area. The long-term redevelopment phase requires a substantial commitment of time and resources by both governmental and non-governmental organizations. Much of this commitment, which is covered by the PDRP, is beyond the scope of traditional emergency management activities and federal disaster programs. Such activities are most often the results of a catastrophic event that has caused substantial, long-term damages over a very large area.

All actions, listed in **Appendices D and E**, specify whether they are to be implemented during short-term or long-term recovery phases. Some actions may be started or planned for in the short-term period and implemented throughout the long-term period.

### *Regional, State, and Federal Coordination*

An important component of post-disaster implementation is coordination with other government agencies, particularly vertical coordination. One of the major reasons for developing and adopting a PDRP is to retain local control over long-term redevelopment decisions in order to ensure that the community's vision is not forgotten. FEMA and State technical assistance while much welcomed should be structured so that it complements the local efforts of the PDRP Stakeholder Group in implementing the PDRP. Programs such as the Federal Emergency Support Function (ESF) 14, Long-Term Community Recovery and Mitigation<sup>2</sup>, are intended to further local goals, but past experiences have shown that the plans developed from these efforts are not always realistic and can mislead the public. Good coordination between the PDRP Staff, Stakeholder Group, and the federal and state representatives who are trying to assist can most likely solve these problems.

Coordination also needs to be successful since much of the funding for redevelopment originates from the federal government. The various rules for using this funding do not always make sense for the community trying to recover, and so good dialogue with the funding agencies is necessary to obtain any considerations for exceptions to the rules. Federal funding agencies that provide a majority of the recovery funding include the Federal Emergency Management Agency (FEMA), the U.S. Small Business

---

<sup>2</sup> Federal ESFs are numbered differently than ESFs at the local level.

Administration (SBA), and the U.S. Department of Housing and Urban Development (HUD). Staff familiar with the funding mechanisms provided by these agencies should be in close contact between the agencies and the Financial Administration TAC and Redevelopment Task Force to make sure that the post-disaster work plan being recommended by the Task Force can be implemented for the most part through federal disaster funds. Many grants also come directly or pass through the State so coordination with State funding personnel should also be a high priority for PDRP Staff and the Financial Administration TAC.

Horizontal or regional coordination is another area that could greatly impact the speed and quality of long-term recovery in Hillsborough County. Hillsborough County shares a regional economy with the rest of Tampa Bay communities and Polk County. Also it is likely that if the County is hit by a major hurricane, its regional counterparts will be hit as well. During this planning process the PDRP Staff have been actively engaged with the Tampa Bay Regional Planning Council (TBRPC) and the other communities in the area currently developing PDRPs: Pinellas County, Polk County, Manatee County, and Sarasota County. This coordination between these neighboring counties and the TBRPC should continue so that in a post-disaster situation all counties are familiar with each others' plans and can work together on regional recovery issues. Once these regional recovery issues and procedures have been developed, this section should be updated to reflect the coordination that will be necessary post-disaster.

### **Post-Disaster Deactivation**

The PDRP and Redevelopment Task Force automatically deactivates after 60 days if there is no extension granted by the Board of County Commissioners. The length of time for which plan activation is needed will depend on the level of the disaster. The Task Force should recommend deactivation to the County Commission based on their combined expertise and training pertaining to redevelopment and the ongoing evaluation of redevelopment progress with which they are charged. The Task Force should consider whether the actions included in the PDRP for post-disaster implementation, or new ones determined after the event, have been accomplished satisfactorily or if redevelopment has reached an acceptable milestone and can be continued without the oversight of the Redevelopment Task Force.

### **Pre-Disaster Implementation**

The purpose of this PDRP is to prepare the community for a more successful disaster recovery. While having a plan in place for what to do after a disaster occurs is a valuable asset for the County, the ongoing pre-disaster preparations to build disaster resiliency will set Hillsborough County apart from all disaster recovery efforts that have occurred. Pre-disaster implementation will prepare the county for recovery implementation after a disaster by actually putting procedures and policies in place for recovery as well as keeping community leaders and staff familiar with the plan. Also, some pre-disaster actions may build resiliency through hazard mitigation and preclude the need for a particular recovery action. In this PDRP, there are pre-disaster strategies for each of the eight topic sections represented by the TACs. There is a compilation of all pre-disaster actions in **Appendix D**.

It is recommended that efficiencies in pre-disaster implementation be pursued through connecting the PDRP's pre-disaster implementation with implementation of the LMS where appropriate. Since the PDRP Staff are also the LMS Staff and there is an overlap between the membership of the Stakeholder Group and LMS Working Group, they may wish to co-schedule regular meetings of the two planning efforts and combine other activities such as public outreach where the topics compliment each other.

## 2.7 PLAN MAINTENANCE AND UPDATING

### Annual Monitoring and Reporting

The PDRP is a continually evolving plan and many components of it will need ongoing maintenance for the community to be best prepared when a disaster occurs. The PDRP staff will be essential to maintaining the plan and documenting implementation. The following components should be addressed on an annual basis:

- Review Task Force membership and update as needed.
- Document actions that have been completed and remove them from PDRP action lists.
- Include new actions as recommended by the TACs and present to the Task Force.
- Determine if priorities need readjusting and review the actions previously scheduled to be implemented over the next year. Adjust implementation timeframe of actions accordingly.
- PDRP Staff will compile a brief report of accomplishments on behalf of the Task Force and update the PDRP Annual Plan (Appendix D) for presentation to the Board of County Commissioners. Municipal PDRP staff may also want to present this to their city councils.

The PDRP Annual Plan will be available for the County's annual and biennial budget development so that resources needed to implement the actions can be included in the budget requests. Resource allocation will ensure that pre-disaster implementation continues to be an on-going effort. The Action Forms used by TAC members to document PDRP actions to be implemented in the future include fields for information needed to prepare the Annual Plan and budget requests.

It is suggested that the annual reporting process and work plan compilation be completed by the spring and that presentation to the Board of County Commissioners occur by June of each year in preparation for the beginning of the hurricane season as well as the budget cycle. Ideally, annual reporting for the PDRP will be done jointly with the LMS annual report. LMS annual updates occur December through January to comply with a State deadline so including PDRP with the LMS progress report schedule will ensure that annual updates are in place prior to the hurricane season. Prior to presentation to the Commission/councils, it is recommended that annual progress presentations be made to the Citizens Advisory Committee and County and city executive teams.

## Major Five-Year Update

A major update of the PDRP should be performed on a 5-year schedule. The update should be planned to coincide with the LMS update for efficiency of staff and stakeholder time by holding joint meetings and to create synergy between the plans. A public participation program that encompasses both plan updates must be used throughout the PDRP major update process.

In the 5-year update the following would be performed for the PDRP:

1. Research to determine if there is new guidance on PDRP planning or new lessons learned from recent disasters in other communities that could be used to enhance the PDRP,
2. Vulnerability analysis updated if any new data is available\*,
3. Institutional capacity and plans assessments updated\*,
4. Potential funding sources researched and updated\*,
5. Issues reviewed and revised if necessary,
6. Issues reprioritized based on current assessments,
7. Actions updated and additional actions added if applicable, and
8. Documentation of the planning process, including public participation\*.

\* Items that can be updated for use in both the PDRP and LMS.

The 5-year update should also take into consideration updates that have or will be made to the CEMP as well as the LMS. The vulnerability analysis between the PDRP, CEMP, and LMS should all be consistent. The recovery section of the CEMP should also be consistent with the PDRP. The PDRP update should also be used in the Comprehensive Plan's Evaluation and Reporting (EAR) Update Process so that these plans are consistent and that policy recommendations from the PDRP process that have not been made during annual amendments can be considered for inclusion during the EAR.

## Post-Disaster Update

Updating the PDRP to address lessons learned from a disaster is an additional update process that may go above and beyond a typical annual update and may not coincide with a regularly scheduled 5-year update. During post-disaster implementation of the PDRP, it will be the responsibility of the PDRP Coordinator's staff to try to take notice of anything that should become a lesson learned. Lessons learned would include something that becomes a necessary part of recovery implementation but was not included in the PDRP and any other gaps in information that the PDRP could include to make it a better tool for recovery implementation. The redevelopment progress indicators described in the Public Outreach Strategy in **Section 9** may be a useful tool for also analyzing the strengths and weaknesses of the PDRP. Approximately one year after a disaster, a meeting of the Task Force should include agenda items to discuss the success and shortcomings of the PDRP up to this point. At 3 years after the event or whenever recovery implementation has been satisfactorily accomplished and the PDRP is being deactivated, a PDRP "after-action" report should be compiled by the PDRP Coordinator staff with input from the Task Force and Stakeholders to fully examine the lessons learned and how those could be translated into plan updates. This will most

likely include forming new actions and reexamining issues and priorities. Plan updates should be made based on this report shortly after it has been presented to the County Commission and city councils.

## 2.8 EXERCISING THE PLAN

An important component of pre-disaster implementation involves exercising the PDRP and training staff for their post-disaster roles. The disaster recovery literature is clear in that communities who are better prepared recover faster. The roles and responsibilities that many will have to assume after a disaster may be vastly different from their usual jobs and will most likely require special knowledge. An annual exercise coupled with specific job training will help to keep the plan familiar to those that will need to implement it during the stressful post-disaster environment. The goal of the Redevelopment Task Force, TACs, and PDRP Staff should be to know their particular role in the PDRP so well that they only need to use this planning document as a checklist.

Hillsborough County has been holding an annual exercise for its Redevelopment Ordinance for several years now. This year they held a tabletop exercise in conjunction with the annual hurricane training exercise held by the EOC. Using a scenario of a Category 4 hurricane, the exercise participants considered their newly developed issues and actions in relation to a timeline of recovery. More information on this exercise can be found in **Appendix B**. Next year, the Task Force and TACs will be able to more fully exercise the PDRP since at the time of the 2009 tabletop a complete draft was not yet available.

The annual exercise should continue to be held in conjunction with the EOC's hurricane exercise to further explore the transitions between the different recovery phases and how PDRP activities can successfully overlap with CEMP efforts for continuity among plans. The exercise should focus on determining whether the post-disaster actions included in the PDRP are adequate to cover all of the predicted needs. The after-action report from the exercise should identify gaps so that the TACs can develop actions to fill them over the following year's pre-disaster meetings. The exercise should also include sequencing of events to determine if resources will be adequate for all of the actions that will need to be implemented simultaneously.

Another component of the annual exercise can be to assess consistency with the LMS. This would include integrating applicable PDRP actions as projects on the LMS Project List and ensuring that priorities for redevelopment are also priorities for pre-disaster mitigation initiatives.

The State of Florida will be working to identify a model exercise for the PDRPs developed from this pilot project over the next year. The County should request to participate in this project or use its results to further enhance the annual PDRP exercise.