

# Implementation of Priority Redevelopment Area Concept, 2010

Task 2 Deliverable

July 30, 2010

CSA International, Inc.

# Priority Redevelopment Areas Distribution

The Hillsborough County Board of County Commissioners at a June 2009 meeting supported further work on the Priority Redevelopment Area (PRA) concept. Implementation work in 2010 has focused on determining the distribution of where PRAs should be located and choosing two as pilots to study in more detail for designating boundaries and other specifics. The distribution analysis was based on the following data sets:

Primary GIS layers used to distribute PRAs across the county and municipal communities:

- Jurisdiction and Community Planning Area boundaries
- Urban Service Areas
- MPO Transit Needs Map
- Evacuation Analysis Zones

Primary GIS layers used to locate specific PRAs:

- Primary and Secondary Activity Centers (unincorporated)
- Transfer of Development Rights Sending and Receiving Areas (unincorporated)
- Special overlay zones (unincorporated)
- Community Redevelopment Agency boundaries
- FEMA Flood Zones (V, VE, A, AE)
- Level A-C Evacuation Zones
- Housing vulnerability (PDRP Chapter 5)

A draft map of PRA distribution was presented at a meeting of the Land Use and Economic Development Technical Advisory Committees (TACs) on May 21, 2010. Feedback was also solicited via an email to the Land Use, Economic, and Infrastructure TACs in which members were asked to comment on the map and the following questions:

- Are there any areas that are not included as PRAs but would be good candidates?
- Are there any areas that are included (especially Vulnerable Established PRAs) that are not likely to build back?
- Are the areas included as Sustainable PRAs appropriate locations for increased development?
- Are the PRAs identified consistent with economic development plans and would they provide appropriate locations for restoration of the local economy and major employers after a disaster?
- Are there areas of the county or cities currently not identified as PRAs that would be a priority for economic redevelopment (e.g. locations of major employers, small business hubs, workforce housing concentrations, etc)?

Adjustments in distribution were made based on the comments received. **Figure 1** in **Appendix A** shows the recommended generalized locations of PRAs to be used in designating specific PRA boundaries.

## Selection of Pilot Priority Redevelopment Areas

The next step in this implementation project was to select two pilot PRAs (one Sustainable PRA and one Vulnerable Established PRA) to conduct further analysis. Two pilots were preliminary chosen: University Area and Ruskin Community PRAs. Feedback in reference to these selections was solicited through email to the Land Use, Economic, and Infrastructure TACs asking for them to consider the following questions:

- Do you see any potential problems with either of these sites being used in this study at this time?
- Do you disagree with the chosen boundaries of these PRAs for any reasons? Are there areas included in the PRAs that are not ideal or surrounding areas that would be good candidates to be included?
- Are there target industries that could be feasibly relocated to the University Area?
- Would it be reasonable to assume that the University Area would be a desirable option for businesses or residents in severely damaged areas to relocate to after a disaster?
- If Ruskin were to sustain damage from a major event would the population and businesses likely return? (e.g. would it have a strong community will to rebuild like was seen in some neighborhoods of New Orleans after Katrina?)
- Does Ruskin have resources that would be beneficial to the surrounding areas during recovery (i.e. would it be able to serve the purpose of a recovery hub and catalyst for south county redevelopment for the first few years after a disaster)?

Based on the feedback to these questions and a windshield assessment of the South County communities identified as potential PRAs, it was confirmed that the University Area and Ruskin Community PRAs would be suitable pilots for implementation. The boundaries of these two PRAs were also adjusted based on feedback received (see maps in **Appendix A** for chosen boundaries).

## Capability Assessments for Pilot Priority Redevelopment Areas

The purpose of these assessments is to determine the capability of the proposed priority redevelopment areas (PRAs) to provide the functions of a PRA after a disaster and to determine if further criteria may need to be developed for designating PRAs. 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.

Two PRA Pilots have been chosen to test applying the concept to actual locations within the county. The University Area was chosen to represent Sustainable Regional PRA types and the Ruskin Community was chose to represent Vulnerable Established Community PRA types.

# Sustainable Regional PRA Pilot – University Area

## Definition of a Sustainable Regional PRA:

Sustainable PRAs are areas that can be sustainably re/developed 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.

The Hillsborough County PDRP identified four components of a capability assessment for a Sustainable PRA. The following applies those assessment components to the University Area.

## 1. HAZARD ASSESSMENT

A hazard assessment ensures that the PRA is not in a high-risk hazard location, including a floodplain, Category 3 or lower evacuation zone, high-risk wildfire interface zone, and/or a high-risk sinkhole zone. A hazard assessment of the University Area PRA shows:

- The University Area PRA is located outside of all evacuation levels and is not at risk from storm surge.
- There are many transportation corridors with low populations within the University Area PRA which are not within any of the FEMA flood A zones (see Map 2). This includes the Nebraska Avenue transportation corridor, which is part of a larger commercial and industrial area that is expected to be redeveloped to higher densities in the University Future Land Use Map.
- The University Area PRA is at a Very High Risk for sinkhole occurrence, according to FDCA's MEMPHIS Data (see Map 3: University Area Sinkhole Risk). Very High Risk for sinkhole occurrence is not specific to the University Area PRA. All of Northwest Hillsborough County is at Very High or High Risk for sinkhole occurrence.

- Within the boundaries of the University Area PRA, there are some areas labeled with high wildfire risk (Level 8 and 9), according to FRAS model provided by Division of Forestry (see Map 4: University Area Wildfire Risk). The FRAS data is outdated and may not reflect the actually level of risk from wildfire within the University Area PRA.

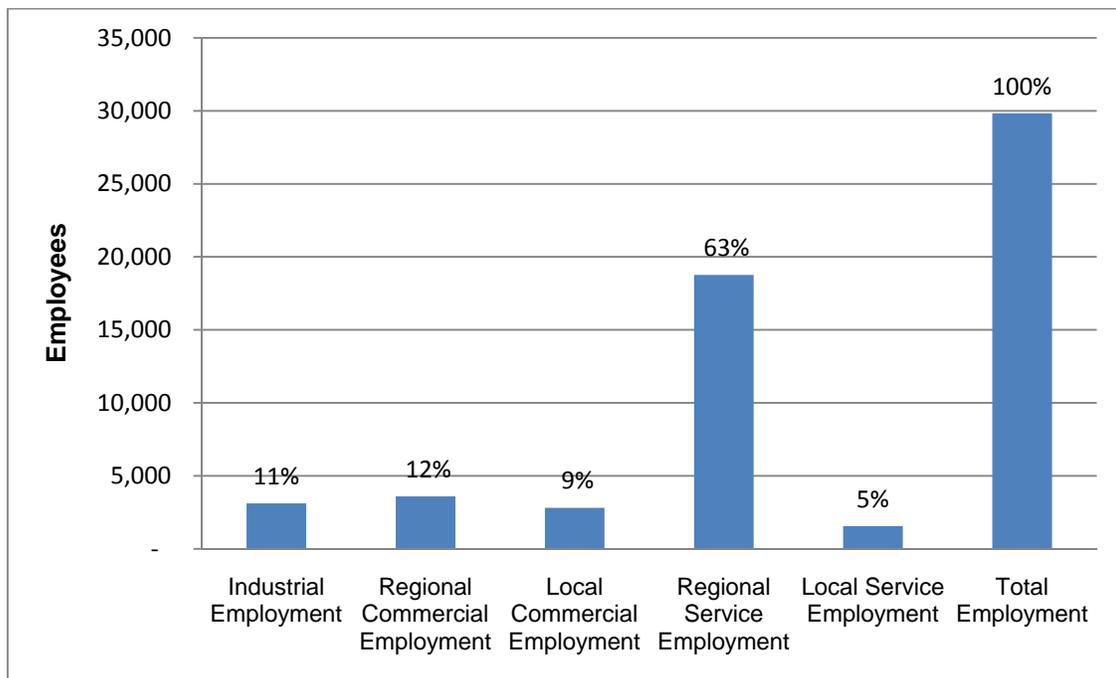
The University Area PRA has a relatively low level of hazard risks when compared to other locations within the County. An established PRA in the University Area could support development and redevelopment within a low hazard risk area. Increased development in a low hazard risk area can reduce the potential long-term community asset losses due to hazard events.

## 2. VISION ASSESSMENT

A vision assessment analyzed the PRA's compatibility with increased development densities and hazard mitigation goals of the PRA based on planning and economic development goals.

There are approximately 29,839 employees in the University Area PRA (see Figure 1). Approximately 75% of the commercial and services industries comprise of regional employees while 14% are local employees that are employed in the same industries. Approximately 11% of the total employees have industrial jobs. As a strong regional economic hub the University Area PRA vision for growth continues.

**Figure 1. Employment in University Area PRA**



Hillsborough County's investment through the Capital Improvement Program has increased the University Area PRA's goal of becoming a more central hub for employment. Since 2004, the County has completed 3 governmental facility projects, costing approximately \$21,789,000, within the University Area (Capital Improvement Program FY 05 - FY 09). This large investment within the community reinforces the

County's commitment to improving the vision of the University Area. Recent governmental facility projects include:

- In December 2004, a new 6,500 sq. ft. University Community Social Services Center was constructed, concurrently with a new Health Clinic. Some of the land was provided by the School District and it was reimbursed \$250,000 in Community Development Grant funds for common area improvements.
- In September 2005, the County constructed an approximately 40,000 sq. ft. building to house an innovative new science and education center targeting children (to age 11) and their families. The Museum is operated by the MOSI foundation, a private non-profit organization.
- In September 2007, a New Medical Examiner Facility was constructed within the University Area. The Facility includes an autopsy suite, body storage, decomposed body storage, toxicology reference lab, training/lecture room, loading dock and offices.

There are additional factors favoring future development and redevelopment of the University Area PRA. These factors include:

- There are four activity centers already located within the University Area PRA.
- The 2035 Long Range Transportation Plan includes a proposed new Bus Rapid Transit and Express routes to be built through the University Area, increasing public transit capacity within the area (see Map 5: University Area Vision Assessment).
- The University Area PRA an Adopted Enterprise Zone, which qualifies it for state and federal financial assistance to stimulate economic investment in this area (see Map 6: University Area Community Adopted Enterprise Zone Location Map). Owners of new, expanding and to-be-rebuilt businesses in the Enterprise Zone may be eligible for state tax incentives, as well as reductions in County impact fees. Incentives available for promoting private sector investments and providing job opportunities for Enterprise Zone residents. Credits and tax refunds are available on State corporate income tax and sale and use taxes.
- The proposed University Area PRA is part of Hillsborough County's Community Development Block Grant (CDBG) program (see Map 7: Hillsborough County Community Development Block Grant (CDBG) USF Area). CDBG funds can be used for a wide range of public service activities, such as employment services, crime prevention, welfare services (excluding income payments), down payment assistance, and, recreational services. CDBG funds may be used to pay for labor, supplies and material as well as to operate and/or maintain the portion of a facility in which the public service is located. CDBG funds may also be used to provide grants or loans to Community Based Development Organizations (CBDO) to carry neighborhood revitalization, community economic development, and/or energy conservation projects.
- The University Area Community, a Community Planning Area, is located within the proposed University Area PRA (see Map 8: University Area Community Planning Area). The University Area Community Master Plan seeks to redevelop this area to meet the university community's needs for growth; encourages the redevelopment of sub-standard and deteriorated housing focused along main streets by utilizing mixed-land uses designs and higher densities; advocates local business and home ownership to promote community stability and reinvestment; and encourages urban infill and redevelopment by promoting economic development, job creation, housing,

- transportation, crime prevention, neighborhood revitalization and preservation, and land use incentives within the University Area Community.
- Design requirements contained in the University Community Area Development Regulations are not overly burdensome for expansions of legally nonconforming residential structures or conversions of existing residential structures to non-residential uses (providing that floor space is not increased by more than 30 percent).
  - The Future Land Use of the University Area envisions higher intensity uses throughout the University Area. (Map 10: University Area Future Land Use). Industrial uses are limited to light industrial uses and only permitted to develop in isolated areas. Multi-use development and public areas may attract development throughout the University Area.
  - Current zoning permits intensive commercial development, multi-family residential and office residential (Map 9: University Area Zoning). These zoning options could allow for higher intensity development to occur within the University Area. The allowance of higher intensity uses increases available capacity for development within the University Area.

The University Area PRA is a strong regional economic hub and would likely continue to attract employees and investment into the area after a disaster. The University Area PRA's long-term vision of higher intensity uses, increased public expenditures on services and strong economic centers are essential components for attracting employees and residents to the area after a disaster.

### 3. RESILIENCY ASSESSMENT

A resiliency assessment of infrastructure and housing stock ensures that an adequate amount of the PRA will be able to be rapidly restored after a major disaster.

A housing stock assessment determines 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 University Area Plan prioritizes the development of owner occupied affordable housing to accommodate the student population and many of the low-income neighborhoods. The plan identifies five distinct neighborhoods, Boulevard, Main Street, Neighborhood Street, Nebraska Corridor and Community Trail, each with a defined character and use. The Community Trail provides mass transit stations and high density residential neighborhoods. The Community Trail neighborhood could be a hub for intense post-disaster development.

#### Housing Vulnerability Analysis

A housing vulnerability analysis was conducted using the methodology described in Section 5 of the Hillsborough County Post-Disaster Redevelopment Plan to determine the percentage of housing in University Area PRA that is likely to be impacted by wind, flood, or storm surge. Maps corresponding to housing vulnerability in the University Area PRA can be found in the attached appendix (see Maps 11 and 12).

A significant portion of the University Area PRA residential housing stock was built after the Florida Building Code was adopted in 2002 meaning that these units are less likely to sustain wind damage from hurricane-force winds. Structures built before these code

enhancements have been shown to have greater probability of sustaining wind damage with age. Based on a study by the University of Florida (as cited in Section 5 of the Hillsborough County PDRP), this analysis estimates vulnerability using the year ranges shown in Table 1.

**Table 1. Wind Vulnerability Categories**

Wind Vulnerability Category	Structure Effective Year Built Range
Least	2002 to present
Moderately	1994 to 2001
Most	Before 1994

Map 11 shows the majority of the residential housing located in the University Area PRA is single-family homes (35%) but there are also multi-family structures (42%) and Senior Multifamily (19%). These housing units are relatively new compared to housing in the rest of Hillsborough County. According to Table 2, approximately 2% of the residential units in University Area PRA were built in 2002 or later and are categorized as being least vulnerable to wind damage. This is significantly lower than the percentage of total housing in Hillsborough County that is categorized as least vulnerable to wind damage (18%). Approximately 97% of the housing in University Area PRA was built before 1994 and is categorized as Most Vulnerable to wind damage which is a higher percentage than the housing categorized as Most Vulnerable in the rest of the county (66%).

**Table 2. Housing Vulnerability to Wind Damage**

Housing Type	Single Family	Multifamily	Low-Income Multifamily	Senior Multifamily	Mobile Home	Total		County Total	
						Units	%	Units	%
Least Vulnerable	49	23	6	37	2	117	2%	66,851	18%
Moderate Vulnerable	23	6	1	4	4	38	1%	59,594	16%
Most Vulnerable	2,108	2,515	8	1,171	25	5,827	97%	249,219	66%
Unknown	-	-	-	-	-	-	0%	529	0%
<b>Total</b>	2,180	2,544	15	1,212	31	5,982	100%	376,193	100%

Map 12 shows the housing stock in University Area PRA that is vulnerable to flooding based on presence in a flood zone<sup>1</sup> and the year the structure was built. All structures located in a designated 100-year flood zone (FEMA Flood Zones A and V) must meet federal flood mitigation regulations as adopted by ordinances in each jurisdiction if the structure was built after these regulations were enacted or if the structure was substantially improved. The strength of the regulations and the level of enforcement have varied over time therefore the level of vulnerability of structures within these designated flood zones varies. Based on estimations by Hillsborough County staff, the time ranges presented in Table 3 were used in this analysis of housing vulnerability to flooding. Structures built or substantially improved since the latest flood regulation enhancements in 2003 are assumed to be the least vulnerable to flooding.

<sup>1</sup> See 2010 Hillsborough County Post-Disaster Redevelopment Plan 2010 for assessment methodology.

**Table 3. Flood Vulnerability Categories**

Flood Vulnerability Category	Structure Effective Year Built Range	Reason
Least	2003 to present	Flood Damage Control Regulations were placed into the County Construction Code in 2002 and further modifications were made in 2003 to strengthen flood protection.
Less	1987 to 2002	Hydrostatic vents were placed into Federal standards in 1985 and local enforcement of these standards followed.
Moderately	1980 to 1986	Flood Damage Control Regulation was adopted to implement the Flood Insurance Rate Map (County and City of Tampa, June 18, 1980).
Most	Before 1980	No flood mitigation required.

Approximately 75% of the housing in University Area PRA is located in a 100-year flood plain. According to Table 4, 1% of the residential units in University Area PRA are located in a 100-year flood plain but were built after the Flood Damage Control Regulations were placed into the County Construction Code in 2002 and further modifications were made in 2003 to strengthen flood protection. These units have been categorized as Least Vulnerable to flood damage. Only 3% of the residential units in Hillsborough County are located in a 100-year flood plain and also built after 2003. Approximately 10% of the housing in University Area PRA is located in a 100-year flood plain but was built before 1980 when no flood mitigation was required.

**Table 4. Housing Vulnerability to Flood Damage**

Housing Type	Single Family	Multifamily	Low-Income Multifamily	Senior Multifamily	Mobile Home	Total		County Total	
						Units	%	Units	%
Least Vulnerable	6	4	3	36	-	49	1%	12,527	3%
Less Vulnerable	10	10	2	289	-	311	5%	24,234	6%
Moderately Vulnerable	80	438	2	5	1	526	9%	19,002	5%
Most Vulnerable	369	48	4	161	8	590	10%	27,620	7%
Unknown	-	-	-	-	-	-	0%	163	0%
Not in Flood Zone	1,715	2,044	4	721	22	4,506	75%	292,647	78%
<b>Total</b>	2,180	2,544	15	1,212	31	5,982	100%	376,193	100%

Table 5 shows the housing units built prior to the 2001 Florida Building Code that are located in each evacuation zone. The Hillsborough County Evacuation Zones represent land area estimated to be impacted by tropical storm or hurricane storm surge (see Table 6). Approximately 0% of all University Area PRA housing (5,982 units) is located in an evacuation zone and considered to be moderately or most vulnerable to wind damage.

**Table 6. Estimated Storm Surge for Each Evacuation Zone**

<b>County Evacuation Zone Level</b>	<b>Estimated Storm Surge</b>
A	Up to 7 feet
B	Up to 13 feet
C	Up to 18 feet
D	Up to 22 feet
E	Up to 28 feet

The University Area PRA is a strong choice for a Sustainable PRA because its housing stock is diverse, affordable, and when compared to the rest of the County, a large proportion of it conforms to current building standards. In addition significant amount of the housing stock is not in the flood zone.

#### **4. CAPACITY ASSESSMENT**

A capacity assessment of infrastructure, land use and zoning density allowances should show that the area can accommodate increased development following a disaster. Hillsborough County's investment through the Capital Improvement Program has increased the University Area PRA's infrastructure capacity to hazard risks within the University Area PRA.

- Since 2004, the County has completed eight stormwater projects, costing approximately \$2,000,000, within the University Area (Capital Improvement Program FY 05 - FY 09). These projects have increased the University Area's capacity to drain stormwater and mitigate its flood risk. Flood mitigation projects include:
- In April 2005, a gravity storm sewer from 27<sup>th</sup> Street, across 13<sup>1st</sup> Avenue toward the VA Hospital was constructed to mitigate flooding from Duck Pond and a pond on the east side of 28<sup>th</sup> Street.
- In May 2005, a permanent duplex pump station was constructed to mitigate flooding which occurs from the Garland Court area's ponds. Historically flooding has occurred during 5-inch or greater rainfalls.
- In July 2005, the County constructed a cross drain near 22<sup>nd</sup> Street and apartments. A roadside conveyance along 136<sup>th</sup> to Fletcher Avenue was also improved to reduce flooding on 136<sup>th</sup> Avenue.

All of these projects reinforce the County's commitment to improving the University Area PRA to hazards.

Additional factors in favor of the University Area Capacity include:

- The University Area Community Master Plan contains a strategy to build new community infrastructure through a combination of public and private funding, including creating a stormwater management plan.
- The University Area Community Master Plan recommends allowing greater flexibility in land-use and density for future development.
- Although the majority of the University area is currently single-family and multi-family residential (refer to Map 13), the Area is zoned for multiple uses and the eastern

section of the PRA (zoned for University Community development) is expected to increase mixed use development near the University; other commercial areas are zoned for intensive commercial development, which allows for dense redevelopment within area. In addition, future land use of office commercial space allows higher densities of .75 FAR than the current land use.

- Ninety percent (90%) of the University PRA is a receiving area for the transfer of development rights (TDR) program; a significant population northeast of the PRA is in both the Flood Zone A and is sending areas in the TDR program (refer to Map 14). This could effectively reduce populations in flood zone areas and increase density in the University Area.

## Vulnerable Established Community PRA Pilot – Ruskin

### Definition of a Vulnerable Established Community PRA:

Vulnerable PRAs contain essential location-dependent facilities, are well-established community centers integral to economic recovery and returning to normalcy, and/or are planned growth areas critical to regional visions for the future. 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 to be even more rapid after a disaster. 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 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.

## 1. CRITICAL FACILITIES ASSESSMENT

The critical facilities and services located in the Ruskin Community PRA that will be assets during redevelopment include (see **Map 15**):

- The South County Services Center which could function as a prime location for the County to offer necessary services in a post-disaster situation

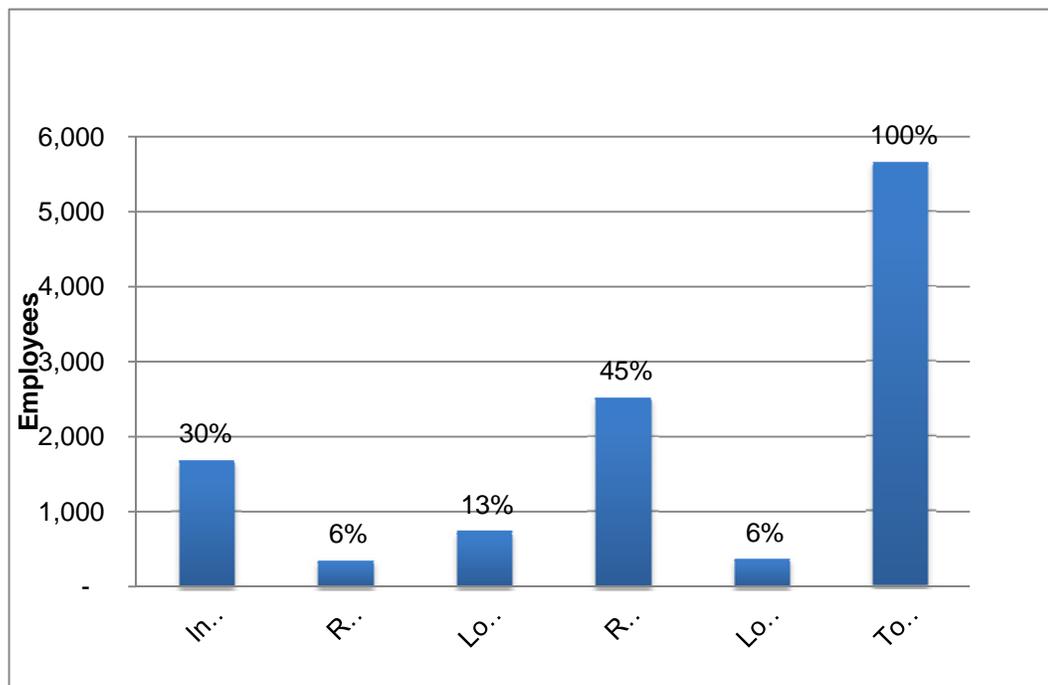
- The Ruskin Neighborhood Services Center
- Shelter/Schools: Lennard High School
- Schools: Ruskin Elementary
- Police Stations: Ruskin Community Station; District IV Sheriff's Office
- Fire Stations: Station 17 (Ruskin)
- South Bay Hospital which is not located within the Ruskin Community PRA boundaries but is located in the Sun City Community PRA (a neighboring PRA)
- A community college and elementary school are included in the South Shore Corporate Park development plans
- Commercial to meet everyday needs: Grocery stores; gas stations; pharmacies; bank/credit unions; hardware stores; hotels/motels

Ruskin has a number of facilities that will be useful to the residents of Ruskin and the surrounding communities after a disaster. A PRA in Ruskin could serve as a hub to support redevelopment in the surrounding South County area.

## 2. ECONOMIC ASSESSMENT

There are approximately 5,665 employees in the Ruskin Community PRA (see **Figure 2**). Approximately 51% are regional employees and 19% are local employees that are employed in commercial and service industries. Approximately 30% of the total employees have industrial jobs.

**Figure 2. Employment in Ruskin**



According to the 2004 Community Plan, historically agriculture was the dominant industry in the Ruskin area and, although farming has significantly declined since the 1970s, the Ruskin

community still celebrates its agricultural heritage. As evident from the Ruskin Community PRA Existing Land Use Map (**Figure 16**), there is still a substantial amount of land in the Ruskin Community PRA that is currently used for agricultural purposes. The Future Land Use Map (**Figure 17**) also indicates a portion of the Ruskin Community PRA east of I-75 that is designated agricultural/rural.

The Ruskin Town Center Special Zoning District was established to encourage commercial development within downtown Ruskin that is compatible with a small town community. According to the 2004 Ruskin Community Plan, a revitalized downtown will provide opportunities for business growth and jobs in Ruskin in the near future.

Hillsborough County has granted a Development Order to Artesian Farms, Inc. for South Shore Corporate Park, a 1,007 acre, mixed-use development located in the Ruskin Community PRA in southern Hillsborough County, generally northwest of the I-75/S.R. 674 intersection, south of 19th Avenue and the Wolf Creek Branch DRI and southeast of the Apollo Beach/Harbor Bay communities. The parcel is east of downtown Ruskin and across the Interstate from the Sun City Center community. The development scenario is detailed in **Table 7**.

**Table 7. South Shore Corporate Park Development Plans**

<b>Land Use</b>	<b>Phase 1 (2002-2013)</b>	<b>Phase 2 (2013-2017)</b>	<b>Total</b>
Light Industrial (Sq. Ft.)	2,644,220	2,919,305	5,563,525
Commercial (Sq. Ft.)	100,000	99,000	199,000
Office (Sq. Ft.)	50,000	363,800	413,800
Residential/Multi-Family (Units)	880	1,486	2,366
Residential/Single-Family (Units)	500	-	500
Hotel (Rooms)	150	-	150
Community College (Students)	500	500	1,000
Elementary School (Acres)	15	-	15
High School (Acres)	50	-	50

Due to the fact that there are plans to increase light industrial, commercial, and office space through both the South Shore Corporate Park Development and the Ruskin Town Center Special Zoning District, Ruskin is likely to experience an increase in regional and local economic activity making it a strong choice for a Vulnerable Established Community PRA in South Hillsborough County. If quickly restored after a disaster, the South Shore Corporate Park could draw employees back to South County and revive economic activity. If a disaster event were to occur before development of the South Shore Corporate Park is complete, the site would be an ideal location for temporary post-disaster services due to its size and recent infrastructure improvements including the widening of several streets.

### **3. HOUSING STOCK ASSESSMENT**

The 2004 Ruskin Community Plan prioritizes the development of housing to accommodate a diverse population and income levels. The plan identifies four distinct neighborhoods, each with a defined character and housing type. The “Old Ruskin” neighborhood west of downtown consists of lower density single-family housing in keeping with the traditional character of the area. The area east of downtown and west of the I-75 employment center

will accommodate a variety of housing types including multi-family and entry-level housing. The area south of College Avenue includes a more suburban style and type of residential development with environmental safeguards for the redevelopment of property along the Little Manatee River. The area southeast of I-75 will retain its rural and agricultural character.

### Resident Demographics

Ruskin is a diverse community that, according to its 2004 Community Plan, celebrates its multi-cultural population and aims at attracting citizens who "put down roots" and become involved in the larger community. According to **Table 8**, approximately 33% of residents are Hispanic or Latino (of any race) which is higher than the Hispanic population in Hillsborough County (18%)<sup>2</sup>.

**Table 8. Race in Ruskin**

Population (by race)	Estimate	Percent
Hispanic or Latino (of any race)	3,489	33%
White	8,923	83%
Black	113	1%
American Eskimo	58	1%
Asian	38	0%
Hawian/Pacific Islander	13	0%
Other	1,351	13%
Multiple Races	210	2%

Source: Estimates based upon 2000 US Census Data.

The Median household income in Ruskin is \$28,228 which is lower than that of Hillsborough County (\$40,663) and the State of Florida (\$38,819). Approximately 65% of Ruskin residents are home owners and the median value of a home is \$80,400. Vulnerable Established Community PRAs should be communities, like Ruskin, that consist of residential structures that are affordable to the county workforce. Ideally, the availability of this housing shortly after a disaster will enable the workforce to return to the County and back to work as soon as possible.

### Housing Vulnerability Analysis

A housing vulnerability analysis was conducted using the methodology described in **Section 5** of the Hillsborough County Post-Disaster Redevelopment Plan to determine the percentage of housing in Ruskin that is likely to be impacted by wind, flood, or storm surge. Maps corresponding to housing vulnerability in Ruskin can be found in the attached appendix (see **Maps 18-20**).

A significant portion of the Ruskin residential housing stock was built after the Florida Building Code was adopted in 2002 meaning that these units are less likely to sustain wind damage from hurricane-force winds. Structures built before these code enhancements have been shown to have greater probability of sustaining wind damage with age. Based on a

<sup>2</sup> All demographic statistics are approximations derived from the 2000 US Census data.

study by the University of Florida (as cited in Section 5 of the Hillsborough County PDRP), this analysis estimates vulnerability using the year ranges shown in **Table 9**.

**Table 9. Wind Vulnerability Categories**

Wind Vulnerability Category	Structure Effective Year Built Range
Least	2002 to present
Moderately	1994 to 2001
Most	Before 1994

The majority of the residential housing located in the Ruskin Community PRA is single-family homes (71%) but there are also multi-family structures (11%) and mobile homes (18%). These housing units are relatively new compared to housing in the rest of Hillsborough County. According to **Table 10**, approximately 48% of the residential units in Ruskin were built in 2002 or later and are categorized as being least vulnerable to wind damage. This is significantly higher than the percentage of total housing in Hillsborough County that is categorized as least vulnerable to wind damage (18%). Approximately 46% of the housing in Ruskin was built before 1994 and is categorized as Most Vulnerable to wind damage which is a smaller percentage than the housing categorized as Most Vulnerable in the rest of the county (66%).

**Table 10. Housing Vulnerability to Wind Damage**

Housing Type	Single Family	Multifamily	Low-Income Multifamily	Mobile Home	Total		County Total	
					Units	%	Units	%
Least Vulnerable	2,168	319	2	83	2,572	48%	66,851	18%
Moderate Vulnerable	147	4	2	147	300	6%	59,594	16%
Most Vulnerable	1,490	263	1	735	2,489	46%	249,219	66%
Unknown	-	-	-	-	-	0%	529	0%
<b>Total</b>	3,805	586	5	965	5,361	100%	376,193	100%

**Map 19** shows the housing stock in Ruskin that is vulnerable to flooding based on presence in a flood zone<sup>3</sup> and the year the structure was built. All structures located in a designated 100-year flood zone (FEMA Flood Zones A and V) must meet federal flood mitigation regulations as adopted by ordinances in each jurisdiction if the structure was built after these regulations were enacted or if the structure was substantially improved. The strength of the regulations and the level of enforcement have varied over time therefore the level of vulnerability of structures within these designated flood zones varies. Based on estimations by Hillsborough County staff, the time ranges presented in **Table 11** were used in this analysis of housing vulnerability to flooding. Structures built or substantially improved since the latest flood regulation enhancements in 2003 are assumed to be the least vulnerable to flooding.

<sup>3</sup> See 2010 Hillsborough County Post-Disaster Redevelopment Plan for assessment methodology.

**Table 11. Flood Vulnerability Categories**

Flood Vulnerability Category	Structure Effective Year Built Range	Reason
Least	2003 to present	Flood Damage Control Regulations were placed into the County Construction Code in 2002 and further modifications were made in 2003 to strengthen flood protection.
Less	1987 to 2002	Hydrostatic vents were placed into Federal standards in 1985 and local enforcement of these standards followed.
Moderately	1980 to 1986	Flood Damage Control Regulation was adopted to implement the Flood Insurance Rate Map (County and City of Tampa, June 18, 1980).
Most	Before 1980	No flood mitigation required.

Approximately 56% of the housing in Ruskin is located in a 100-year flood plain. According to **Table 12**, 27% of the residential units in Ruskin are located in a 100-year flood plain but were built after the Flood Damage Control Regulations were placed into the County Construction Code in 2002 and further modifications were made in 2003 to strengthen flood protection. These units have been categorized as Least Vulnerable to flood damage. Only 3% of the residential units in Hillsborough County are located in a 100-year flood plain and also built after 2003. Approximately 19% of the housing in Ruskin is located in a 100-year flood plain but was built before 1980 when no flood mitigation was required.

**Table 12. Housing Vulnerability to Flood Damage**

Housing Type	Single Family	Multifamily	Low-Income Multifamily	Mobile Home	Total		County Total	
					Units	%	Units	%
Least Vulnerable	1,142	319	-	1	1,462	27%	12,527	3%
Less Vulnerable	168	25	1	53	247	5%	24,234	6%
Moderately Vulnerable	165	102	1	40	308	6%	19,002	5%
Most Vulnerable	799	134	-	71	1,004	19%	27,620	7%
Unknown	-	-	-	-	-	0%	163	0%
Not in Flood Zone	1,531	6	3	800	2,340	44%	292,647	78%
<b>Total</b>	<b>3,805</b>	<b>586</b>	<b>5</b>	<b>965</b>	<b>5,361</b>	<b>100%</b>	<b>376,193</b>	<b>100%</b>

**Table 13** shows the housing units built prior to the 2001 Florida Building Code that are located in each evacuation zone. The Hillsborough County Evacuation Zones represent land area estimated to be impacted by tropical storm or hurricane storm surge (see **Table 14**). Approximately 45% of all Ruskin housing (2,411 units) is located in an evacuation zone and considered to be moderately or most vulnerable to wind damage. Approximately 20% of Ruskin housing is located in a Level A Evacuation Zone and is moderately or most vulnerable to wind while nearly 12% is located in a Level B Evacuation Zone and moderately or most vulnerable to wind. This means that these homes have a higher probability of being damaged by both wind and storm surge, depending on the intensity of the hurricane.

**Table 13. Housing Located in Evacuation Zones and Built after the 2001 Florida Building Code**

Housing Type	Level A	Level B	Level C	Level D	Level E	Total
Single family	789	479	81	140	65	1,554
Multifamily	223	30	3	2	-	258
Low-income Multifamily	-	1	1	-	-	2
Senior Multifamily	-	-	-	-	-	-
Mobile home	70	114	71	263	79	597
Total	1,082	624	156	405	144	2,411
% of Total Housing	20%	12%	3%	8%	3%	45%

**Table 14. Estimated Storm Surge for Each Evacuation Zone**

County Evacuation Zone Level	Estimated Storm Surge
A	Up to 7 feet
B	Up to 13 feet
C	Up to 18 feet
D	Up to 22 feet
E	Up to 28 feet

According to the 2004 Ruskin Community Plan, projections for the year 2025 call for a total of 9,178 dwelling units with a population of approximately 21,800 people. If these projections remain accurate, Ruskin will experience a building boom that will result in a significant increase in new housing that meet current codes and are more resilient to wind, flood, and storm surge. However, the current state of the housing market will likely result in a lower number of new residential units than was predicted in 2004. The new housing units included in the South Shore Corporate Park Development Plans should be built to meet current building codes.

Ruskin is a strong choice for a Vulnerable Established Community PRA because its housing stock is diverse, affordable, and when compared to the rest of the County, a large proportion of it conforms to current building standards.

#### **4. PLANNING FRAMEWORK ASSESSMENT**

A planning framework assessment determines 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.

Regulation and standards that are consistent with the definition of a Vulnerable Established Community PRA:

- There is one activity center and one secondary activity center located within the Ruskin Area PRA.

- The 2035 Long Rang Transportation Plan includes a new transit express route to be built approximately 3 miles from the western Ruskin PRA boundary, increasing public transit accessibility within the area.
- Development guidelines are utilized to promote housing designs that reflect the character of residential development within the Ruskin community.
- The Future Land Use of the Ruskin Area envisions higher intensity uses and mixed-use development throughout the Ruskin Area. Office Commercial (.75 FAR) is limited to the US HWY 41 corridor and Downtown Ruskin. The Future Land Use also increases available area for multi-use development and natural preservation, which may attract development and populations to the Ruskin Area.
- Current zoning permits intensive commercial development (approximately 88 acres), multi-family residential (approximately 151 acres) and residential duplex (approximately 246 acres) (see Map 21).
- The Ruskin Area is part of the Hillsborough County's Community Development Block Grant (CDBG) program (see Map 22). CDBG funds can be utilized for a wide range of public service activities, such as employment services, crime prevention, welfare services (excluding income payments), down payment assistance, and recreational services. CDBG funds may also be utilized to pay labor costs, supplies, and material to operate and/or maintain the portion of a facility in which the public service is located. CDBG funds may also be used to provide grants or loans to Community Based Development Organizations (CBDO) to revitalized neighborhoods, provide community economic development, and/or energy conservation projects.
- There are a number of historic structures and sites in the Ruskin Community PRA that should be preserved.

Elements of the Ruskin Community Vision Statement (from the 2004 Ruskin Community Plan) that are consistent with the definition of a Vulnerable Established Community PRA:

- The protection and preservation of natural resources is a priority and the Community Vision Statement supports the acquisition of additional land for preservation, restoration, natural habitat and parks (see Map 23). This is consistent with the goals of the Hillsborough County PDRP and has hazard mitigation benefits.
- Upgrading the current sewer system to facilitate redevelopment of the business center and Town Center is included in the Community Plan. These infrastructure upgrades will be an asset during redevelopment
- The Community Plan includes providing for appropriate facilities and services as the community grows including a new regional library for the South County area and sheriff and fire services.
- The Community Plan supports mass transit opportunities and implementing the Characteristics of Livable Neighborhood Guidelines for future residential development within Ruskin to ensure an attractive community that balances new development with historic use. This is consistent with the goals of the Hillsborough County PDRP.
- The Community Plan emphasizes that native landscaping and trees should be used in new development as well as maximizing the retention of native plant species when new development occurs and require new development to remove invasive non-native plants. This has hazard mitigation benefits.
- The Ruskin Community Plan limits US 41 to two through lanes in each direction which is consistent with limiting development in Vulnerable Established Community PRAs.

## Next Steps

The following next steps for PDRP implementation are included in the Hillsborough County PDRP:

### 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 capability, 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

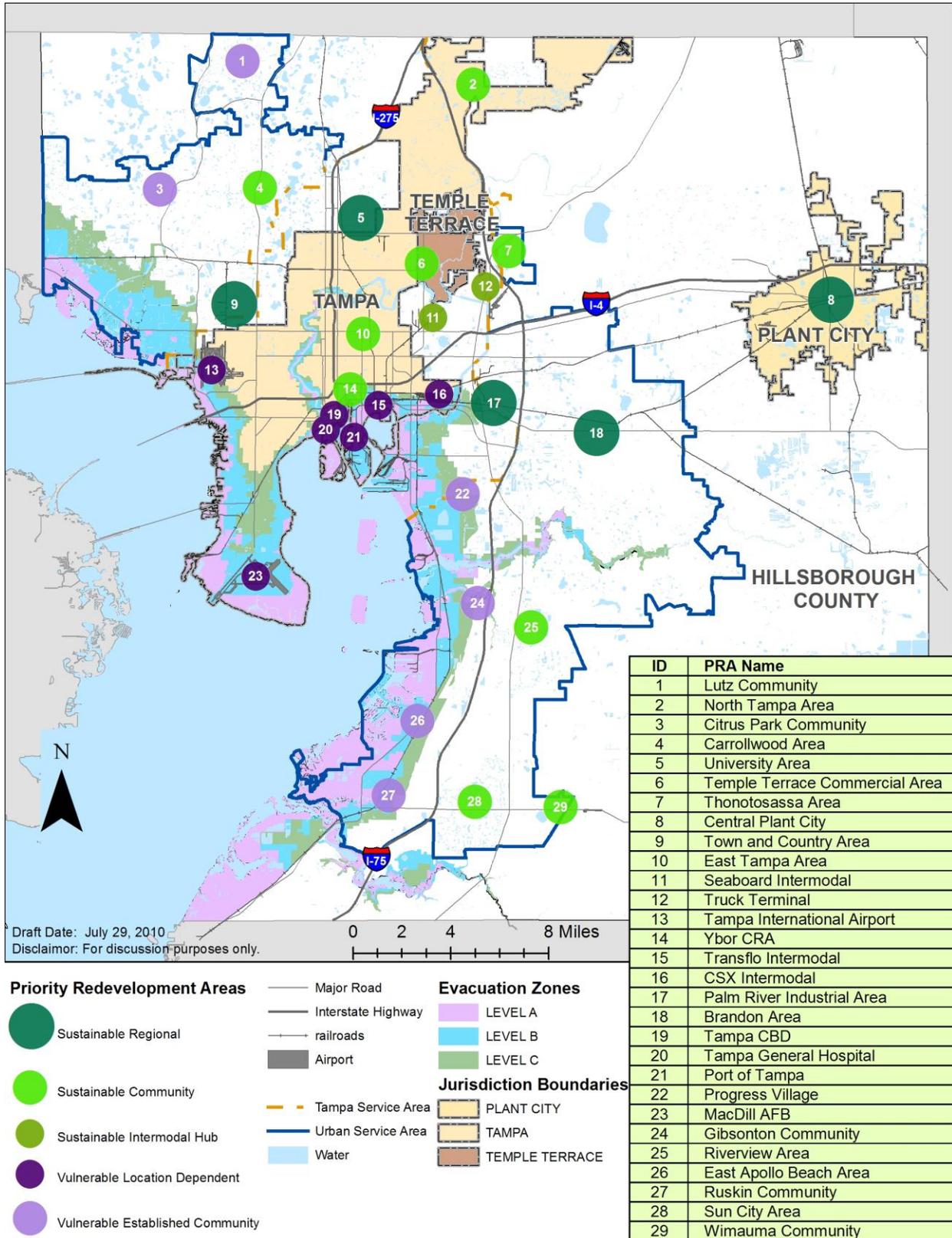
The Land Use TAC and Public Outreach TAC will need to team on presenting the PRA concept to the public and advertising the benefits and incentives available through the pilot PRAs should a disaster strike. This is critical if the PRAs are to be fully realized in the post-disaster recovery process. If 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

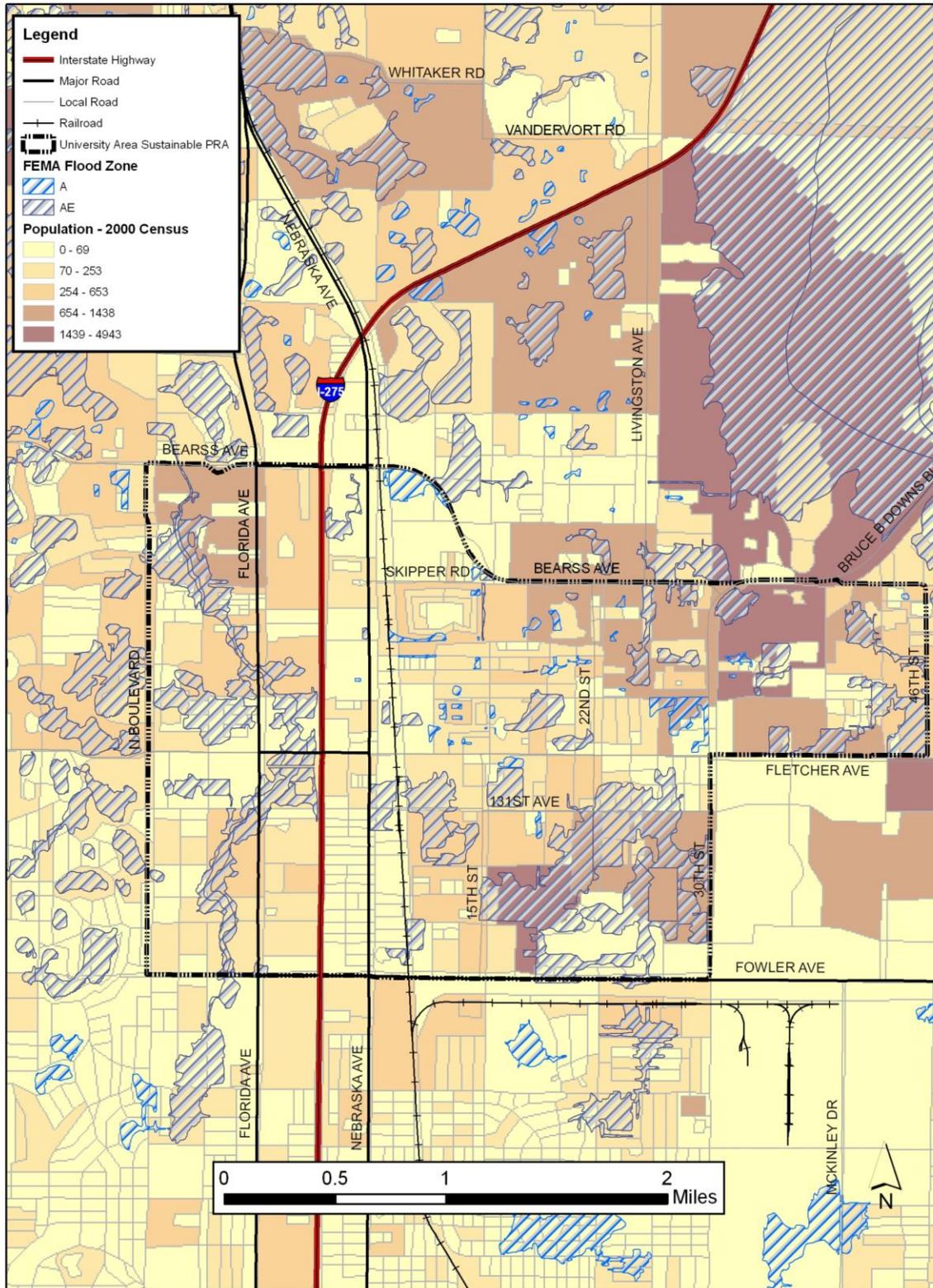
Upon declaration of a disaster, policies and incentives for PRAs passed prior to the disaster will become effective. This may include incentives such as rapid permitting, TDR multiplier, provision of temporary business space until permanent space within the PRA can be secured, etc. Should a disaster 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.

## **Appendix A: Maps**

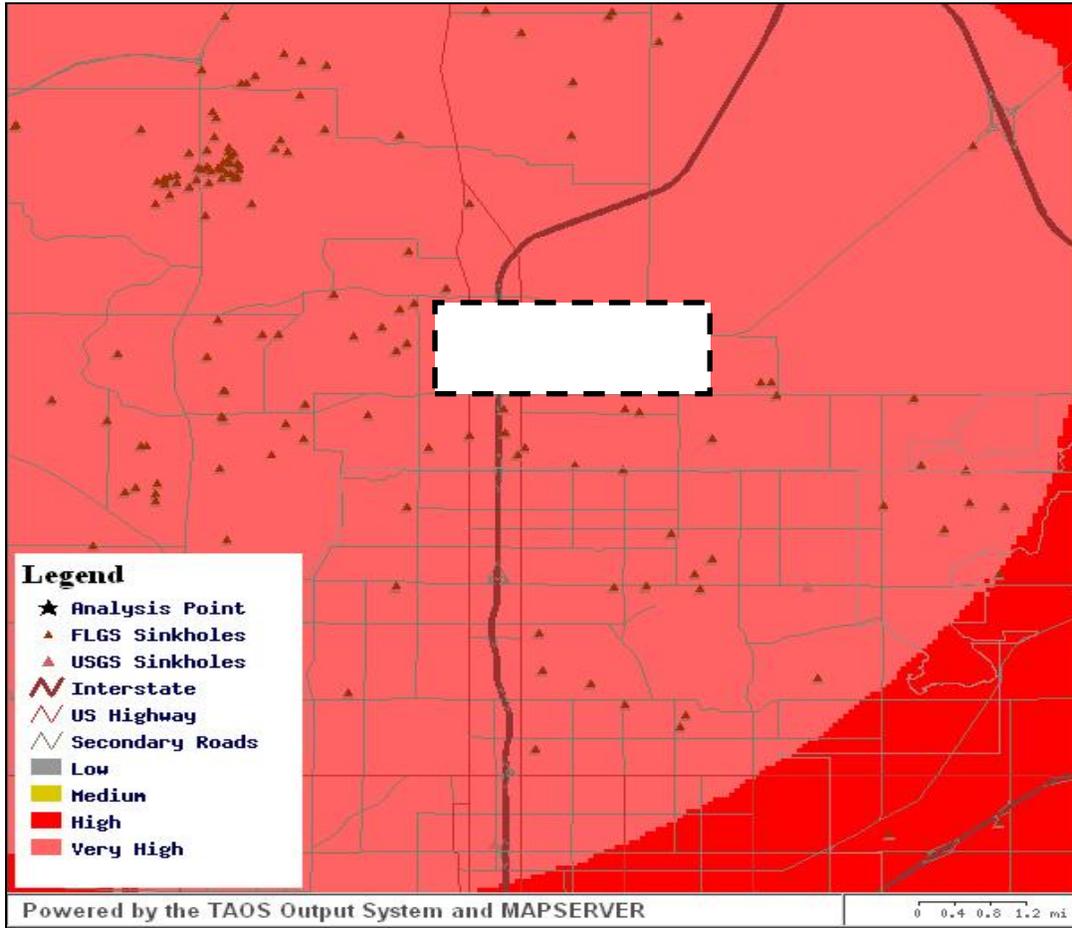
**Map 1. Priority Redevelopment Area Distribution**



**Map 2. University Area Flood Risk Assessment**

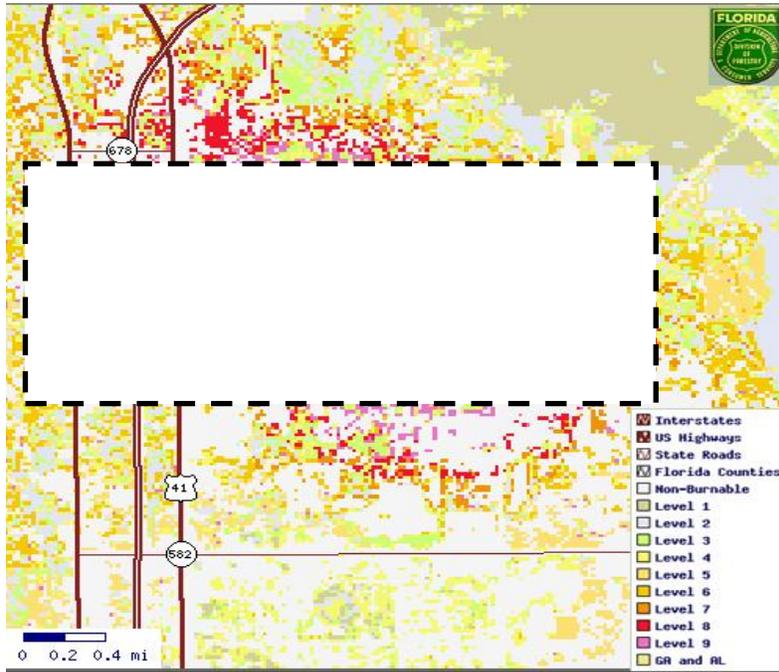


### Map 3. University Area Sinkhole Risk



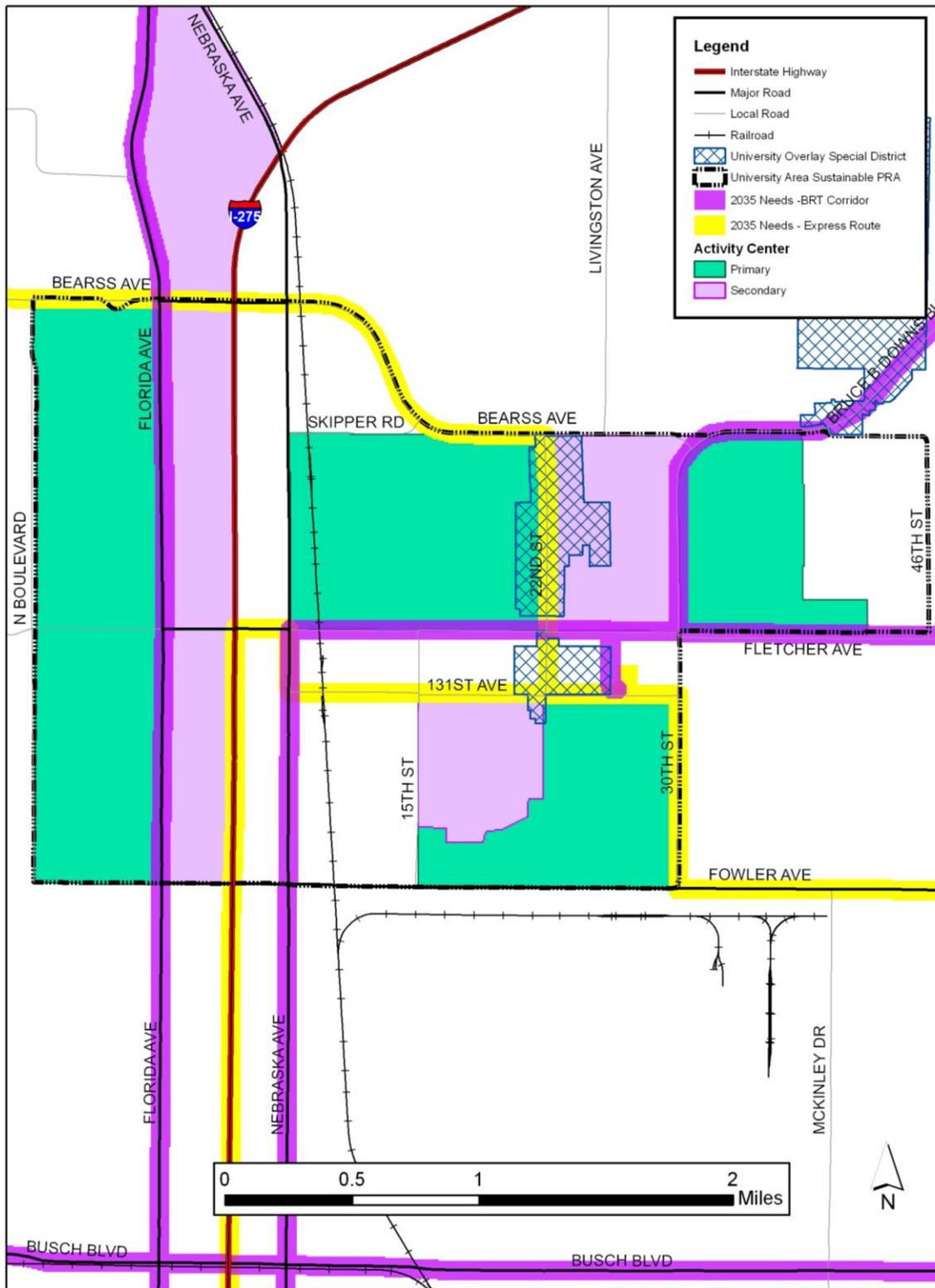
Source: FDCA, MEMPHIS for Florida Local Mitigation Strategy Support

## Map 4. University Area Wildfire Risk

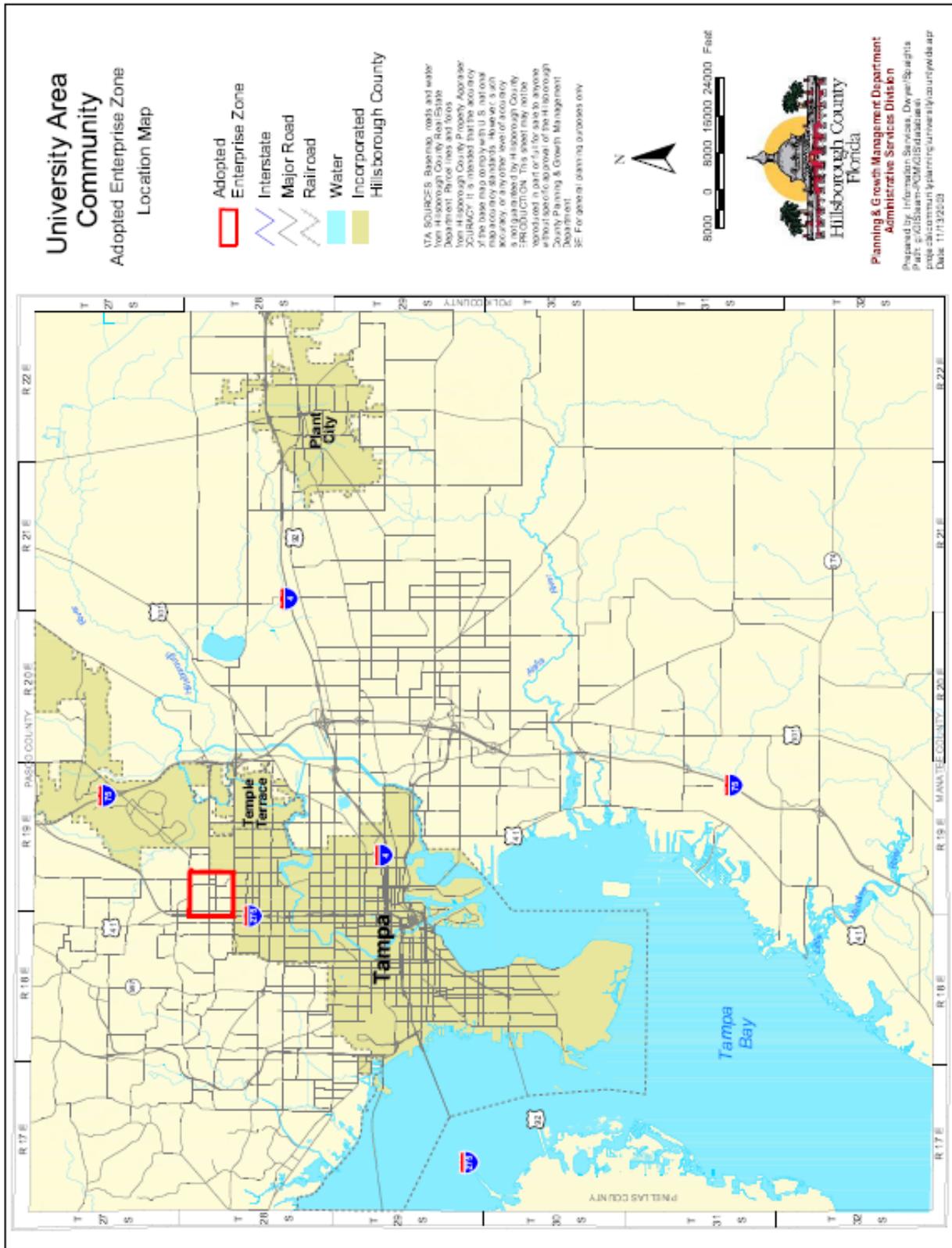


Source: Florida Division of Forestry, Wildland Fire Risk Assessment System

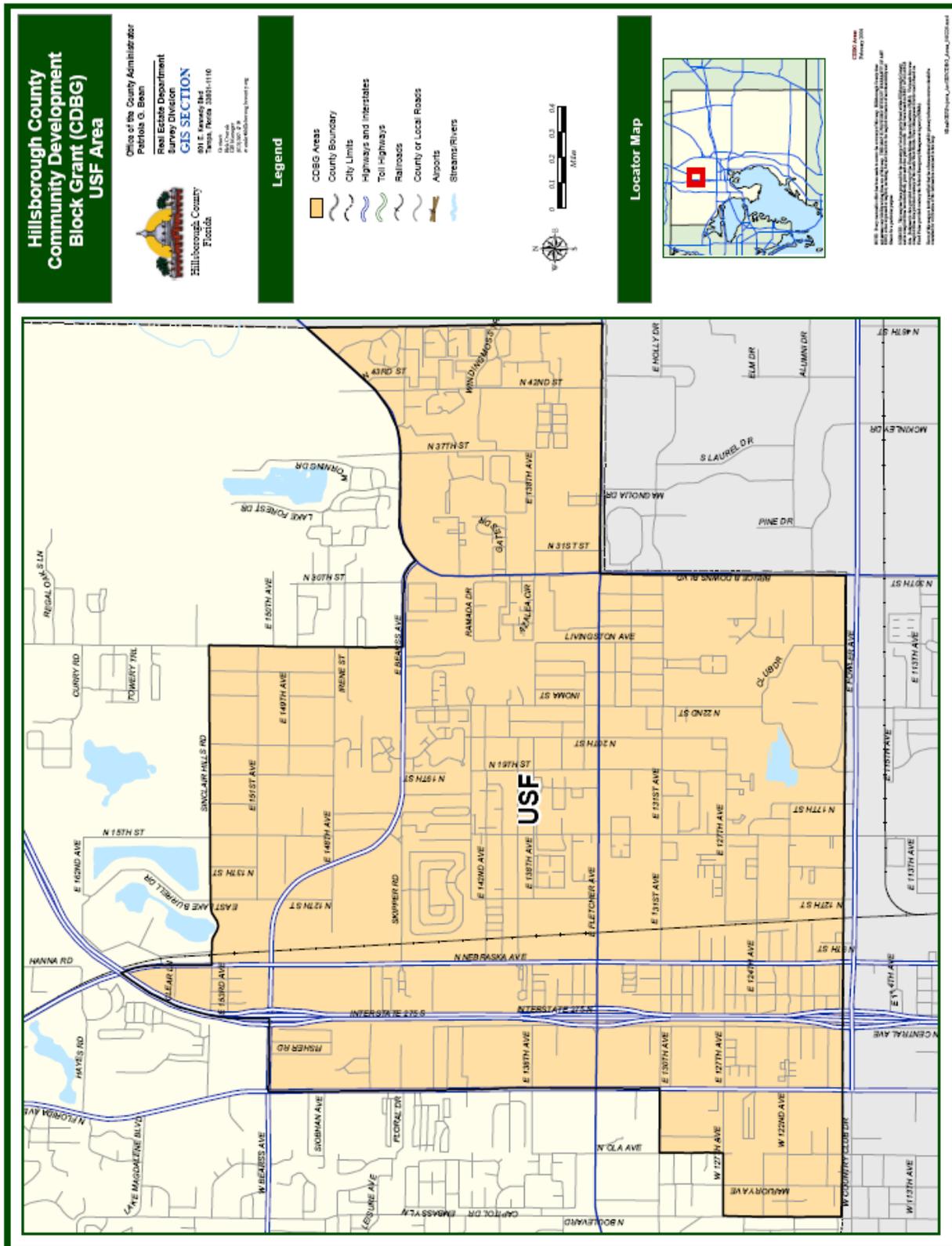
# Map 5. University Area Vision Assessment



# Map 6. University Area Enterprise Zone



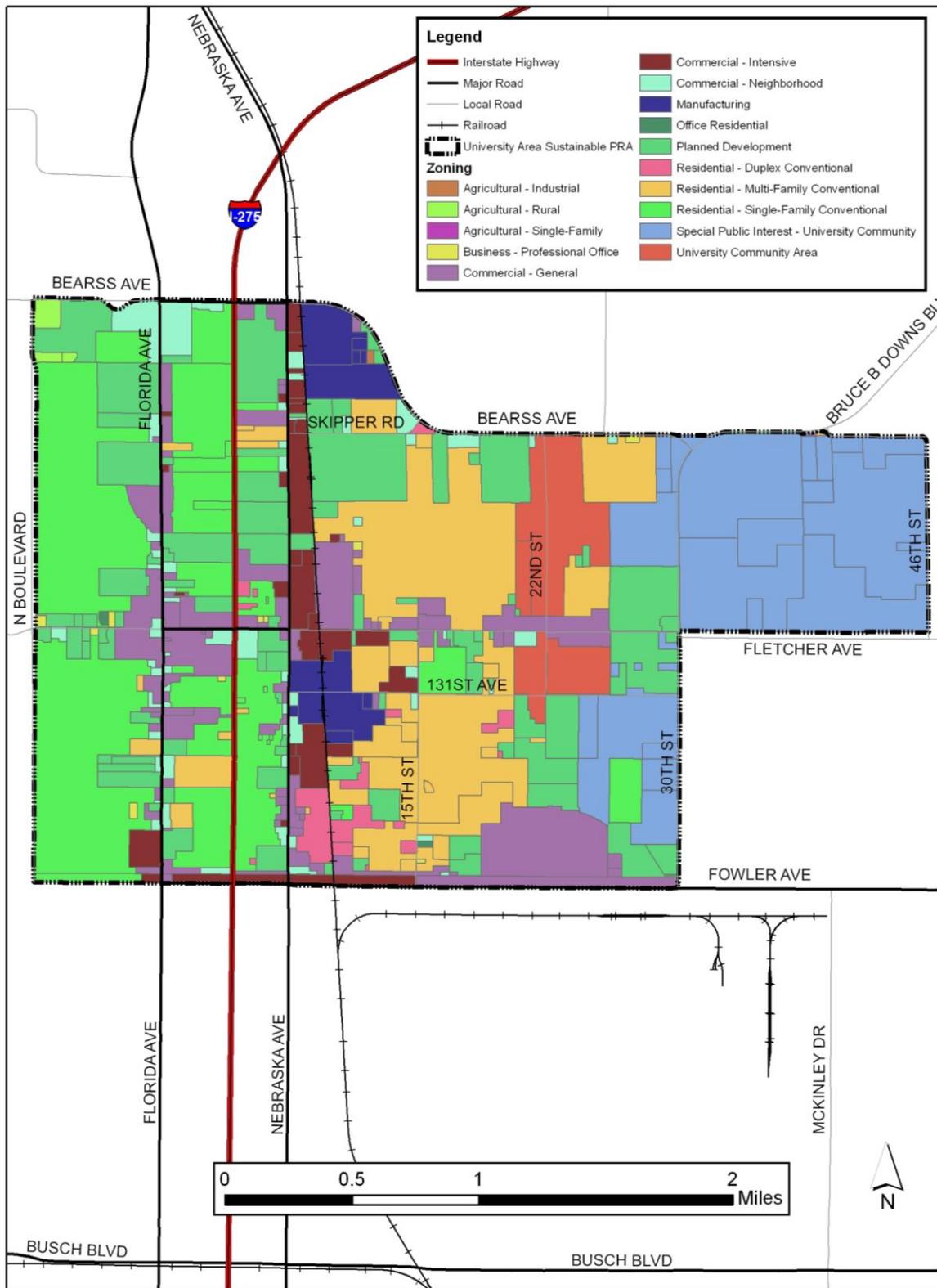
# Map 7. University Area CDBG Target Area



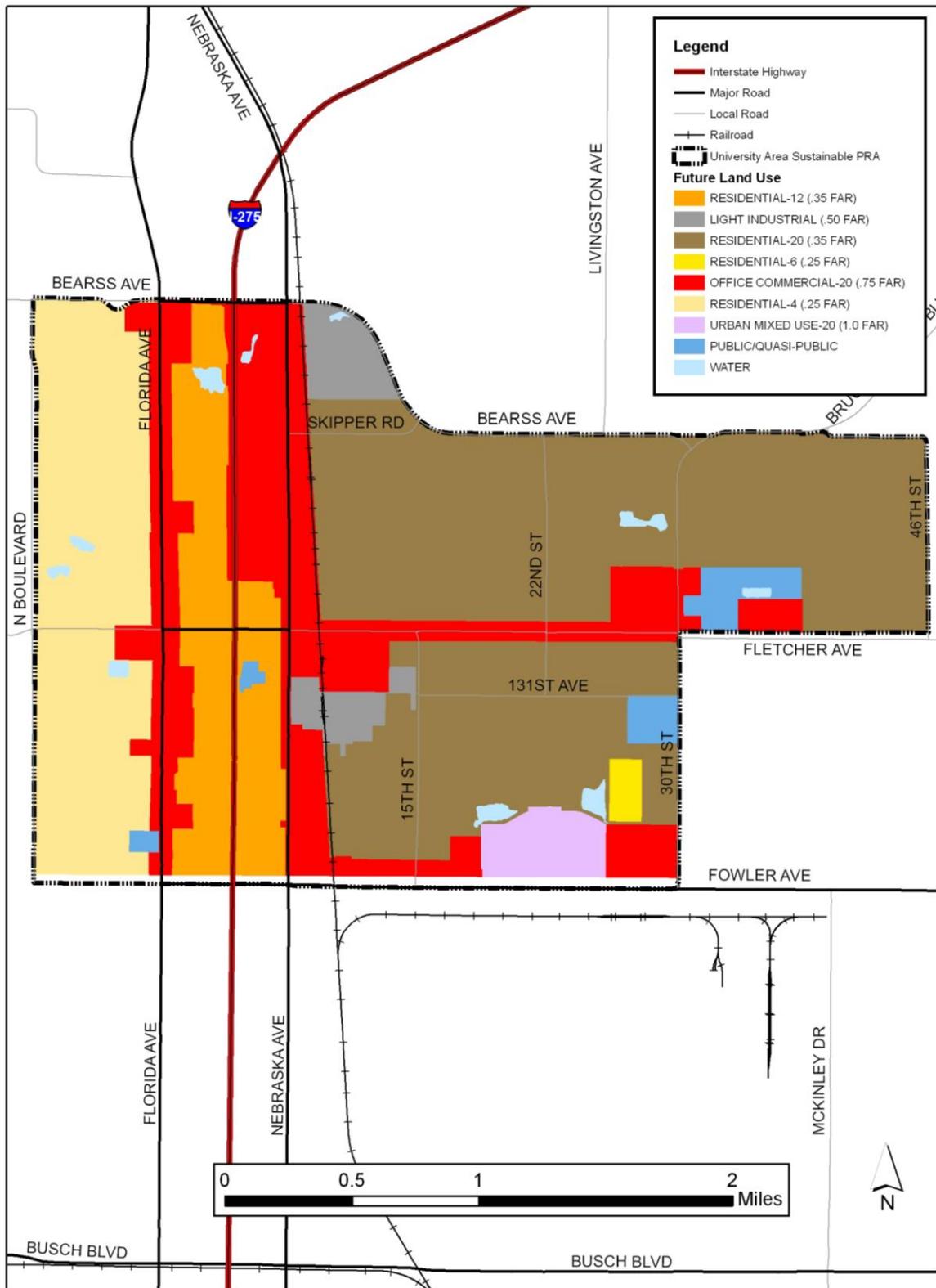
Map 8. University Area Community Planning Area



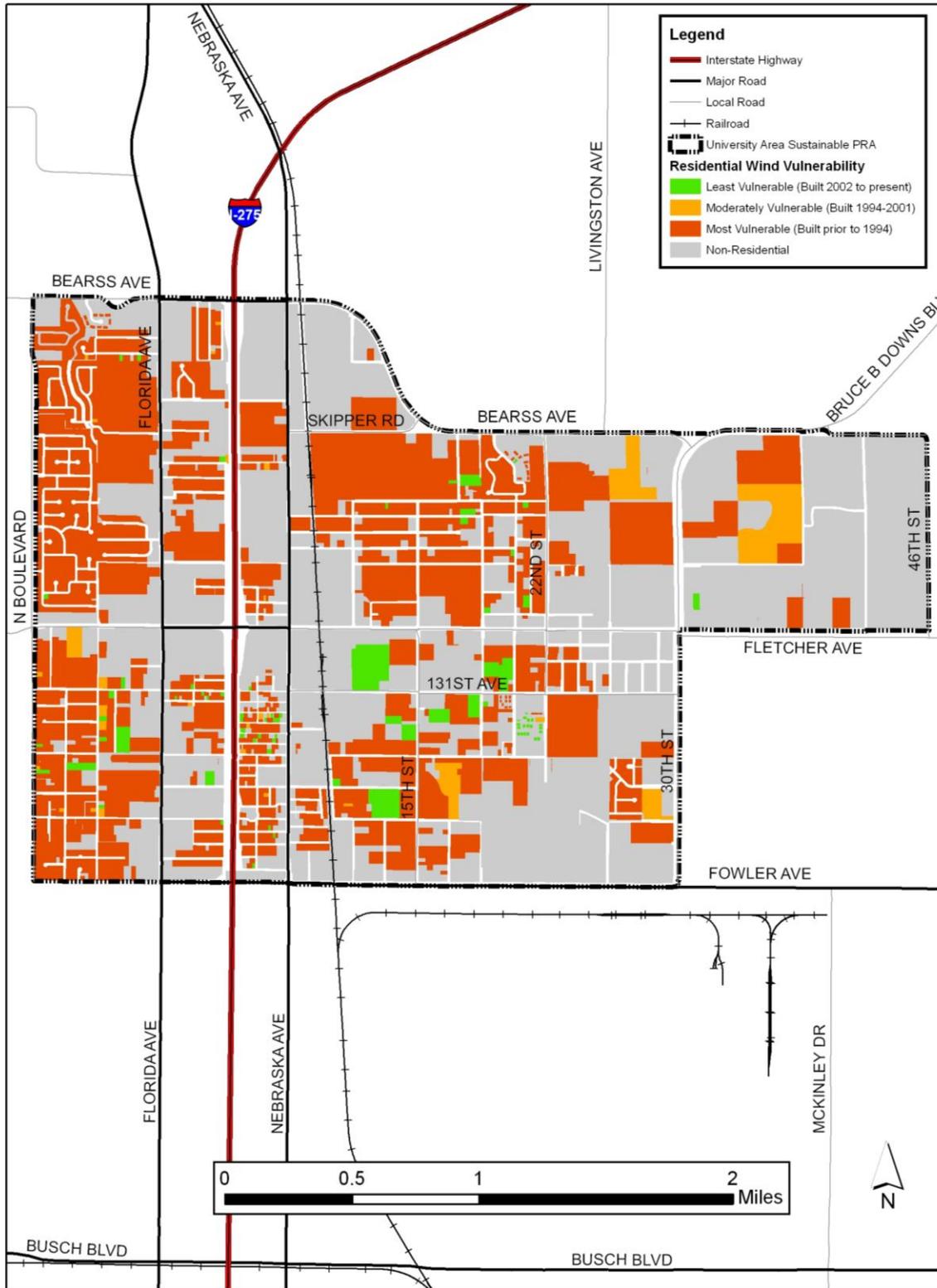
# Map 9. University Area Zoning



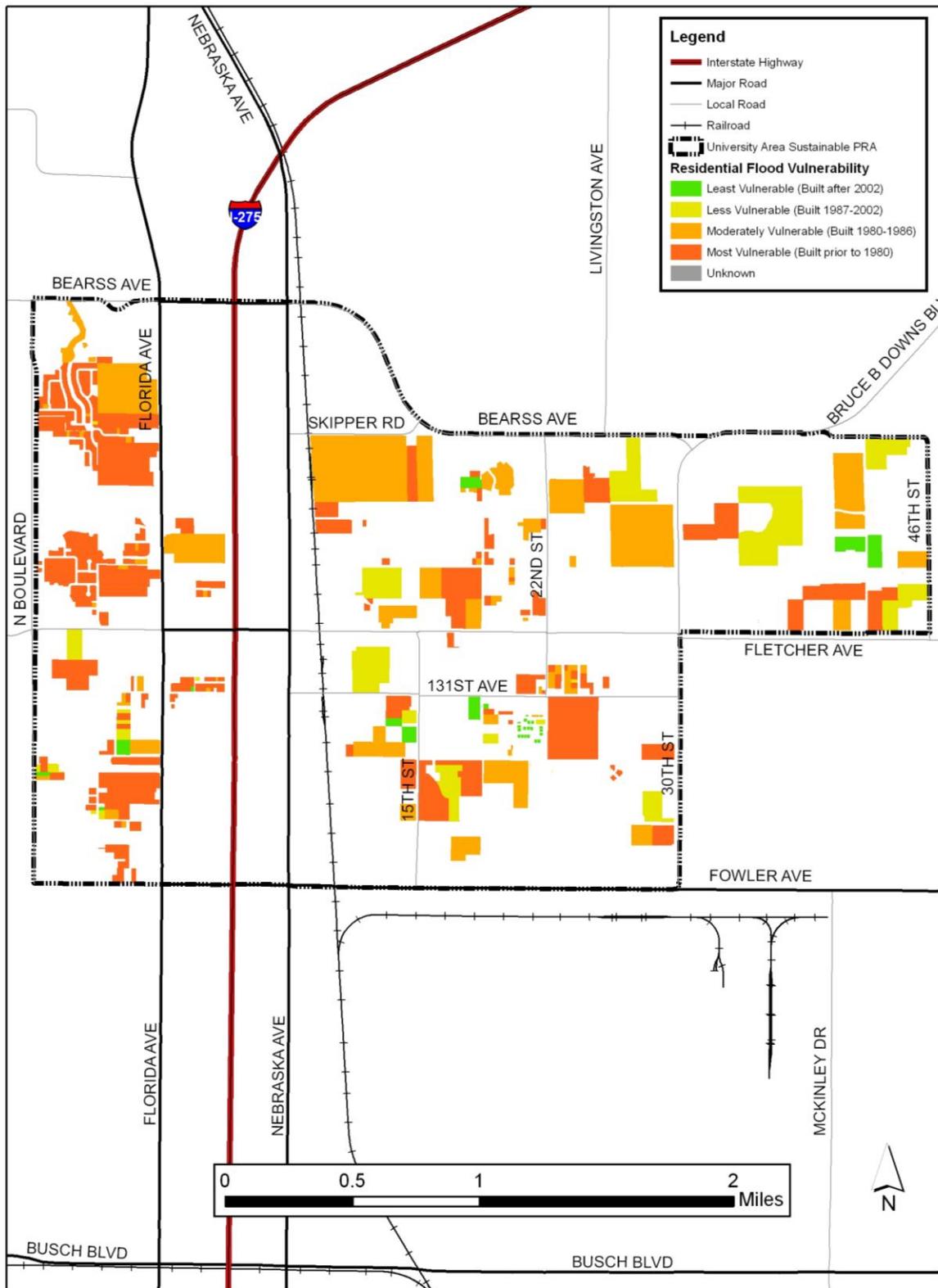
**Map 10. University Area Future Land Use**



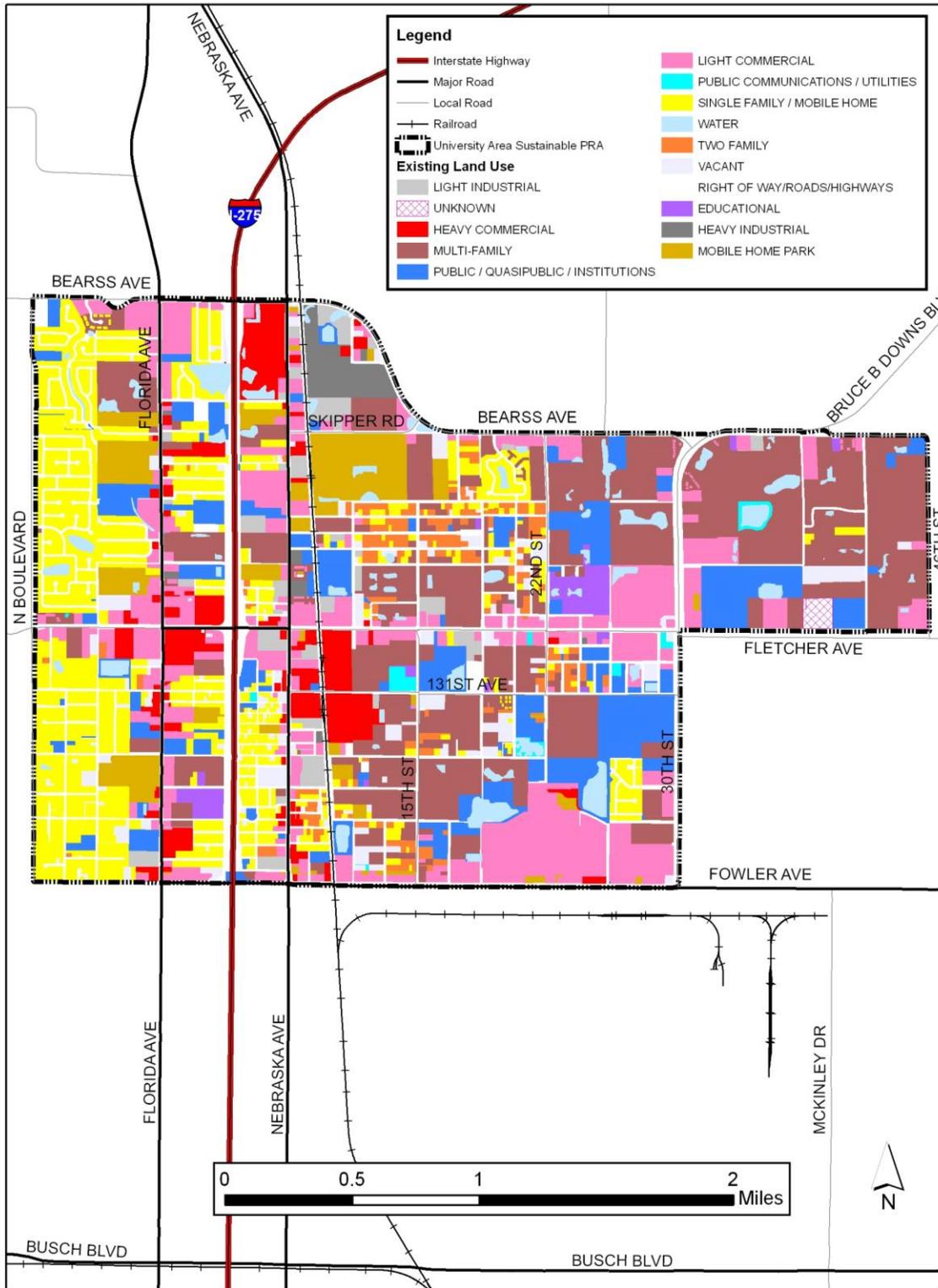
**Map 11. Housing Wind Vulnerability in the University Area**



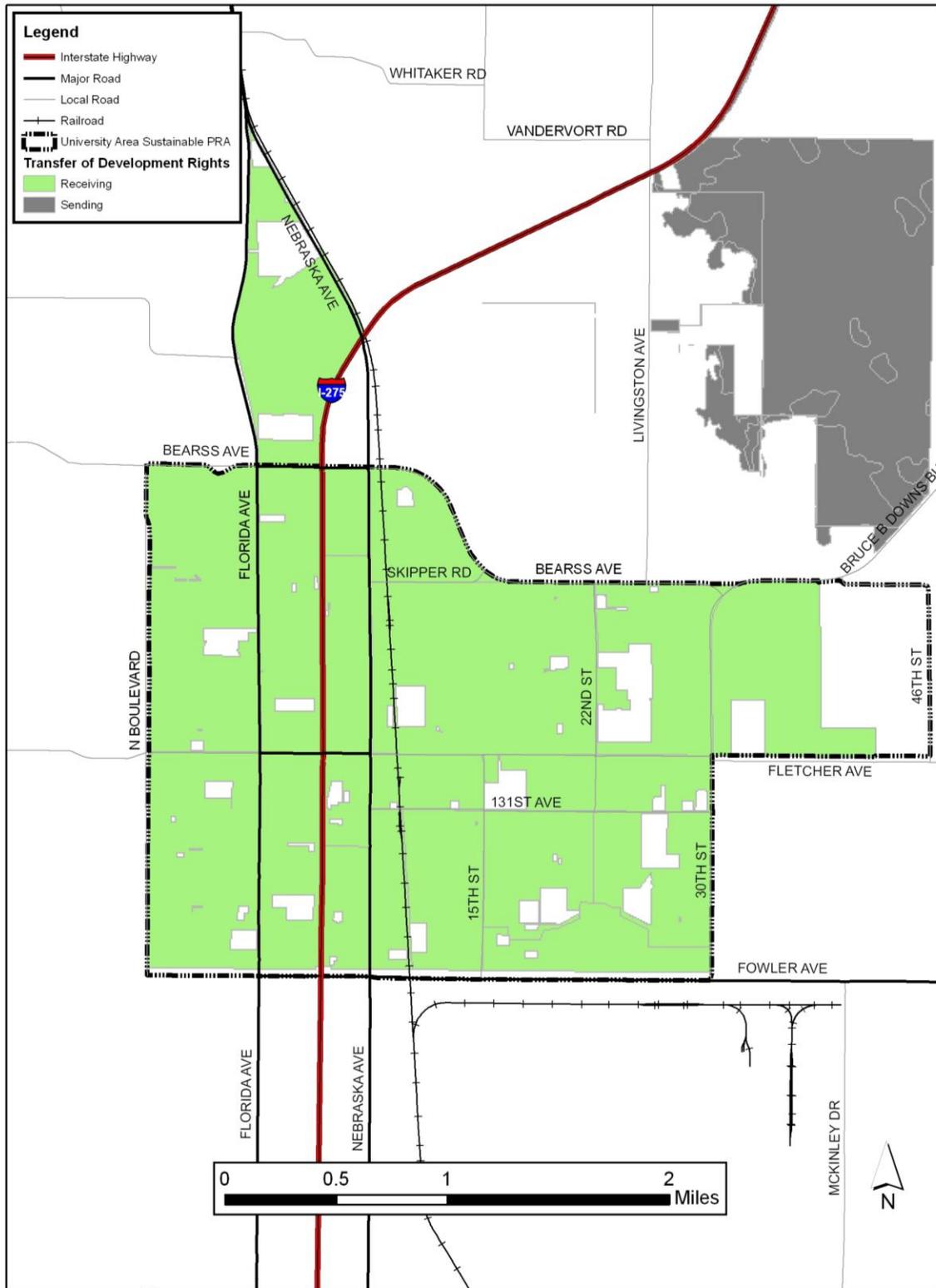
**Map 12. Housing Flood Vulnerability in the University Area**



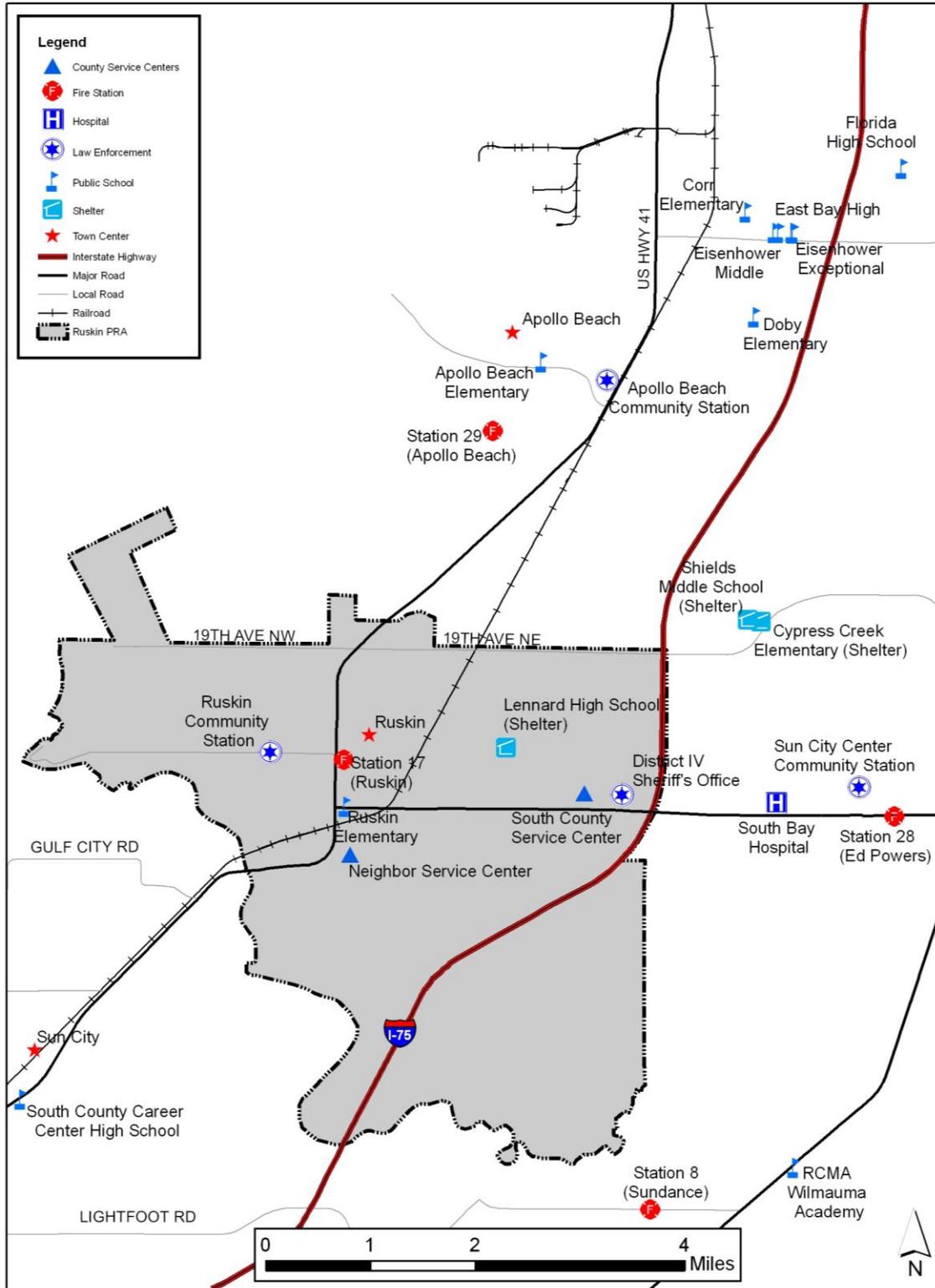
**Map 13. University Area Existing Land Use**



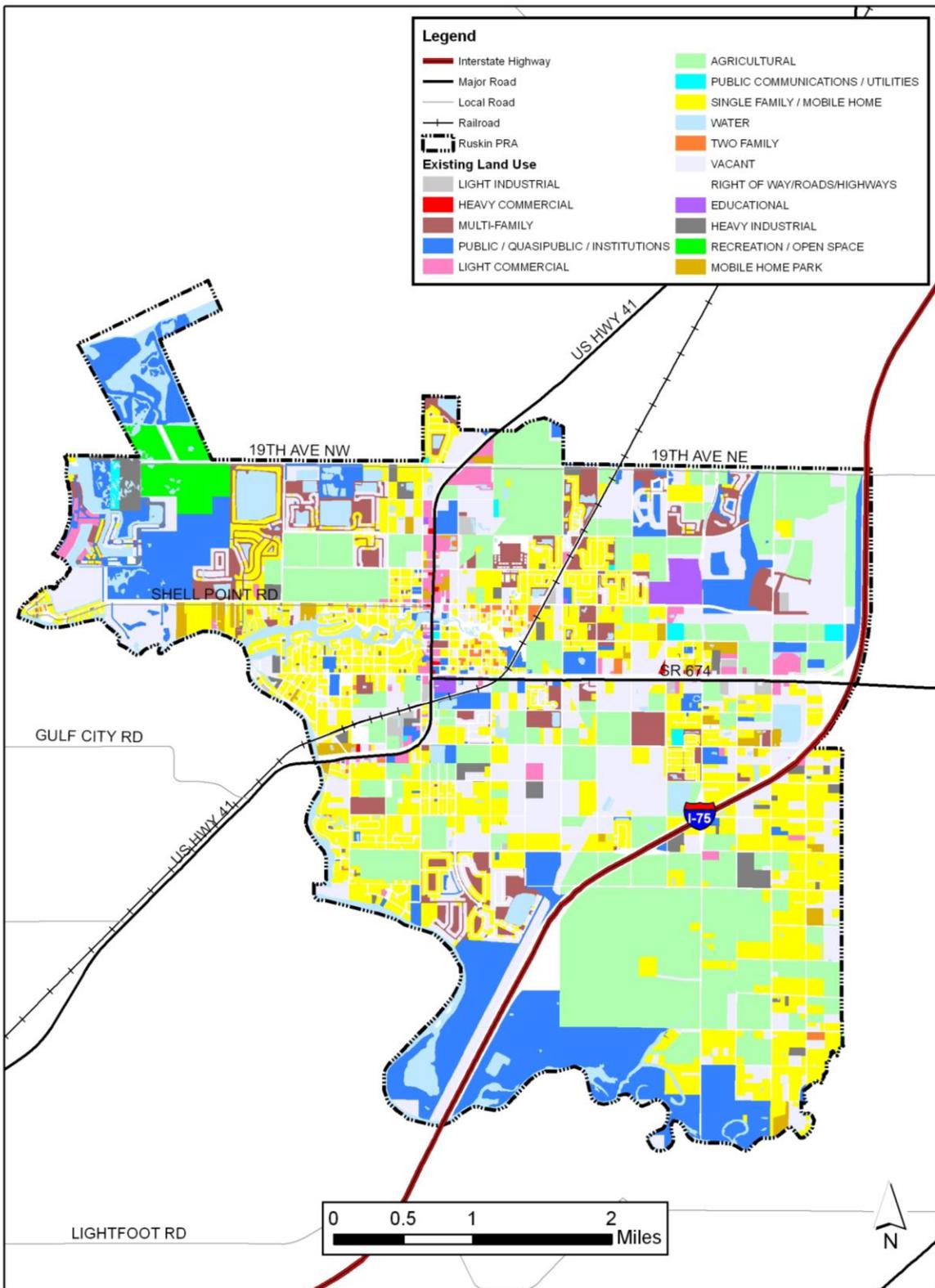
# Map 14. Transfer of Development Rights in the University Area



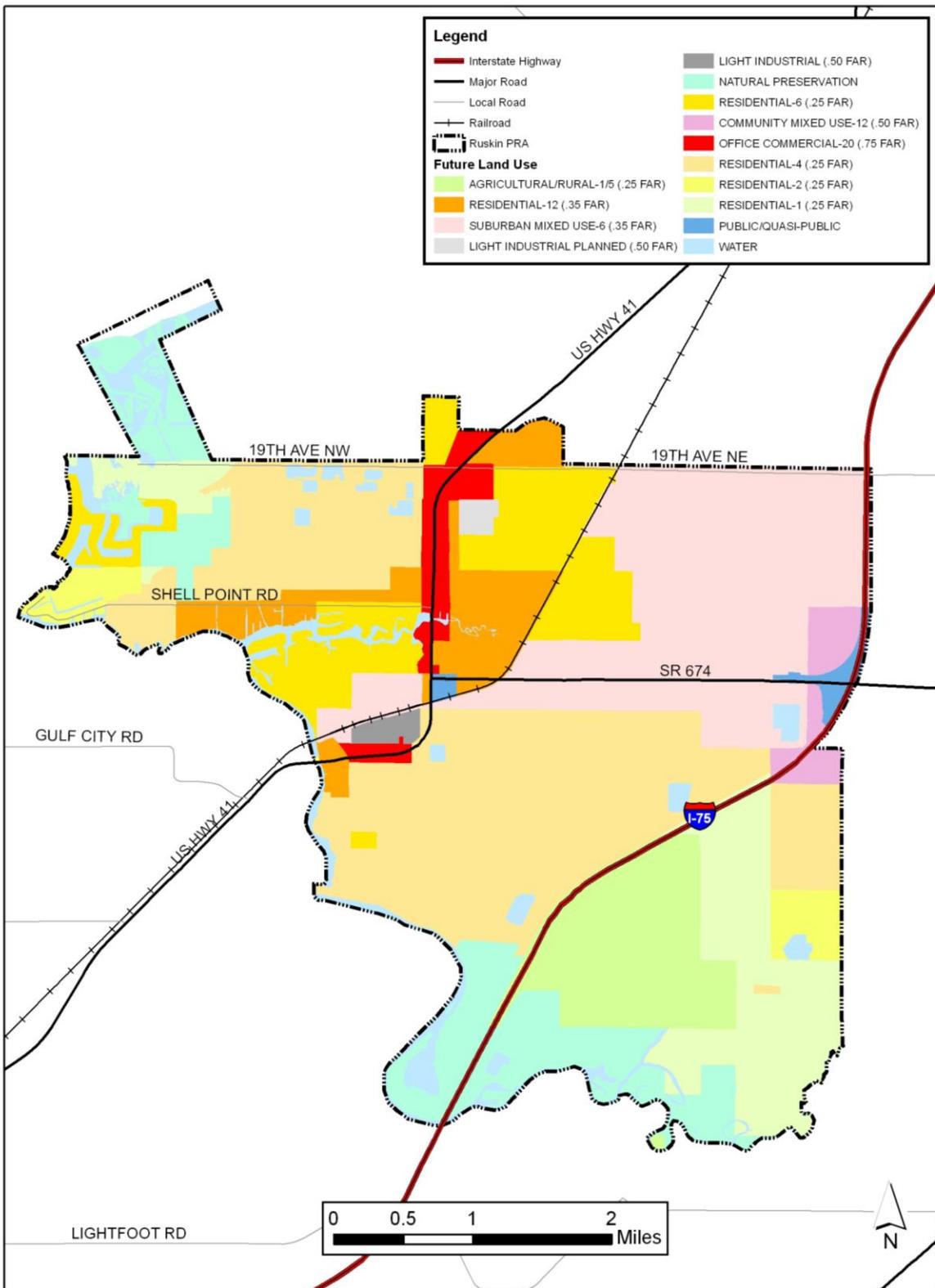
# Map 15. Critical Facilities and Services



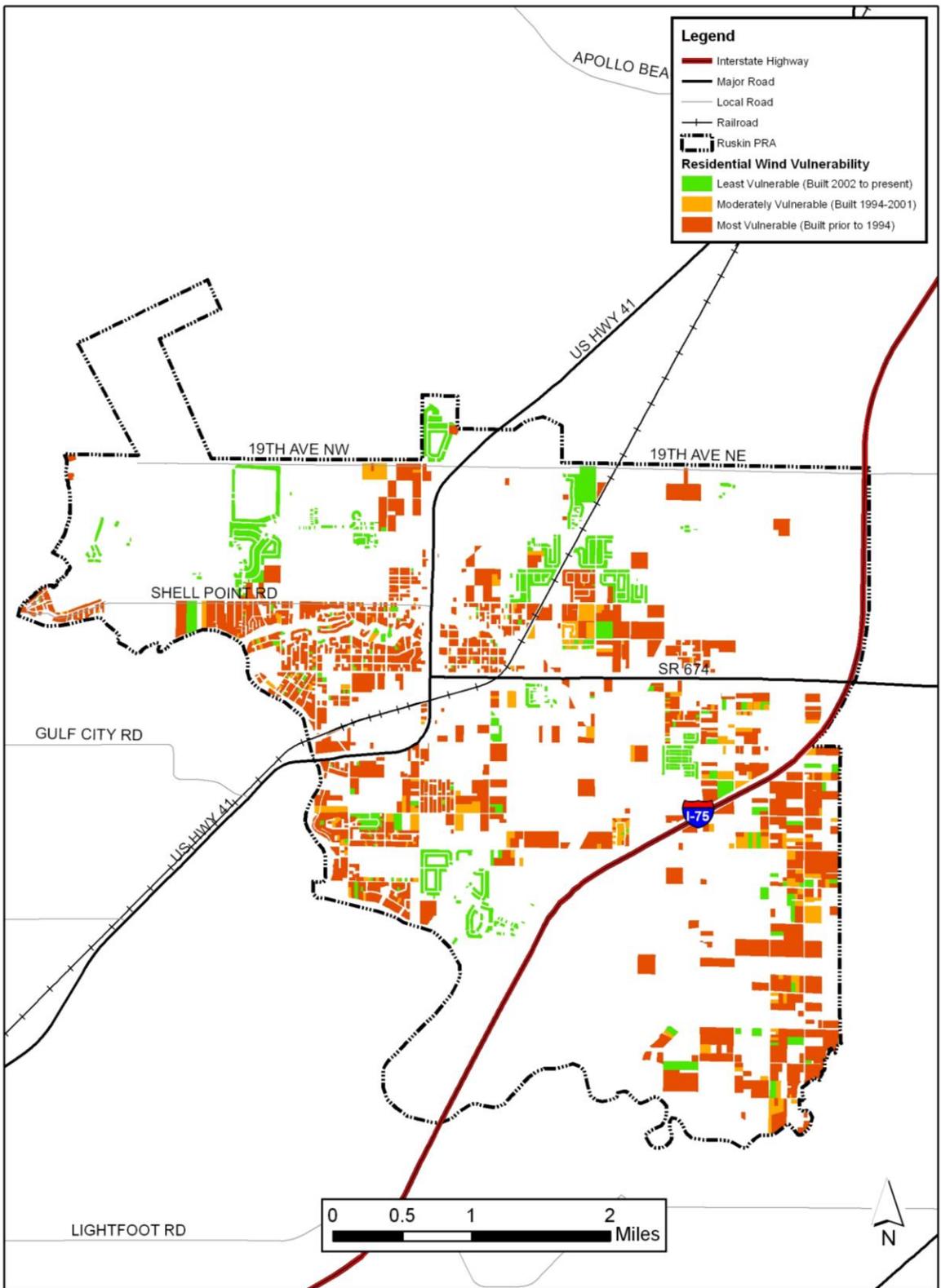
**Map 16. Ruskin Area Existing Land Use**



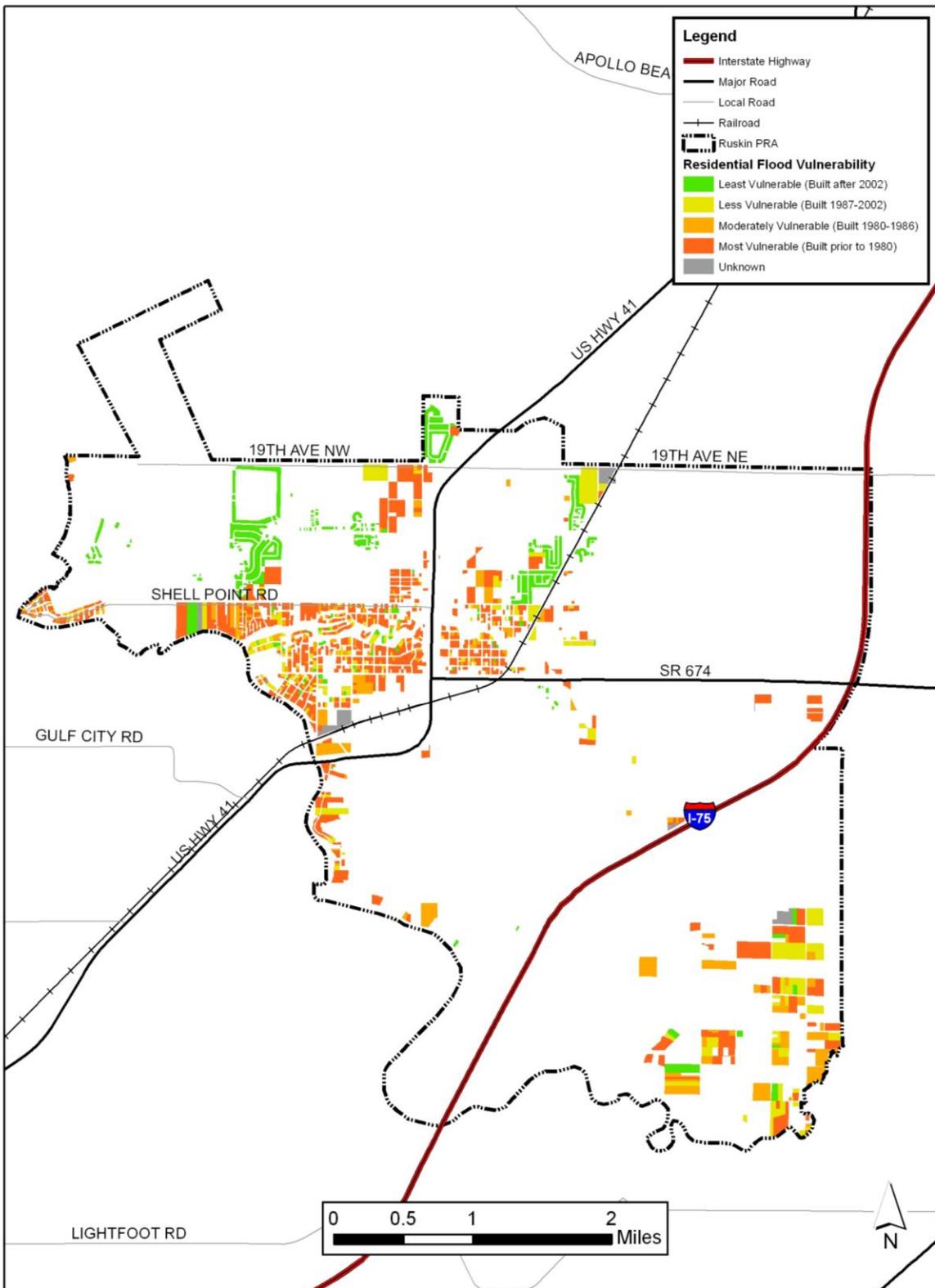
# Map 17. Ruskin Area Future Land Use



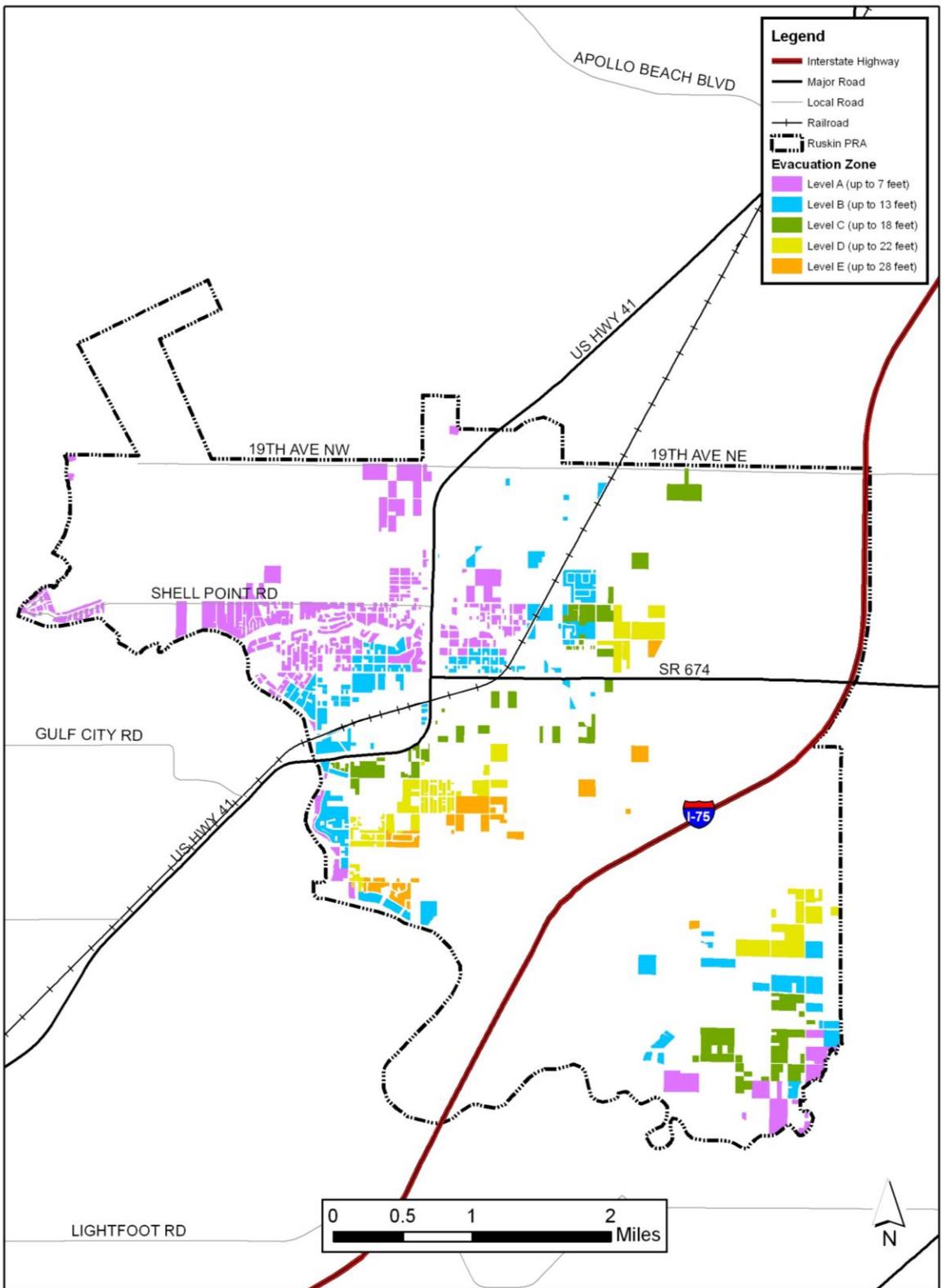
Map 18. Housing Wind Vulnerability in Ruskin Area



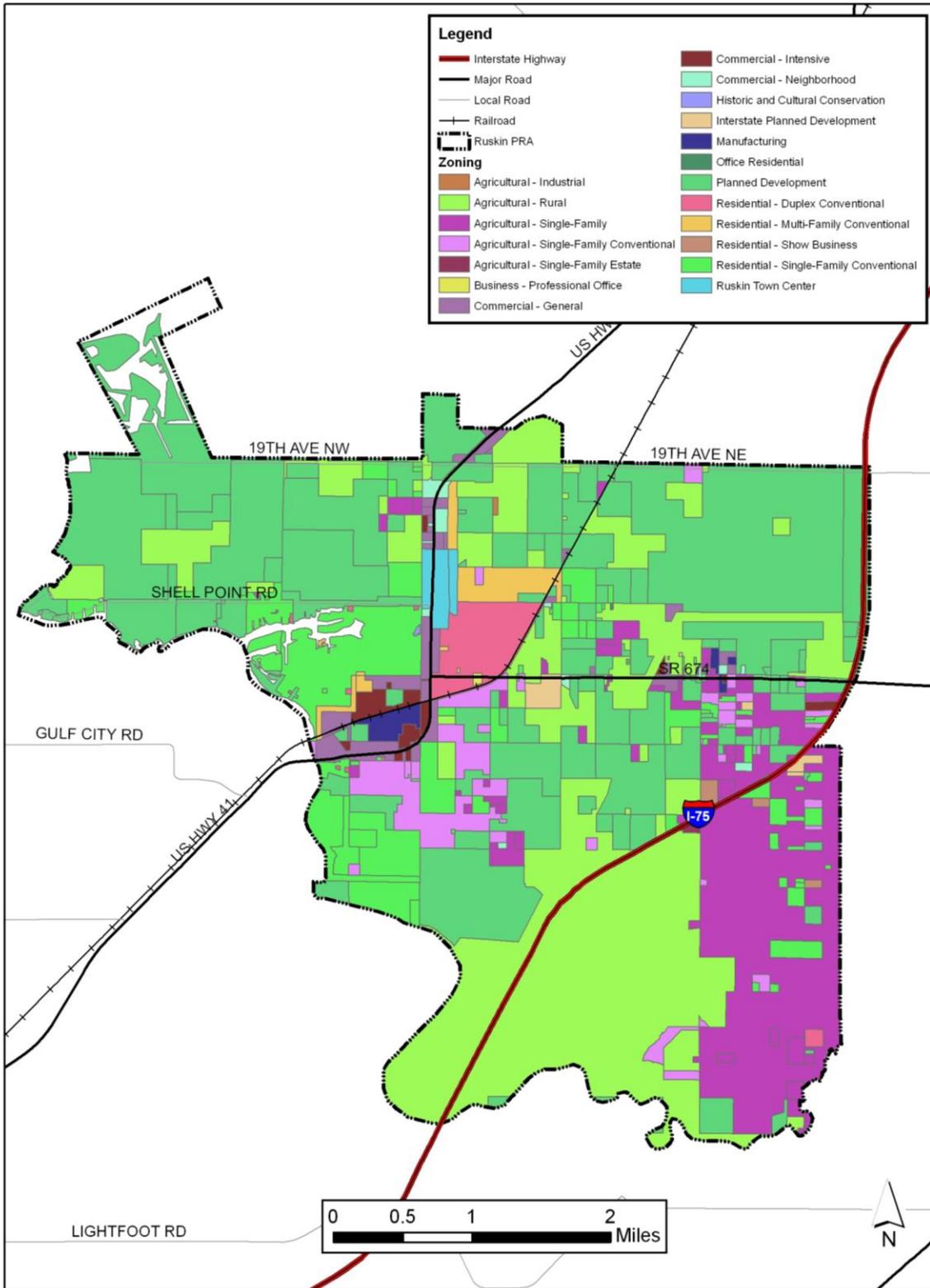
**Map 19. Housing Flood Vulnerability in Ruskin Area**



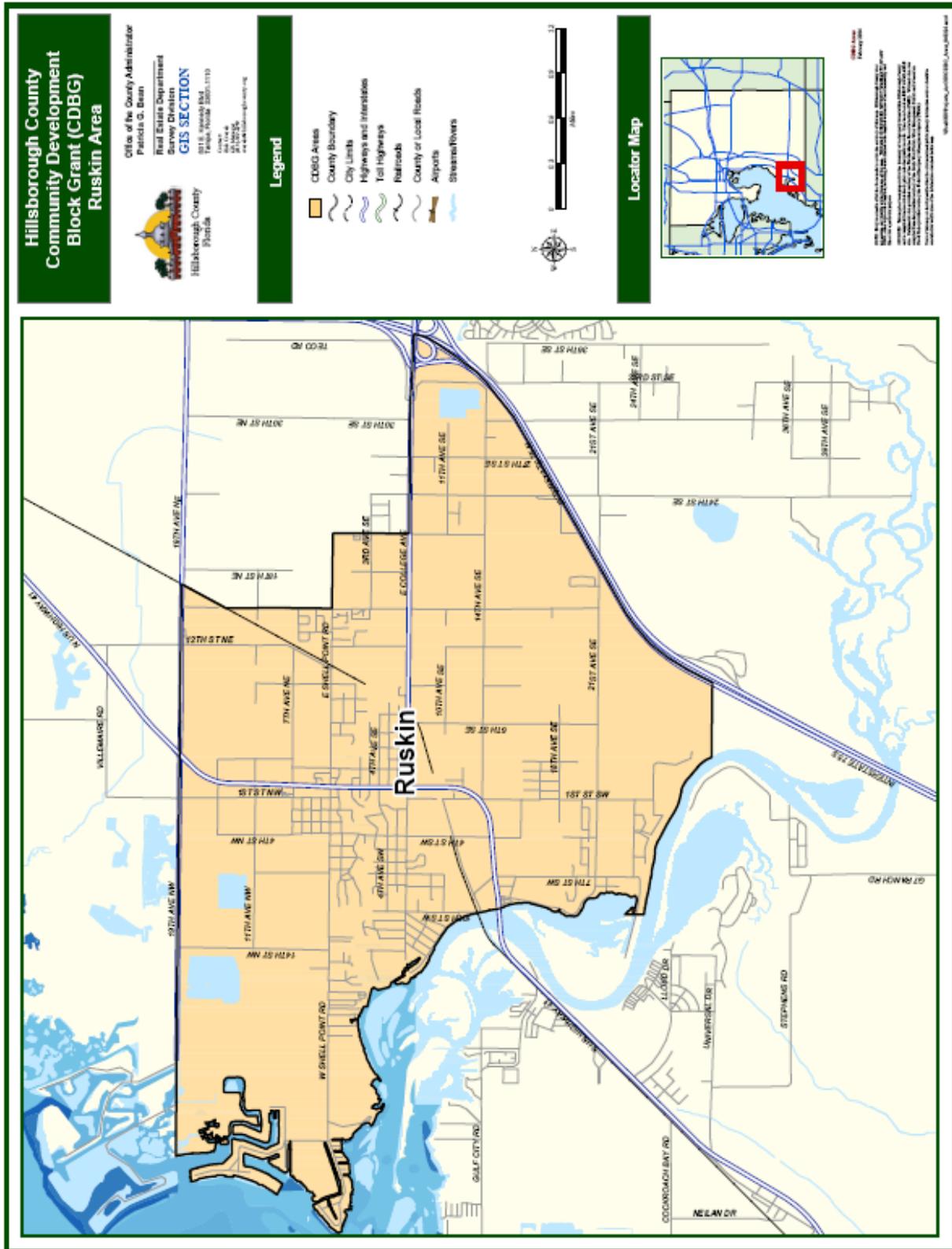
**Map 20. Vulnerable Housing by Evacuation Zone in Ruskin Area**



# Map 21. Ruskin Area Zoning



Map 22. CDBG Target Area in Ruskin



Map 23. Transfer of Development Rights in Ruskin Area

