



# City of Tampa Post Disaster Redevelopment Plan

Task 4: Programs and Procedures  
Technical Memorandum

February 14, 2025



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# 1 Introduction

The City of Tampa (City), along with Hillsborough, Pinellas, and Hernando counties, is currently developing individually tailored Post Disaster Redevelopment Plans (PDRP). These PDRPs are comprised of recommend strategies, policies and objectives for implementation into existing City programs that are designed to enhance long-term recovery and redevelopment efforts following a disaster. Once completed, these individual PDRPs will be synthesized into a regional Tampa Bay PDRP.

In 2010, an original PDRP was developed for Hillsborough County including the cities of Tampa, Plant City and Temple Terrace. This effort builds upon the findings of the previous PDRP and specifically identifies the portions related to the City of Tampa.

The PDRP serves as a set of guidelines, policies, and procedures designed to facilitate efficient rebuilding while supporting the City's long-term vision for a more resilient and sustainable future. It ensures a seamless transition from short-term recovery to long-term reconstruction, aligning with Tampa's Comprehensive Plan, Strategic Plan, and land development regulations. The PDRP is also intended to aid leadership in leveraging federal and state funding for disaster mitigation, recovery, and resilience.

The purpose of this technical memorandum (TM) is to present the findings of a comprehensive review and crosswalk of the City of Tampa's existing plans, procedures, ordinances and policies as they relate to the PDRP requirements. This review provides a framework for assessing the community's current capacity to implement the PDRP while ensuring alignment with strategies from existing plans, such as the Local Mitigation Strategy, Comprehensive Emergency Operations Plan, Vulnerability Assessment, Community Redevelopment Area (CRA) plans, and economic development initiatives. This crosswalk serves as a key tool for identifying strengths, gaps, and opportunities for improvement.

The next section outlines the methodology used in this analysis, including the plans reviewed, the PDRP topics and issues considered, and how to interpret the crosswalk matrix.

## 2 Methodology

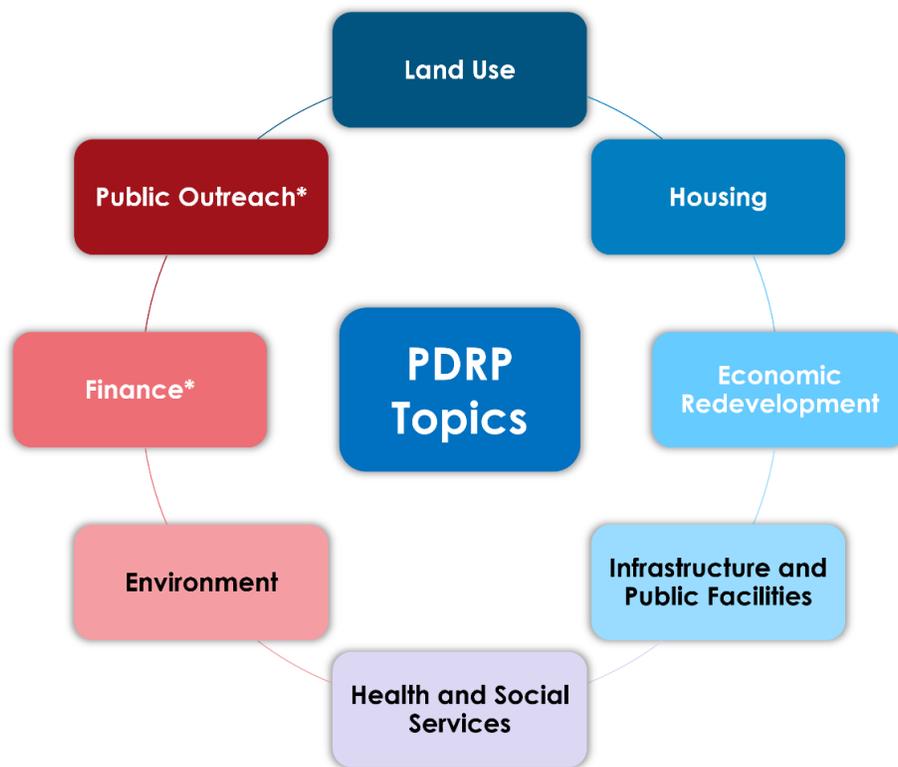
Task 4 of the City of Tampa's PDRP update was completed by reviewing the following plans, identified and agreed upon by the City:

1. Hillsborough County / City of Tampa PDRP (2010)
2. City of Tampa Comprehensive Plan
3. City Code of Ordinances
  - a. Chapter 27 – Land Development Regulations

- b. Chapter 5 – Building Code
  - c. All other sections
4. Comprehensive Emergency Operations Plan
  5. City of Tampa Climate Action and Equity Plan
  6. Hillsborough County Local Mitigation Strategy
  7. Resilient Tampa

In addition to these plans, further information regarding the Economic Advisory Committee, related initiatives, and current public engagement programs and practices—particularly those not explicitly documented in policy—was gathered through a desktop analysis.

This TM is accompanied by Excel files, the PDRP crosswalk, which present the findings in a matrix format. Each column represents a reviewed plan, while each row corresponds to a PDRP topic identified in the *Post-Disaster Redevelopment Planning: A Guide for Florida Communities*<sup>1</sup> (Guidebook) along with recommended supplemental topics derived from the previous PDRP. The topics analyzed are grouped into the identified in **Figure 1**.



\*Not required by the Guidebook but included in the 2010 Hillsborough County PDRP

**Figure 1 PDRP Recommended Topics**

<sup>1</sup> “Post-Disaster Redevelopment Planning: A Guide for Florida Communities.” October 2010. Florida Department of Community Affairs, Division of Community Planning and the Division of Emergency Management

Each topic in the crosswalk is color-coded based on the level of achievement. Level of achievement determines, in accordance with the PDRP Guidebook, if the topic is a necessary requirement of a PDRP, if it is only recommended, or if it is considered as advanced, going above and beyond the minimum. These levels are augmented with previous topics recommended in the original Hillsborough County PDRP. The level of effort for each topic is color-coded as displayed in **Figure 2**.



**Figure 2 PDRP Recommended Levels of Achievement**

The City of Tampa will determine which achievement level—Minimum, Recommended, or Advanced—it aims to reach, or whether to adopt a combination of levels, as strategies are refined for inclusion in the final PDRP. According to the Guidebook, the best practice is to consider all topics and issues during the planning process in addition to additional, less common redevelopment issues that will impact the community.

The primary purpose of the matrix is to identify current policies and procedures in place that address post disaster recovery and redevelopment and to highlight gaps where new actions and policies that should be considered for future recovery towards redevelopment. The matrix process was guided by the following questions outlined in the Guidebook, which focus on data availability, redevelopment standards, hazard mitigation opportunities, policy gaps, and interagency coordination. These questions should serve as a lens for subcommittee members and subject matter experts as they review the Task 4 crosswalk in preparation for subcommittee meetings and PDRP recommendation workshops:

1. What existing data and analysis is there to draw from the PDRP vulnerability analysis? Is the data current or is it in need of updating?
2. What are the current regulations and standards for rebuilding or redeveloping private property?
3. Are there existing redevelopment plans unrelated to disaster recovery, such as a CRA Master Plan, that could shape post-disaster redevelopment?
4. Do any current plans or programs include elements that could be advanced through post-disaster redevelopment, such as incorporating hazard mitigation strategies or improving energy efficiency in rebuilding efforts?
5. Are there existing policies, procedures, or programs that could aid in preparing for or implementing post-disaster redevelopment, such as a streamlined process for issuing building permits?

6. Are there gaps or weaknesses in the local plans and programs that might lessen the success of post-disaster redevelopment, such as the lack of an approved disaster debris plan?
7. What existing procedures or programs need to transition into or out of long-term redevelopment, such as Emergency Operations Center communication protocols?
8. Do any of the local plans or programs have associated staff, volunteers, or participants that could also be useful in preparing or implementing the PDRP?
9. Are there established networks or communication channels between agencies, jurisdictions, nonprofits, and private sector organizations that could be leveraged for PDRP planning and execution?

### 3 Overview of Findings

This matrix will serve as the basis for new recommendations designed to fill current gaps in policy that may facilitate the transition from recovery to redevelopment after a disaster, in fulfillment of the broader comprehensive plan. The study stakeholder group, subcommittees, and general public will provide input to build upon initial findings to assist in filling current policy gaps and final recommendations for the PDRP, as illustrated in **Figure 3**.



**Figure 3 Process for Building and Refining PDRP Recommendations**

## Initial Recommendations

- **Land Use:** Define Priority Redevelopment Areas (PRA) – PRAs are designated areas that serve as key centers for rapid restoration of economic activity and critical facilities following a disaster; these areas provide staging grounds for recovery services, offering efficient and convenient hubs for delivering essential services to nearby impacted communities. They also support long-term growth by facilitating redevelopment into disaster-resilient centers.
- **Housing:** Develop a program to support residents who require extended temporary housing beyond the standard removal date, helping them transition back to permanent housing.
- **Housing:** Establish and codify building moratorium language, in accordance with Florida Statutes, to temporarily halt the issuance of building permits following a disaster. This moratorium will remain in effect for a specified period, allowing for damage assessments and safety evaluations.
- **Housing:** Develop an aggressive public outreach and education program for residents before and after a disaster to aid the public in reviewing insurance claims to ensure they are adequately covered. Additionally, inform the public about available funding assistance programs.
- **Economic Redevelopment:** Develop programs and incentives to assist business during recovery which may evolve to more permanent solutions such as relocation. Offer subsidized temporary business space, such as vacant office space or warehouses, for those who meet certain eligibility criteria. Promote business development outside of high-risk areas.
- **Economic Redevelopment:** Assess and prioritize tourist attractions for funding and labor after a storm event. Marketing campaigns for redevelopment should show damage and a detailed vision for redevelopment, focusing on the unique aspects of the City of Tampa to re-attract tourists. These marketing campaigns could be created for different areas of the City pre-disaster.
- **Economic Redevelopment:** Establish incentives to encourage local utility providers to implement clean energy and sustainable alternatives to promote continued utility services in during a disaster in support of recovery and long-term renewable energy. Clean technology, which includes environmentally friendly and alternative energy industries, is one of the leading industry clusters for recruitment in Florida. Green construction projects would be a way to create employment and grow this field in the City.
- **Infrastructure and Public Facilities:** Temporary infrastructure should be placed in locations favorable for permanent future development, without contributing to sprawl.

Developing these plans ahead of time can ensure that resources are optimized and development is focused in desirable areas.

- **Infrastructure and Public Facilities:** Implement strategies to secure sensitive data from both FEMA and local sources. To protect critical infrastructure, the PDRP will avoid citing the names or specific locations of private facilities, ensuring security and confidentiality.
- **Infrastructure and Public Facilities:** Establish contracts with debris removal contractors prior to an event to be implemented during disaster recovery. Identify staging areas for debris in advance of a disaster.
- **Health and Social Services:** Develop a plan for the immediate restoration of hospitals, clinics, and medical offices using the Assessment, Facility Restoration, and Systems Restoration method.
- **Health and Social Services:** To reestablish public safety service levels, the City should use the following method: Coordinate Plans and Procedures between Departments and organizations, consider facility locations, and extend the presence of responders during the transition from recovery to redevelopment.
- **Health and Social Services:** Support school districts in conducting vulnerability assessments of physical assets and essential services, including transportation, maintenance, and student records. Develop strategies to mitigate these vulnerabilities and assist in creating Continuity of Operations Plans (COOPs) to ensure the continuation of critical functions like payroll and student data management. Allocate resources for expanded daycare, after-school programs, and teen services to support students and families post-disaster.
- **Health and Social Services:** Establish a program to recruit medical professionals following a disaster to support healthcare recovery efforts. Assist medical facilities in developing and strengthening their COOPs to ensure preparedness for short-term recovery and both interim and long-term redevelopment phases.
- **Health and Social Services:** Create a collaborative body to address environmental health issues, facilitating communication and coordination among stakeholders. This group will oversee long-term monitoring to assess the impact of environmental factors on public health and ensure effective risk management.
- **Finance:** Assess the potential worst-case disaster scenario for each hurricane category and estimate the corresponding revenue impacts by projecting potential shortfalls and new financial demands. This analysis should consider factors such as property damage, business closures, population displacement, tax base reductions, and emergency response costs. Understanding these financial impacts will help the City develop strategies to mitigate revenue loss and ensure fiscal stability during long-term recovery efforts.

- **Finance:** Develop policies that incorporate disaster recovery and redevelopment into financial decision-making. This may include an expenditure plan that identifies budget areas that can be temporarily reduced during immediate recovery or developing criteria to prioritize funding for disaster-related projects.
- **Finance:** Finalize a strategy to utilize alternative funding sources, considering the various levels of flexibility in eligible uses. Establish relationships with key funding entities in advance to streamline access to financial resources when needed and an internal process and criteria to efficiently pursue funding opportunities.
- **Environment:** Establish incentives to encourage green building practices during redevelopment for healthier communities and to make communities more resilient, sustainable, and energy efficient. Durable materials and smart designs can decrease long-term maintenance expenses and potentially reduce insurance premiums.
- **Environment:** Pre-disaster, establish clear criteria for identifying contaminated sites, determine the contamination levels that prevent immediate return to neighborhoods, and define the sampling or testing methods to ensure safety standards are met. Assign specific roles and responsibilities to ensure effective implementation and response.
- **Environment:** Review the City’s tree ordinance to ensure that tree placement is clear of buildings and structures to potentially reduce property damages due to downed trees.
- **Public Outreach:** Launch a public awareness campaign of the PDRP policies that will most significantly affect residents. Set goals and recovery milestones after the immediate response is completed and disaster assessments have been reviewed. Regularly report the progress of meeting those goals to keep the public informed and engaged.
- **Public Outreach:** Provide additional information on the City’s website to assist residents in recovery and redevelopment. Examples include: the 50% damage rule, the 60% rule for rebuilding nonconforming uses and structures, and debris removal. Public outreach examples - [Disaster Recovery](#).

Additionally, upon reviewing the 2024 update to the Coastal Element of the City’s Comprehensive Plan, two policies were removed with the expectation that they would be addressed in this PDRP. Therefore, these are being reconsidered as part of the recommendations.

- Upon declaration of a local emergency, appoint and convene a Redevelopment Task Force (RTF) comprised of representations of City departments to deal with special issues and problems of redevelopment following a major natural disaster.
- Guidelines to implement in the event of a disaster:
  - Reestablish public infrastructure service delivery first to those areas where it will serve the most people and/or to areas where there may be significant threats to health, safety and welfare (e.g. contaminated potable water).

- Suspend local government development review/permitting fees and implement abbreviated development review procedures to expedite rebuilding in accordance with State law and Florida Building Code.
- Permit the development of temporary, modular housing that meets City codes to serve displaced residents.
- Impose local curfews, where appropriate.
- Open up public buildings and grounds to provide shelter for the homeless and distribution centers for goods and services.
- Permit rebuilding pre-existing, conforming uses back to the original densities/intensities and uses only if it can be done to meet current FEMA flood damage control regulations and Florida Building Code.

## 4 Next Steps

Moving forward, subcommittees should convene to discuss their assigned PDRP topics as outlined in the Project Charter. While this TM presents the Consultant’s preliminary findings, the primary objective of the stakeholder review is to identify additional strengths, gaps, and opportunities for improvement in both policy and practice.

Each Technical Advisory Committee (TAC) will focus on specific PDRP topics as follows:



### **Land Use, Housing, and Mitigation TAC – Land Use and Housing**

This TAC will explore opportunities to change previous development decisions, align redevelopment with the City’s long-term vision, and enhance resilience by mitigating or avoiding development in high-risk areas. Balancing private property rights and financial burdens on disaster survivors while promoting equitable solutions such as land acquisition or transfer of development rights programs may be important considerations. Logistical factors like phased reconstruction, streamlined permitting, and contractor availability may also need to be reviewed. Housing strategies may include prioritizing temporary infrastructure in low-risk areas with the potential for long-term transition to permanent, affordable housing that supports community redevelopment goals.



### **Economic Recovery TAC – Economic Redevelopment**

This TAC will examine strategies to foster public-private partnerships that encourage investment and economic resilience post-disaster. While the objectives vary among communities, post-disaster economic redevelopment activities generally include restoring the local tax base, generating revenue, diversifying the economy, and supporting small businesses. Redevelopment efforts should consider factors such as business relocation preferences, affordability, space needs, proximity to residential and commercial areas, transportation access, and synergy with local attractions. Pre-disaster planning may help ensure that economic redevelopment efforts align with community goals and market conditions.



### **Infrastructure and Public Facilities Restoration TAC – Infrastructure and Public Facilities**

This TAC will consider opportunities to upgrade, mitigate, or relocate critical infrastructure and public facilities in a post-disaster setting. Areas of focus may include transportation networks, water and sewer systems, power and telecommunications, and public buildings such as parks and recreation facilities. Above-code hazard mitigation measures and strategic placement of temporary infrastructure might be explored, along with long-term capacity improvements that align with sustainable development patterns.



### **Health and Human Services TAC – Health and Social Services**

Recognizing that disasters often disproportionately impact socially and environmentally vulnerable populations, this TAC should focus on issues such as healthcare facility resilience, population dependency on social services, and the distribution of at-risk groups (e.g., seniors, disabled individuals, low-income households, and non-English speakers). Coordination of volunteer efforts and long-term community support should also be explored as part of the recovery and redevelopment process.



### **Environmental Restoration TAC – Environment**

This TAC should explore strategies to restore natural areas that serve as protective buffers against flooding, storm surge, and environmental pollution while supporting ecologically dependent industries such as fishing and ecotourism. Relevant for the City of Tampa may be the development of a formalized disaster debris management plan, coordinating with the Port of Tampa on hazardous material spill mitigation and recovery, and securing contracts for hazardous materials testing and disposal. Identifying measures to prevent environmental and historic resource degradation from recovery operations may also be a focus.



### **Financial Administration TAC – Finance**

This TAC may explore funding mechanisms and financial strategies to support both government-led and community-driven recovery and redevelopment efforts. Identifying potential sources of federal, state, and local funding, as well as opportunities for public-private partnerships, may be key areas of focus. Considerations might include streamlining the process for accessing disaster recovery funds, ensuring equitable distribution of financial resources, and integrating resilience-focused investments into long-term planning. The committee may also examine financial preparedness measures such as reserve funds, insurance options, and pre-established agreements for emergency expenditures. From a community perspective, discussions could address homeowner and business access to rebuilding funds, financial assistance programs for low-income residents, and strategies to reduce financial barriers to resilient reconstruction. Supporting local businesses in securing capital for recovery and redevelopment may also be an important aspect of financial planning.



### **Public Outreach TAC – Public Outreach**

This TAC could focus on strategies for effectively communicating post-disaster recovery efforts to the public and engaging the community in redevelopment planning. Exploring ways to provide clear, transparent, and accessible information about available resources, rebuilding requirements, and long-term recovery goals may be important considerations. The committee might also assess existing communication networks, partnerships with local organizations, and methods for reaching diverse populations, including non-English speakers and vulnerable communities. Opportunities to improve public awareness of disaster preparedness and resilience efforts could also be explored to strengthen overall community engagement.

## **5 Conclusion**

The Task 4 deliverables provide an overview of the City of Tampa’s existing policies, programs, and procedures as they relate to the development of its PDRP. Through a comprehensive review and crosswalk analysis, this document identifies strengths, gaps, and opportunities for improvement in PDRP areas, including land use, housing, economic redevelopment, infrastructure and public facilities, health and social services, environmental restoration, finance, and public outreach.

The findings serve as a foundation for the next phase of the PDRP development process, where TACs will further assess their assigned focus areas and refine strategies for long-term disaster recovery and resilience. The next steps in this process will be in identifying areas from recovery to redevelopment that should be created or enhanced, establishing a financial strategy to support these priorities, and refining policy recommendations to ensure an effective and actionable final PDRP. The final PDRP aims to establish comprehensive, forward-looking strategies that strengthen community resilience and ensure a sustainable recovery process following future disasters.