



# ReBUILD NC

v1.0, August 1st, 2022

## Tropical Storm Fred Public Action Plan State of North Carolina

For CDBG-DR Funds  
(Public Law 117-43)



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## Review History

Version	Date	Description
1.0	August 1, 2022	Initial Action Plan

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# 1. Executive Summary

## Overview

The U.S. Department of Housing and Urban Development (HUD) announced that the State of North Carolina will receive \$7,975,000 in funding to support long-term recovery efforts following Tropical Storm Fred through the North Carolina Office of Recovery and Resiliency (NCORR). Community Development Block Grant- Disaster Recovery (CDBG-DR) funding is designed to address needs that remain after all other assistance has been exhausted. This Action Plan details how CDBG-DR funds will be allocated to address remaining unmet need in most impacted areas.

To meet disaster recovery needs, the statutes making CDBG-DR funds available have imposed additional requirements and authorized HUD to modify the rules that apply to the annual CDBG program to enhance flexibility and allow for a quicker recovery. HUD has allocated \$7,975,000 CDBG-DR funds to NCORR in response to Tropical Storm Fred, FEMA DR-4617, through the publication of the Federal Register, Vol. 87, No. 100, May 24, 2022, [https://www.hud.gov/sites/dfiles/CPD/documents/CDBG-DR/87\\_FR\\_31636.pdf](https://www.hud.gov/sites/dfiles/CPD/documents/CDBG-DR/87_FR_31636.pdf). This allocation was made available through the Disaster Relief Supplemental Appropriations Act, 2022.

### Authority & Appropriations Act

On May 24, 2022, the U.S. Department of Housing and Urban Development (HUD) allocated an additional \$722,688,000 in Community Development Block Grant Disaster Recovery (CDBG-DR) for disasters occurring in 2020 and \$2,213,595,000 in CDBG-DR funds from the Appropriations Act for disasters occurring in 2021, including FEMA DR 4617 (Tropical Storm Fred) which was declared on September 8, 2021.

Of the \$2,213,595,000 allocated for 2021 disasters, North Carolina is expecting to receive an allocation of \$7,975,000 in disaster recovery funds for necessary expenses for activities authorized under Title I of the Housing and Community Development Act of 1974 (42 U.S.C. 5301 et seq.) (HCDA) related to disaster relief, long-term recovery, restoration of infrastructure and housing, economic revitalization, and mitigation in the “most impacted and distressed” (MID) areas resulting from a qualifying major disaster in 2020 or 2021. As established by Public Law 117-43, \$6,935,000 of the total allocation is earmarked for the unmet needs of MID areas. Additionally, \$1,040,000 is set aside for mitigation measures.

Federal Register Notice 87 FR 31636 includes allocations, common application, waivers, and alternative requirements for CDBG-DR grantees. Prior to this allocation, HUD has issued separate guidance for other CDBG-DR funding and CDBG – Mitigation (CDBG-MIT) funds which are addressed in separate Action Plans. Details on the use of those funds, and how they may intersect the use of CDBG-DR funds for Tropical Storm Fred, may be found in those Action Plans, which are available for review at <https://www.rebuild.nc.gov/about/plans-policies-reports/action-plans>.

North Carolina Session Law 2018-136 established the North Carolina Office of Recovery and Resiliency (NCORR), as the administering agency for CDBG-DR funds. NCORR is a division of

the NC Department of Public Safety.

To fulfill the requirements of this allocation, NCORR must submit an Action Plan for CDBG-DR activities that identifies unmet recovery needs to HUD and promotes programs to address those recovery needs. These activities primarily address housing recovery needs, but other activities are considered if they increase the State's ability to continue to meet its housing recovery obligations. This Action Plan provides a summary of the actions, activities, and resources used to address the State's priority recovery needs and goals. It is designed to help the State, local units of government, and other recovery partners assess current and future needs, and will be updated as new information or changing conditions warrant a change in recovery approach.

#### Plan Accessibility

NCORR is the administrator of CDBG-DR and CDBG-MIT funds provided to the State by HUD. These funding sources support NCORR's disaster recovery programs, known collectively as "ReBuild NC" Through ReBuild NC, NCORR and its partners can assist storm-impacted residents by providing services to restore housing and support communities damaged by presidentially declared disasters or to act to mitigate against future disasters.

NCORR is committed to ensuring that all populations impacted by the presidentially declared disaster of Tropical Storm Fred are aware of available resources, have an opportunity for input, and have equal access to information about the programs to assist in recovery and mitigation efforts. Through electronic mailings, press releases, statements by public officials, media advertisements, public service announcements, and/or contacts with neighborhood organizations, NCORR requests public comments on plans, publicizes existing programs and changes to existing plans and programs, and conducts outreach efforts throughout the storm-impacted areas. In addition to NCORR's efforts, other state agencies have also actively engaged the public as a key stakeholder in the recovery efforts of Tropical Storm Fred.

Following the creation of the Action Plan and before the NCORR submits the Action Plan to HUD, NCORR will publish the proposed plan for public comment. NCORR will consider potential barriers that may limit or prohibit vulnerable populations or underserved communities and individuals affected by Tropical Storm Fred from providing public comment on the Action Plan. HUD's Federal Register notice defines "underserved communities" as those "sharing a particular characteristic, as well as geographic communities, that have been systematically denied a full opportunity to participate in aspects of economic, social, and civic life."

NCORR will take reasonable measures to increase coordination, communication, affirmative marketing, targeted outreach, and engagement with underserved communities and individuals, including persons with low- and moderate-income (LMI), racial/ethnic minorities, persons with disabilities, and persons with Limited English Proficiency (LEP). For example, during the drafting of the Action Plan, NCORR identified a news organization catering to a small community of K'iche' and Mam speakers in the area. NCORR will coordinate with the news organization to ensure that information related to the Action Plan is shared with such community, and that partners and subrecipients meet goals for accessibility, outreach and engagement over the life of the grant. Overall, NCORR values the input of its many impacted

citizens and the decision-makers and stakeholders that represent the vulnerable communities affected by storms or at risk for future flooding and storm damage.

In accordance with CDBG-DR requirements, NCORR has developed and will maintain a comprehensive website regarding all disaster recovery activities assisted with these funds. The Action Plan and vital documents will be made available to the public on the NCORR's CDBG-DR website at <http://www.rebuild.nc.gov/action-plans>.

These documents will be made available in a form accessible to persons with disabilities and those with Limited English Proficiency (LEP). For more information on how people with disabilities can access and comment on the Action Plan, dial 984-833-5350.

## Disaster Specific Overview

### Pre-Disaster Conditions

The areas impacted by the remnants of Tropical Storm Fred in Western North Carolina host a variety of elevation gradients, precipitation patterns, and geologic features that sustain a diversity of ecosystems and thriving socioeconomic conditions and population trends largely driven by the natural amenities of the area. However, as outlined in the 2020 Climate Risk Assessment and Resilience Plan for North Carolina, the areas are also highly susceptible to drought, heat, and extreme rainfall that could result in catastrophic conditions for properties, residents, and communities in the area. In fact, in September 2004, the area was hit by two hurricanes within nine days. The storms lead to severe damage to properties and losses to the agricultural and tourism industries.<sup>1</sup>

Prior to Tropical Storm Fred, local governments and institutions in the area had already been collaborating to address the aging infrastructure and deteriorating slopes along major transportation routes that increase the likelihood of landslides during heavy rainfall events. Moreover, local communities had been engaged to address ongoing recovery efforts from the 2004 storm events and an array of potential hazards, such as flash flooding, that needed continued mitigation in the region. Nonetheless, as reported by the North Carolina State Climate Office, days before Tropical Storm Fred the region endured heavy rainfalls, up to six inches in Haywood and Transylvania counties, which left communities and local infrastructure little time to recover and prepare before Tropical Storm Fred arrived in the area.<sup>2</sup>

### Description of Storm Events

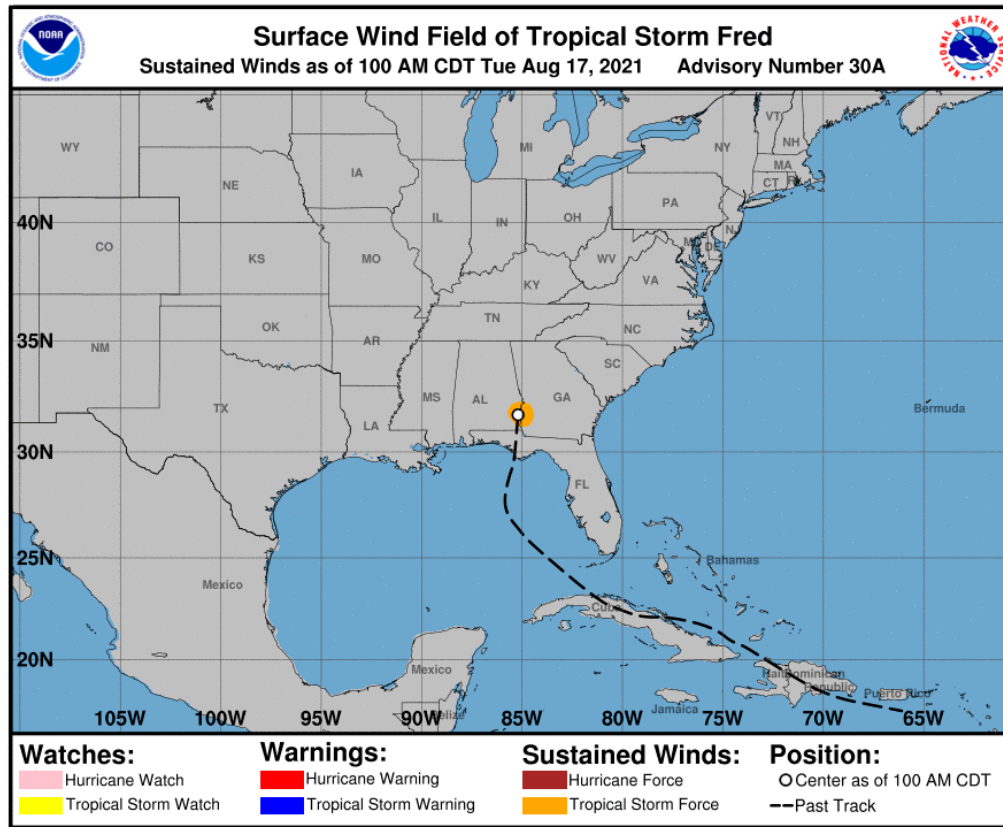
According to the National Weather Service, Tropical Storm Fred made landfall on August 16, 2021 and moved northeast through western and northern Georgia before crossing the southern Appalachians and Western North Carolina on the 17<sup>th</sup> of August.

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<sup>1</sup> 2020 Climate Risk Assessment and Resilience Plan, State of North Carolina, June 2020.  
<https://files.nc.gov/ncdeq/climate-change/resilience-plan/2020-Climate-Risk-Assessment-and-Resilience-Plan.pdf>

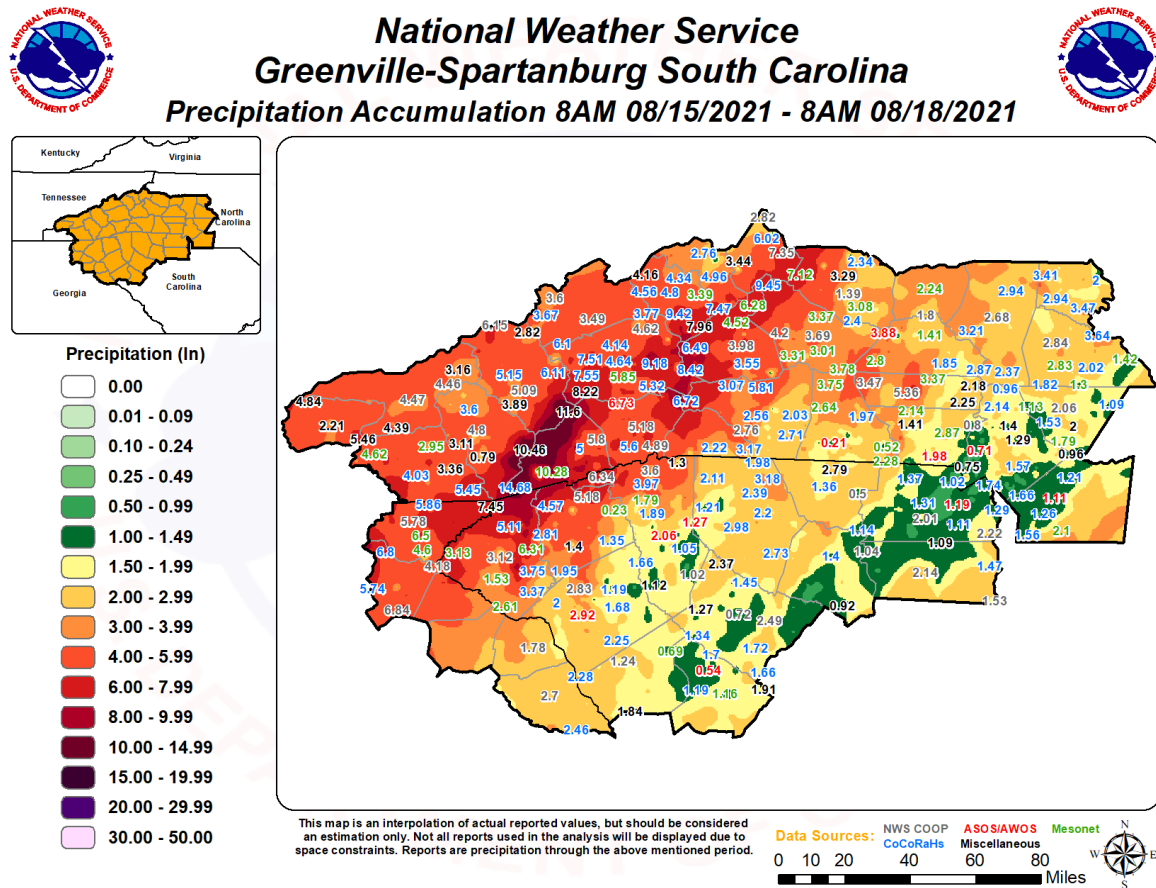
<sup>2</sup> Rapid Reaction: Fred Fosters Floods in Western NC, North Carolina State Climate Office, August 19, 2021.  
<https://climate.ncsu.edu/blog/2021/08/rapid-reaction-fred-fosters-floods-in-western-nc/>

Figure 1: Tropical Storm Fred Trajectory, August 17, 2021



Tropical moisture combined with local topographical conditions resulted in enhanced rainfall rates across the southeast-slopes of the North Carolina mountains, with storm total rainfall of 5-10 inches reported across the impacted region. The heavy rains from Tropical Storm Fred occurred right after a previous heavy rain event a few days earlier that poured up to 10 inches of rain in the same region. As reported by the National Weather Service, the combination of the two heavy rain events resulted in significant flash flooding near the headwaters of the French Broad River in Transylvania County, where an automated gauge at Rosman reported its highest level in almost 30 years and the fourth highest level since 1935, and along the headwaters of the Pigeon River in Haywood County. Moreover, a stream along the East Fork of the Pigeon River near the Cruso community exceeded its previous record, which was set by Tropical Cyclone Ivan in 2004, by more than three feet. Combined with the rapid flow of water, at some point the river rose more than 2.5 feet in 30 minutes, and areas near the Pigeon River in Haywood County experienced catastrophic flash flooding and major landslides. In Canton, for example, major flooding developed for the first time in almost 20 years and reached its fourth highest level on record since 1928.

Figure 2: Precipitation Accumulation, August 15-August 18, 2021, Tropical Storm Fred



After the storm left the region, six deaths were attributed to the event. Damage estimates to public infrastructure total more than \$18.7 million, while damage estimates to private property included 56 homes destroyed and more than 200 homes that suffered major damage.<sup>3</sup>

#### Disaster Response & Recovery

On August 27, 2021, Governor Roy Cooper requested a major disaster declaration due to the remnants of Tropical Storm Fred. Governor Cooper requested a declaration for Individual Assistance for three counties (Buncombe, Haywood, and Transylvania), Public Assistance for

<sup>3</sup> Press Release by Governor Cooper on Major Disaster Declaration Granted for Seven Western North Carolina Counties Recovering after Tropical Storm Fred, September 8, 2021. <https://governor.nc.gov/news/press-releases/2021/09/08/major-disaster-declaration-granted-seven-western-north-carolina-counties-recovering-after-tropical>

seven counties (Avery, Buncombe, Haywood, Madison, Transylvania, Yancey, and Watauga), and Hazard Mitigation statewide.<sup>4</sup>

On September 8, 2021, President Biden declared a major disaster due to the remnants of Tropical Storm Fred in North Carolina. The declaration made the FEMA Individual Assistance and Public Assistance requested by Governor Cooper available to individuals and entities in the impacted areas.<sup>5</sup>

#### Recovery Process

In response to Tropical Storm Fred, immediate disaster recovery efforts were led by North Carolina Emergency Management (NCEM), a division of the North Carolina Department of Public Safety, and the North Carolina Office of State Budget & Management (NCOSBM). Since the storm, NCEM and NCOSBM have worked with individuals, families, local government, private and nonprofit institutions, and communities in the impacted areas to recover from immediate impacts of the storm.

According to FEMA, two months after the major disaster declaration, more than \$18 million in federal grants, loans and flood insurance payments were approved for homeowners, renters, and businesses in Buncombe, Haywood, and Transylvania counties. This included:

- \$3.18 million in FEMA grants for 673 individuals and households.
- \$3.5 million in disaster loans from the U.S. Small Business Administration for businesses, homeowners, and renters.
- \$11.8 million in National Flood Insurance Program claims paid to policyholders.<sup>6</sup>

In addition to the assistance provided by FEMA, the State of North Carolina offered \$44 million in additional disaster recovery state funding and support to help impacted properties and individuals in: Avery, Buncombe, Haywood, Henderson, Madison, McDowell, Mitchell, Rutherford, Transylvania, Watauga, and Yancey counties. As of July 2022, the State, through NCOSBM, has received 632 applications for housing recovery assistance in those counties.

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<sup>4</sup> Press Release by Governor Cooper Requests Federal Major Disaster Declaration for Western Counties after Tropical Storm Fred, August 27, 2021.

[https://www.fema.gov/sites/default/files/documents/PDARReport\\_FEMA4617DR-NC.pdf](https://www.fema.gov/sites/default/files/documents/PDARReport_FEMA4617DR-NC.pdf)

<sup>5</sup> Preliminary Damage Assessment Report, FEMA, September 8, 2021.

[https://www.fema.gov/sites/default/files/documents/PDARReport\\_FEMA4617DR-NC.pdf](https://www.fema.gov/sites/default/files/documents/PDARReport_FEMA4617DR-NC.pdf)

<sup>6</sup> Press Release, State, FEMA Continue Recovery Work in Western North Carolina, FEMA, November 9, 2021.

<https://www.fema.gov/press-release/20211109/state-fema-continue-recovery-work-western-north-carolina>

### Recovery Field Operations

In the immediate aftermath of Tropical Storm Fred, Governor Cooper issued a State of Emergency to activate the state’s emergency operations plan. The state of emergency also allowed first responders to access the impacted areas and offer immediate assistance in restoring power, removing debris, and bringing supplies.<sup>7</sup>

Haywood, Jackson, McDowell, Madison, Mitchell, Rutherford, Transylvania, and Yancey counties were all initially declared local states of emergency by Governor Cooper, which allow first responders to set up emergency relief and recovery field operations in those areas.

### Disaster Recovery Centers

Following the catastrophic rainfall and flash flooding of Tropical Storm Fred, NCOSBM opened a public website, storm relief hotline, and office to help impacted individuals apply for assistance:

- Website: [www.tsfred.nc.gov](http://www.tsfred.nc.gov)
- Email: [TSFred@nc.gov](mailto:TSFred@nc.gov)
- Hotline: (844) 935-1744
- Office: 3rd Floor Haywood County Historic Courthouse, 215 N Main St, Waynesville, NC 28786

Since providing these communication tools and disaster recovery center, the North Carolina Residential Recovery Program, established by NCOSBM to provide state grants and repair funds, has received 205 applications from Haywood County. About 45 percent of those applications are for housing repairs, while 37 percent are for road/bridge/culvert assistance.<sup>8</sup>

### Preliminary Damage Assessments

As part of President Biden’s declaration of a major disaster in North Carolina following the remnants of Tropical Storm Fred in the region, a preliminary damage assessment was conducted by FEMA.<sup>9</sup> The preliminary damage assessment to residences is outlined in the following table:

**Table 1: Residences Impacted, Preliminary Damage Assessment Report, FEMA**

<b>Level of Impact</b>	<b>Number of Residences</b>
Destroyed	56
Major Damage	206
Minor Damage	160
Affected	141
<b>Total</b>	<b>563</b>

<sup>7</sup> Press Release, Governor Roy Cooper Issues State of Emergency in Response to Severe Weather, August 18, 2021. <https://governor.nc.gov/news/press-releases/2021/08/18/governor-cooper-issues-state-emergency-response-severe-weather>

<sup>8</sup> Recovery Haywood, NC Residential Recovery Program. Accessed May 20, 2022. <https://recoverhaywood.com/>

<sup>9</sup> Preliminary Damage Assessment Report, North Carolina – Remnants of Tropical Storm Fred FEMA-4617-DR, September 8, 2021. [https://www.fema.gov/sites/default/files/documents/PDARreport\\_FEMA4617DR-NC.pdf](https://www.fema.gov/sites/default/files/documents/PDARreport_FEMA4617DR-NC.pdf).



The degree of damage of the impacted residence is defined and measured by FEMA in the following ways:

- **Destroyed:** Total loss of structure, structure is not economically feasible to repair, or complete failure to major structural components (e.g., collapse of basement walls/foundation, walls, or roof).
- **Major Damage:** Substantial failure to structural elements of residence or damage that will take more than 30 days to repair.
- **Minor Damage:** Home is damaged and uninhabitable but may be made habitable in short period of time with repairs.
- **Affected:** Some damage to the structure and contents, but still habitable.

In addition to the level of impact to residences, FEMA also assessed the characteristics of individuals and households impacted. The table below provides the estimates for those characteristics and the total individual assistance preliminarily assessed by FEMA.

**Table 2: Individual Assistance, Preliminary Damage Assessment Report, FEMA**

<b>Characteristic</b>	<b>Estimate</b>
Percentage of insured residences	1.3% (Flood Insurance)
Percentage of poverty households	13.3%
Percentage of homeowners	70.8%
Population receiving other government assistance	
<i>Temporary Assistance for Needy Families (TANF)</i>	0.2%
<i>Medicaid and Children's Health Insurance Program (CHIP)</i>	16.6%
<i>Supplemental Security Income (SSI)</i>	2.2%
<i>Supplemental Nutrition Assistance Program (SNAP)</i>	13.0%
Pre-Disaster Unemployment	4.5%
Age 65 and older	16.7%
Age 18 and under	21.9%
Persons with disabilities	13.9%
Individuals and Households Program Cost to Capacity (ICC) Ratio	12
Total Individual Assistance Cost Estimate	\$7,679,686

FEMA also calculated the preliminary impact to state, tribal, territorial, and local governments and the potential resources needed to recover from Tropical Fred. The following table summarizes FEMA's preliminary assessment for public assistance:

**Table 3: Public Assistance, Preliminary Damage Assessment Report, FEMA**

<b>Impact</b>	<b>Estimate</b>
Primary Impact	Damage to utilities
Total Public Assistance Cost Estimate	\$18,744,951
Statewide per capita impact	\$1.97
Statewide per capita impact indicator	\$1.55
Countywide per capita impact	
<i>Avery</i>	\$5.11
<i>Buncombe</i>	\$8.04
<i>Haywood</i>	\$216.33
<i>Madison</i>	\$29.60
<i>Transylvania</i>	\$42.49
<i>Watauga</i>	\$16.97
<i>Yancey</i>	\$60.54
Countywide per capita impact indicator	\$3.89

The statewide and countywide per capita impact indicators were based on Fiscal Year 2021 and established in the Federal Register Notice published on October 1, 2020.

#### Disaster Declaration

Under the authority of the Robert T. Stafford Disaster Relief and Emergency Assistance Act, President Biden issued a declaration for a major disaster in North Carolina due to the remnants of Tropical Storm Fred on September 8, 2021.<sup>10</sup> The declaration was made at the request of Governor Cooper on August 27, 2021. The declaration authorized the allocation of funds to provide disaster assistance and meet the necessary administrative expenses to carry out the immediate disaster recovery response.

#### Presidentially Declared Counties Eligible for Assistance

The declaration on September 8, 2021, allowed for financial assistance to be made available to support immediate disaster recovery efforts. The funding made available to designated counties was categorized in the following way:

**FEMA Individual Assistance (IA):** Direct assistance provided to individuals and households through Individuals and Households Program (IHP). Individual Assistance provides financial assistance and direct services to eligible individuals and households who have uninsured and

<sup>10</sup> 4617-DR-NC Initial Notice, FEMA, September 8, 2021. <https://www.fema.gov/disaster-federal-register-notice/4617-dr-nc-initial-notice>

underinsured necessary expenses and serious needs. FEMA IA is not a substitute for insurance and cannot cover all losses.<sup>11</sup>

**FEMA Public Assistance (PA):** Assistance provided to state and territorial governments, local governments, Indian tribal governments, and private non-profit organizations.

Public Assistance is provided through categories of activities:

- Emergency Protective Measures for Debris Removal (Category A) and Emergency Protective Measures (Category B); and,
- Permanent Work for the Restoration of Roads and Bridges (Category C), Water Control Facilities (Category D), Buildings and Equipment (Category E), Utilities (Category F), and Parks, Recreational, and Other Facilities (Category G).<sup>12</sup>

**Table 4: FEMA DR-4617, FEMA Funding Availability by County**

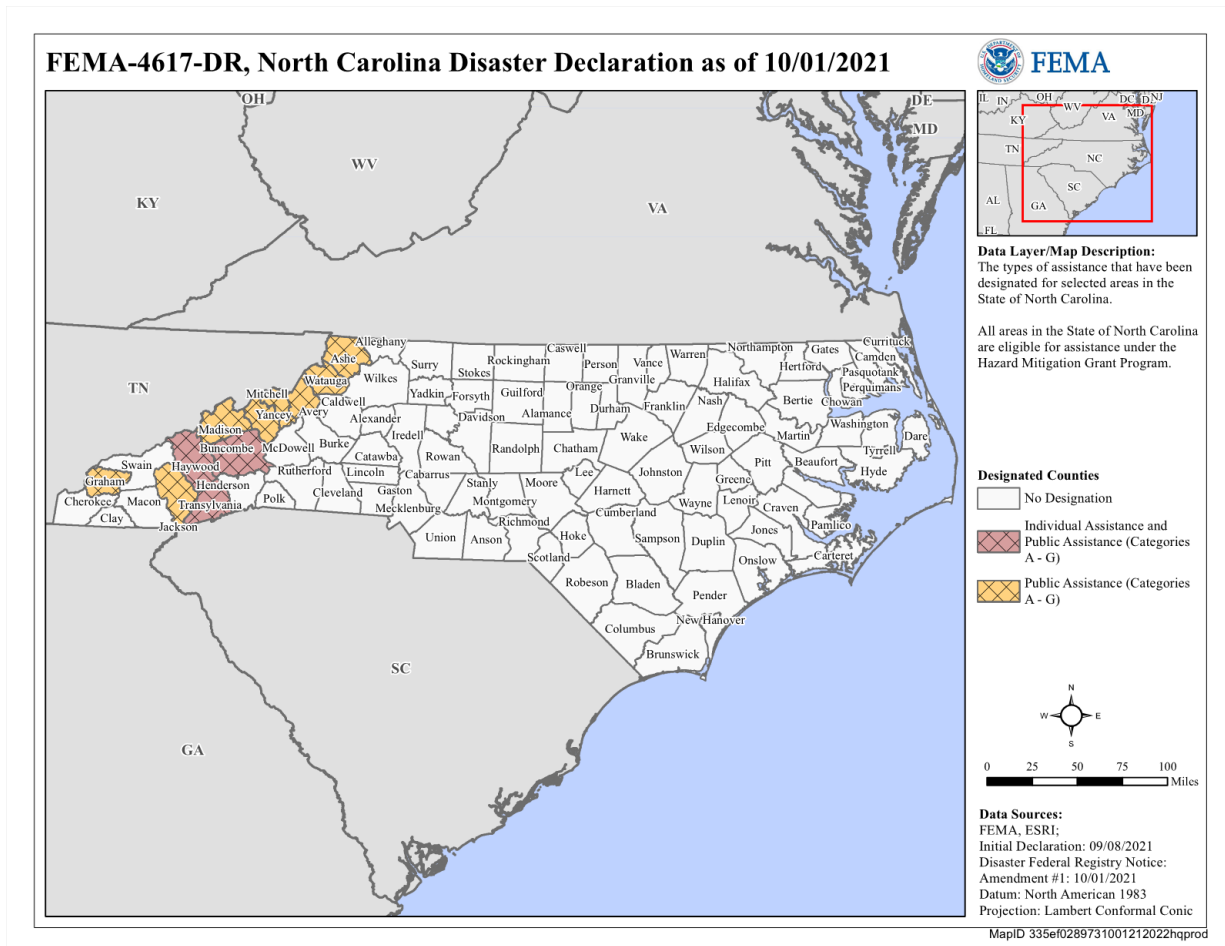
County	FEMA IA	FEMA PA (Categories A-G)
Buncombe	Yes	Yes
Haywood	Yes	Yes
Transylvania	Yes	Yes
Ashe	-	Yes
Avery	-	Yes
Buncombe	-	Yes
Graham	-	Yes
Haywood	-	Yes
Jackson	-	Yes
Madison	-	Yes
Mitchell	-	Yes
Transylvania	-	Yes
Watauga	-	Yes
Yancey	-	Yes

<sup>11</sup> FEMA, 2019. Individuals and Households Program. Retrieved at [https://www.fema.gov/media-library-data/1571949706314-](https://www.fema.gov/media-library-data/1571949706314-838a916aad698391afe34b45ac13100a/1_FACTSHEET_Individuals_and_Households_Program.pdf)

838a916aad698391afe34b45ac13100a/1\_FACTSHEET\_Individuals\_and\_Households\_Program.pdf

<sup>12</sup> FEMA 2020. Public Assistance Program and Policy Guide, Version 4, Effective June 1, 2020. Retrieved at [https://www.fema.gov/media-library-data/1594239534694-](https://www.fema.gov/media-library-data/1594239534694-ea876c73c2135c4273e4914586e7879f/PAPPG_V4_Final_6-1-2020_508.pdf)  
ea876c73c2135c4273e4914586e7879f/PAPPG\_V4\_Final\_6-1-2020\_508.pdf

**Figure 3: FEMA DR-4617, Designated Areas**



## Summary

A main driver for CDBG-DR programming and development of this Action Plan is the unmet needs analysis. The assessment of unmet recovery needs related to DR-4617 revealed remaining needs across housing and infrastructure activities; housing, however, presents the greatest unmet recovery need. The analysis detailed in this Action Plan identifies the methodology and results of the unmet needs relative to housing, infrastructure, and economic recovery. The table below provides an overview of the unmet recovery needs from DR-4617 by category based on data provided by FEMA. As of the drafting of this Action Plan in July 2022, comprehensive SBA loan level data is not yet available to definitively determine unmet economic revitalization needs; however, the available data shows minimal impacts to homeowners, renters, and businesses eligible for SBA disaster loans in the most impacted areas. Moreover, the State of North Carolina has also allocated state funds to the Department of Agriculture to address the needs of farmers in the area who were the businesses most impacted by the storm.

The housing programs proposed in this Action Plan will focus on permanent affordable housing needs, as interim housing needs were not identified during the unmet needs assessment. The resources or activities of volunteer organizations were not accounted in the unmet needs analysis

due to the lack of specific projections from those organizations and general data availability. It is also worth noting that the State of North Carolina has appropriated state funds to meet programmatic needs. In cases of potential overlap, NCORR will coordinate with the North Carolina Office of State Budget and Management (NCOSBM) to ensure that resources are leveraged to their maximum potential.

In order to efficiently address these unmet needs, NCORR's CDBG-DR programming and activity delivery will rely on the expertise and on-the-ground capacity of selected partners to carry out the recovery efforts. Given the relatively small CDBG-DR allocation, NCORR believes that such a streamlined approach is the most effective way to distribute the funding and meet the needs of local communities.

#### Guiding Principles and Citizen Engagement

To further augment the analysis and findings of this Action Plan, NCORR engaged state agencies, local governments, nonprofit organizations, housing-specific stakeholders, public housing authorities, community-based organizations, and other local entities focused on recovery. Engagement with these organizations started in April 2022, in anticipation of the Federal Register Notice detailing the allocation provided by HUD. NCORR also collected information and feedback through a site visit in Haywood County in June 2022 and ongoing conversations with local partners and experts. During the site visit, NCORR presented preliminary analysis to county officials, community-based organizations, and the county's public housing authority after the announcement of the CDBG-DR appropriation in May 2022. NCORR will hold its public comment period from August 1, 2022 through August 30, 2022. NCORR will ensure that all hearings are recorded and made available to the public.

This Action Plan includes an unmet needs and mitigation needs analysis, as well as programming, which reflect the best available data at the time of publication. NCORR understands that these data may not comprehensively represent the entire impact and full spectrum of need across the HUD-identified most impacted and distressed (MID) areas. Therefore, NCORR will continue to engage the public and key stakeholders as the plan is further developed to ensure that CDBG-DR funded programs are accessible and beneficial to households who may not have been represented in the needs assessment or whose needs may have been historically marginalized.

The development of this Action Plan was also greatly influenced by the lessons learned by NCORR in its implementation of recovery programming related to Hurricanes Matthew and Florence, including previous action plans and coordination with North Carolina Emergency Management (NCEM) on these disasters, as well as reliance on HUD's published guidance. As such, NCORR is committed to prioritizing equity, resilience, and efficiency as guiding principles in delivering recovery programming by focusing on shovel-ready activities for communities most impacted by Tropical Storm Fred.

Based on what is known to date, Tropical Storm Fred directly impacted over 500 residences and contributed to over \$18 million in assessed infrastructure damage in North Carolina. However, such estimates likely only provide a snapshot of the long-term needs for communities in the area to recover and prepare for the potential of another disaster.

## CDBG-DR Budget

As required by the Federal Register Allocation Announcement and Consolidated Notices, the most significant consideration in developing CDBG-DR activities and the allocation of funds is the unmet needs assessment. The assessment reviews the various recovery needs of the impacted communities following Tropical Storm Fred. Meanwhile, other sections throughout this Action Plan make the connection between those identified unmet needs and the budgeted CDBG-DR funds for programming.

Overall, as detailed in the CDBG-DR budget below, the recovery programs proposed for Tropical Storm Fred will focus primarily on recovery efforts related to the impacted affordable housing stock and other services needed to support the long-term recovery needs of local low-income communities. Other expenditures listed in the budget include:

- **Administration Costs:** Limited to 5 percent, or \$398,750, of the total allocation.
- **Mitigation Activities:** At least 15 percent of the total allocation must be used for mitigation activities and/or through the incorporation of mitigation measures into recovery activities. NCORR plans on incorporating resilience and mitigation measures into all proposed programs.
- **HUD-Identified Most Impacted and Distressed (MID) Areas:** At least 80 percent of the total allocation must benefit the HUD-identified areas. However, NCORR plans to allocate 100% of the funds to MID areas.
- **Benefit to Low- to Moderate-Income (LMI) Persons:** At least 70 percent of the allocation (less planning and administration costs) must be used for activities that benefit LMI persons. However, in this case, NCORR plans to allocate 100% of the funds to LMI persons.

The table below summarizes how NCORR estimates it will meet or exceed HUD’s expenditure requirements. Actual expenditures will be tracked and reported publicly on NCORR’s website.

**Table 5: CDBG-DR Budget**

Program	Total	% of Total Allocation	\$ to LMI	% to LMI	\$ to HUD-defined MID areas	% to HUD-defined MID areas
Administrative Costs	\$398,750	5.00%	\$0	0.00%	\$319,000	80.00%
Planning Costs	\$576,250	7.20%	\$0	0.00%	\$461,000	80.00%
Affordable Housing Development Fund	\$7,000,000	87.80%	\$7,000,000	100.00%	\$7,000,000	100.00%
<b>Total</b>	<b>\$7,975,000</b>	<b>100.00%</b>	<b>\$7,000,000</b>	<b>87.77%</b>	<b>\$7,780,000</b>	<b>97.55%</b>

## Mitigation Set-Aside

As further described in the unmet needs assessment for mitigation only activities, NCORR identified a variety of hazards that may threaten at various degrees the wellbeing of households, infrastructure, and industries. Based on such analysis, NCORR has determined that the most impactful mitigation measures that can be accomplished using CDBG-DR funds are the

construction of safe and affordable housing in geographic areas that may help to reduce or eliminate potential hazards, such as flooding and landslides, and the augmentation of long-term mitigation planning efforts by local entities. Through such recovery activities, NCORR aims to help mitigate future risks and to help communities recover in a safe and resilient manner. These efforts will align with HUD's national objectives by benefiting low-income individuals in a MID area, and meeting a community development need that poses a threat to community health and welfare in the absence of other financial support.

To further meet mitigation aims, and as required by HUD's Consolidated Notice, 87 FR 31636, NCORR will incorporate the necessary mitigation measures when carrying out activities to construct, reconstruct, or rehabilitate residential or non-residential structures with CDBG-DR funds as part of activities eligible under 42 U.S.C. 5305(a) (including activities authorized by waiver and alternative requirement). Additionally, NCORR will establish resilience performance metrics for those activities in the policies and procedures for the CDBG-DR funded programs. Such measures may include enhanced building and construction standards and other resilient efforts to help individuals mitigate for future disasters. Selected subrecipients will also be required to follow the set metrics and policies.

To count the activities proposed in this Action Plan towards NCORR's HUD mandated CDBG-DR mitigation set-aside, NCORR will complete the following:

1. Document how those activities and the incorporated mitigation measures will meet the definition of mitigation, and
2. Report those activities as a "MIT" activity type in DRGR so they are easily tracked.

NCORR is committed to the implementation of projects and activities that enhance protection and save lives, maximize the utility of scarce resources, and benefit the community long after the projects are complete.

#### *Program Year & Time of Performance*

NCORR expects 2022 to be the first program year for the CDBG-DR funds or the year in which the required agreements are executed between HUD and the State of North Carolina. NCORR maintains a schedule of expenditures and outcomes, periodically updated in accordance with its mandatory reporting to HUD. The schedule of expenditures and outcomes is located at <https://www.rebuild.nc.gov/reporting-and-compliance/reporting>.

In accordance with the Federal Register Notice, all funds will be expended within six years of HUD's initial grant agreement.

## Unmet Need and Proposed Allocation: Summary Table

Category	Remaining Unmet Need	% of Unmet Need	Program Allocation Amount*	% of Program Allocation
Housing	\$16,275,380	96%	\$7,000,000	88%
Infrastructure	\$754,042	4%	\$0	0%
Economic Revitalization	N/A	N/A	\$0	0%
Planning	N/A	N/A	\$576,250	7%
Administrative Costs	N/A	N/A	\$398,750	5%

\*Allocation Amount includes project delivery costs.

## 2. Unmet Needs Assessment

### Overview

The unmet needs assessment of this Action plan is the first attempted analysis of unmet needs in the HUD-identified MID area, Haywood County, NC, following Tropical Storm Fred. A Preliminary Damage Assessment was conducted by FEMA in partnership with state and local agencies in order to support a disaster declaration, which led to the obligation of FEMA Individual Assistance (IA) and Public Assistance (PA) funds as well as the allocation of state funds for disaster recovery. Findings from the Preliminary Damage Assessment and state funding allocations are described in other sections.

The unmet recovery needs assessment will primarily address how CDBG-DR funds can be applied in Haywood County, which is the county surrounding the HUD-Designated MID ZIP code. Some unmet recovery needs will not be covered by CDBG-DR funds, but there are other recovery funds available to assist in the storm-affected region, including FEMA Individual Assistance, Other Needs, and Public Assistance funding, as well as private insurance and NFIP flood insurance, SBA loans, agriculture recovery programs and insurance, and other resources from the state and localities.

This assessment and analysis were completed in June 2022, roughly ten months after the remnants of the storm impacted western North Carolina in August 2021. Additional needs may arise from the planning process for this CDBG-DR grant. Any changes or additions to the unmet needs calculated here that would affect eligibility, alter an activity, or change the way that funds are allocated, will result in a plan amendment. NCORR has also noted changes to the data sharing process for CDBG-DR and CDBG-MIT grantees that began in June 2022. As of the drafting of this plan, NCORR does not have access to newly-updated FEMA data as formal agreements with HUD are still being signed and executed. As additional FEMA IA data becomes available, NCORR may update this plan to reflect any new information.



## Calculating Unmet Needs

Since the time that FEMA made an official disaster declaration for the damage caused by the remnants of Tropical Storm Fred on September 8, 2021, the agency has obligated \$4,986,055.38 in total individual and household program dollars through their Individual Assistance (IA) program across impacted counties. As of June 2022, the agency had also obligated \$8,201,111.33 in public assistance funds for Tropical Storm Fred recovery and \$182,464.00 in Hazard Mitigation Assistance.<sup>13</sup> The total amount awarded for Housing Assistance under the FEMA Individual Housing Program for Haywood County was \$3,032,749.69 and the total dollar amount awarded for Other Needs Assistance from the IHP for Haywood County was \$446,962.55.<sup>14</sup> The methodology for calculating unmet need for housing, as well as infrastructure unmet needs, in the MID area are described in detail in later sections as well as in the Appendix section. With regard to CDBG-DR funding, the May 2022 Federal Register Notice published by HUD stated that at least \$6,935,000 of \$7,975,000 granted should be allocated for total unmet needs related to the HUD MID areas.

### Most Impacted and Distressed Areas (MIDs)

The HUD-designated MID areas for DR-4617 includes Zip Code 28716, which is in Haywood County. CDBG-DR regulations require that 80 percent of CDBG-DR funding be spent within areas designated as Most Impacted and Distressed (MID areas). HUD determines MID areas using the following factors<sup>15</sup>:

- Areas where FEMA has determined the damage was sufficient to declare the disaster eligible for Individual Assistance (IA).
- Areas with concentrated damage defined as:
  - Counties exceeding \$10 million in serious unmet housing needs—and most impacted zip codes.
  - Zip codes with \$2 million or more of serious unmet housing needs.
  - Disaster meeting the Most Impacted threshold.
  - One or more counties that meets the definition of Most Impacted and Distressed.
  - An aggregate of Most Impacted zip codes of \$10 million or more.

### *Expanding MID Zip Codes to Full Counties*

The Federal Register Notice provided clarification that, where HUD has identified an entire zip code as a MID area for the purposes of allocating funds, a grantee may expand program operations to the whole county or counties that overlap with that zip code. NCORR proposes to expand eligibility to the county level for the identified MID zip code. The figure below highlights the zip code and its corresponding county.

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<sup>13</sup> North Carolina Remnants of Tropical Storm Fred: 4617-DR-NC. [4617 | FEMA.gov](https://www.fema.gov/4617-DR-NC).

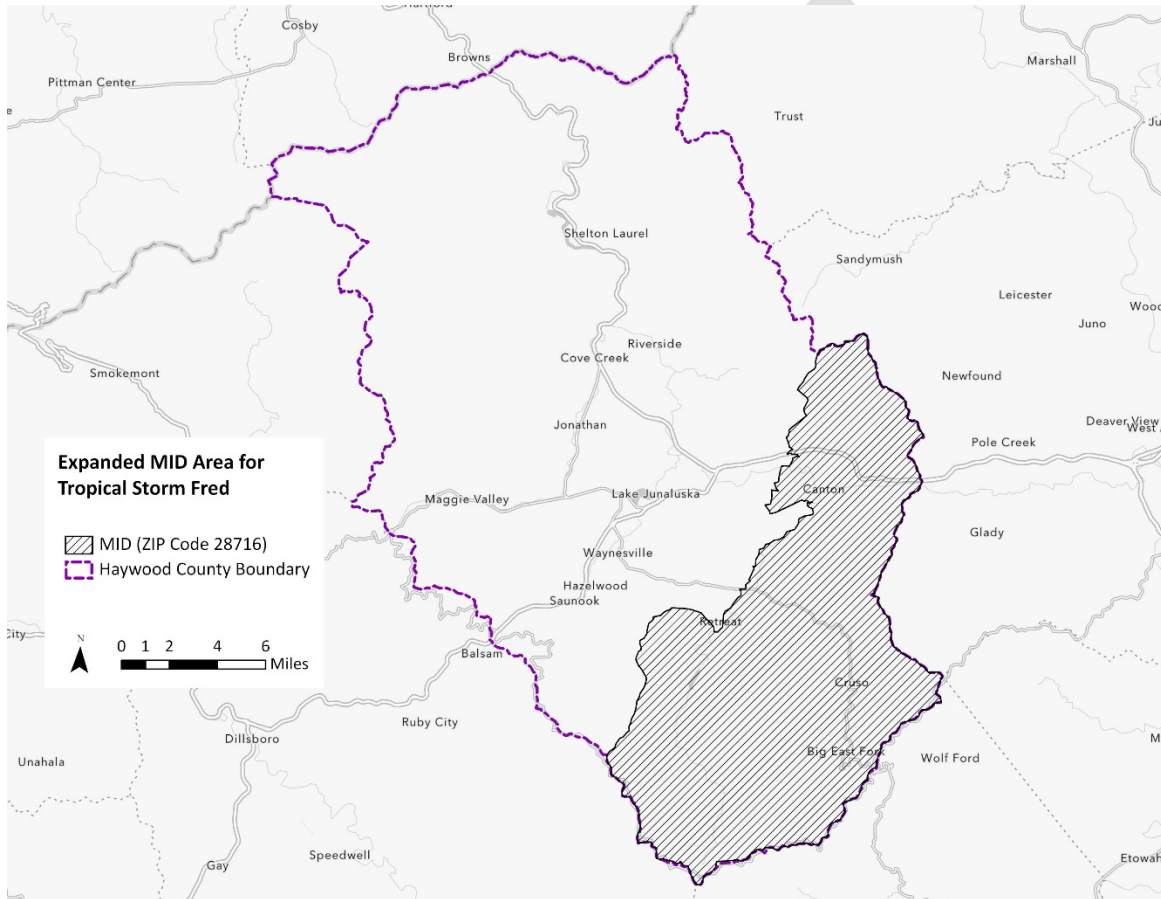
<sup>14</sup> [Individuals and Households Program - Valid Registrations - v1 | FEMA.gov](https://www.fema.gov/individuals-and-households-program-valid-registrations-v1).

<sup>15</sup> HUD, Federal Register Vol. 87, No. 100, May 24, 2022. <https://www.govinfo.gov/content/pkg/FR-2022-05-24/pdf/2022-10969.pdf>

**Table 6: ZIP and County Overlap**

HUD-Designated MID ZIP Code Overlapping County	Overlapping County
28716	Haywood

**Figure 4: Map of Expanded MID Areas for Tropical Storm Fred**



**a. Housing Unmet Needs**

Affordable housing was already a critical unmet need in the MID area prior to Tropical Storm Fred. Housing is considered affordable when it comprises no more than 30% of a household’s income. Households that spend over 30% on housing costs are cost-burdened. In Haywood County, 26.67% of households, or 7,171 units, are considered cost-burdened.<sup>16</sup> Fair Market Rent in 2020 for Haywood County was \$652 for an efficiency apartment, \$806 for a one-bedroom, and \$918 for a two-bedroom.<sup>17</sup> The median family income for this area was \$51,548 in 2020.<sup>18</sup>

<sup>16</sup> 2020 American Community Survey

<sup>17</sup> [FY 2020 Fair Market Rent Documentation System — Calculation for Haywood County, NC HUD Metro FMR Area \(huduser.gov\)](https://www.huduser.gov/portal/datasets/fmr/)

<sup>18</sup> 2020 American Community Survey

In order to afford a two-bedroom apartment on the area's estimated mean renter wage of \$10.37, an individual would have to work 68 hours per week.<sup>19</sup>

American Community Survey data gathered in 2020 indicates that there is a 72.7% owner-occupied housing unit rate in Haywood County, as compared to 63.4% in nearby Buncombe County and 75.6% in Transylvania County.<sup>20</sup> Lower rates of owner-occupied housing units in Buncombe may be due to the fact that this county is a popular tourism destination and therefore may have a higher proportion of short-term rental units, a trend that was likely exacerbated during the COVID-19 pandemic. The lower owner-occupied rate in this neighboring county may create a spillover of housing needs into surrounding counties including Haywood, and a resulting tightening of availability of affordable rental and owner-occupied units in that area. Vacancy rates in Haywood County as of 2020 were relatively high, at 24.6%,<sup>21</sup> but this suggests an atypical housing market that may have an excess of poor housing stock. Meanwhile, vacancy rates in neighboring Transylvania County are less than one percent, which may create pressure on housing options and affordability Haywood County. Haywood County is also among the top three counties in the region along with Buncombe and Henderson in terms of growth of new households over the past decade, with 2,276 households added to the county, creating additional pressure on housing stock.<sup>22</sup>

Affordable housing is a significant challenge for renters in Haywood County, and across Western North Carolina. A recent study conducted between January and June of 2021 found that more than one in five renter households were severely cost burdened in Haywood County, as well as in six other counties in the surrounding region.<sup>23</sup> The same report found that, using North Carolina Housing Finance Agency (NCHFA) guidelines for their calculation, there was a rental housing gap of 884 general occupancy units in Haywood County, across all Area Median Household Income (AMHI) levels. AMHI is defined by HUD as the median income for families (metropolitan and non-metro areas) based on the median family income in an area adjusted for family sizes, that the individual household's income is a percentage of the area median income. Of these, 575 rental units were needed for older adults ages 55 and over, using NCHFA guidelines for the calculations. Using HUD guidelines, there would be more available general occupancy units needed (1,043), but the HUD calculations yielded fewer older adult units (402) as a baseline need to close the rental housing gap.<sup>24</sup> The same trends persisted with regard to *for-sale* housing.

A Housing Needs Assessment conducted by Bowen National Research in 18 Western North Carolina counties including Haywood County also found a shortage of available rental and *for-sale* housing, with significant impacts on the lowest income households (under 50% AMI), and the report recommended establishing resources for repair, stabilization, increasing housing choice voucher use, building new units, and pursuing creative community-based solutions and outreach efforts to provide housing resources and services.<sup>25</sup>

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<sup>19</sup> [WesternNC-ExecSum.pdf \(dogwoodhealthtrust.org\)](#).

<sup>20</sup> American Community Survey 2020. [Census.Gov](#).

<sup>21</sup> [Haywood County, North Carolina - Census Bureau Profile](#)

<sup>22</sup> [WesternNC-ExecSum.pdf \(dogwoodhealthtrust.org\)](#).

<sup>23</sup> [WesternNC-ExecSum.pdf \(dogwoodhealthtrust.org\)](#).

<sup>24</sup> [WesternNC-ExecSum.pdf \(dogwoodhealthtrust.org\)](#).

<sup>25</sup> [WesternNC-ExecSum.pdf \(dogwoodhealthtrust.org\)](#).

With regard to public housing and multifamily housing, Haywood County was listed as a “low vacancy” area for public housing availability by HUD in 2021, because the county has an occupancy rate of 96 percent for public housing and multifamily assisted properties, which surpasses the HUD threshold for Tenant-Protection Voucher set-aside of 90 percent or greater.<sup>26</sup> HUD data from 2021 shows that there were 1008 subsidized units available in Haywood County, with 83% occupied. Of those households, 31% of tenants were people with disabilities.<sup>27</sup> A recent survey of 11 multifamily rental housing units in the region found an overall vacancy rate of zero; there are 734 total multifamily housing units in Haywood County.<sup>28</sup>

### *Community-identified Needs*

Prior to Tropical Storm Fred, Smoky Mountain Housing Partnership, Inc. identified the following needs related to affordable housing in their service area, which includes Haywood County: 1) an aging population that faces affordability challenges due to accessibility needs, fixed incomes, and medical costs; 2) poverty and low-paying jobs due to a tourism-based service economy, and a lack of career skill resources; and 3) a lack of affordable housing that impacts workforce housing for public servants including teachers, law enforcement officers, etc.<sup>29</sup> The Haywood County Affordable Housing Strategy drafted in 2017 noted constraints of developing additional affordable housing in the county including uneven terrain, with most of the flat land prime for development located in flood plains.<sup>30</sup>

### *Data sources and limitations*

This Action Plan and unmet needs analysis reflects the best available datasets at the time it was prepared in July of 2022. At this time, a full breakdown of Small Business Administration disaster loan data was not available to NCCORR, however, given the minimal economic impact and relatively small sample size highlighted in the available data, the data and analysis provide an accurate picture of those unmet needs. FEMA Individual Assistance data only includes applicants who volunteered to register and apply, and this official dataset may not capture the true disaster impact on unsheltered persons or migrant workers. American Community Survey data provides a helpful resource for demographic and population data between the 10-year census, but the data is based on a sample rather than population count data like the census, and therefore incorporates a degree of uncertainty (sampling error). The Centers for Disease Control (CDC) social vulnerability data is a helpful planning resource that provides indexed ranks for census tract based on a series of 15 social factors, but 2018 was the last year in which it was updated, so it does not represent the most current conditions. Likewise, data from the Environmental Protection Agency (EPA) EJSCREEN tool does not necessarily represent “up to date” conditions in 2021-2022.

### *HUD Methodology*

Unmet housing need is typically defined by HUD as the number of housing units with unmet needs multiplied by the estimated cost to repair those units, minus funds already provided by

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<sup>26</sup> [Low-Vacancy Areas – Set-Aside Tenant Protection Vouchers | HUD USER.](#)

<sup>27</sup> [Assisted Housing: National and Local | HUD USER.](#)

<sup>28</sup> [WesternNC-ExecSum.pdf \(dogwoodhealthtrust.org\)](#)

<sup>29</sup> [Smoky Mountain Housing Partnership - Waynesville, North Carolina](#)

<sup>30</sup> Affordable Housing Plan JUN 9 Presentation (regiona.org)

FEMA and SBA for repairs, as long as the activity can be covered by CDBG-DR funds. Among homeowners, HUD normally categorizes unmet needs using FEMA Verified Loss (FVL) values as those greater than zero dollars, at a property located outside the one percent flood risk hazard area, with no insurance to cover the damage. Additionally, the unit may have an FVL greater than zero at a property inside the flood hazard area, but with a household income less than 120 percent of AMI. Or, the FVL can be greater than zero dollars with no hazard insurance and non-flood damages, with an income for the household below the greater of the national median or 120 percent AMI. For renters, the standard for unmet needs includes FVL to personal property more than zero dollars, and a household income below 50 percent of AMI. HUD only considers the “Major” and “Severe” damage categories for owner-occupied and rental households in calculations of unmet need.

The 2022 HUD CDBG-DR Federal Register Notice provides the following damage categories for owner-occupied and rental units:

#### FEMA Owner Unit Damage Level as categorized by HUD

- Minor-Low: Less than \$3,000 of FEMA inspected real property damage (FVL).
- Minor-High: \$3,000 to \$7,999 of FEMA inspected real property damage.
- Major-Low: \$8,000 to \$14,999 of FEMA inspected real property damage and/or 1 to 3.9 feet of flooding on the first floor.
- Major-High: \$15,000 to \$28,800 of FEMA inspected real property damage and/or 4 to 5.9 feet of flooding on the first floor.
- Severe: Greater than \$28,800 of FEMA inspected real property damage or determined destroyed and/or 6 or more feet of flooding on the first floor.

If an owner-occupied property also has a personal property inspection by FEMA or if they *only* have a personal property inspection, then if the personal property assessment puts the owner in a higher need category the personal property assessment will be used.

#### FEMA Owner Personal Property Based Need Categories:

- Minor-Low: Less than \$2,500 of FEMA inspected personal property damage.
- Minor-High: \$2,500 to \$3,499 of FEMA inspected personal property damage.
- Major-Low: \$3,500 to \$4,999 of FEMA inspected personal property damage or 1 to 3.9 feet of flooding on the first floor.
- Major-High: \$5,000 to \$9,000 of FEMA inspected personal property damage or 4 to 5.9 feet of flooding on the first floor.
- Severe: Greater than \$9,000 of FEMA inspected personal property damage or determined destroyed and/or 6 or more feet of flooding on the first floor

Homes are considered “most impacted” with a high level of damage if they have “major-low” designation or higher (FEMA real property damage assessed at or above \$8000, personal property damage at or above \$4500, or flooding one foot or more on the first floor of the unit.)

Homeowners with no flood insurance outside the 100-year flood plain also have unmet needs if they reported any flood damage. If they are in the floodplain with flood damage, but below 120 percent Area Median Income (AMI), they also have an unmet need. HUD also determines that homeowners without hazard insurance that have incomes below 120% AMI or the national median (whichever is greater) have unmet needs.

#### FEMA Renter Personal Property Based Need Categories:

- Minor-Low: Less than \$1,000 of FEMA inspected personal property damage.
- Minor-High: \$1,000 to \$1,999 of FEMA inspected personal property damage or determination of “Moderate” damage by the FEMA inspector.
- Major-Low: \$2,000 to \$3,499 of FEMA inspected personal property damage or 1 to 3.9 feet of flooding on the first floor or determination of “Major” damage by the FEMA inspector.
- Major-High: \$3,500 to \$7,500 of FEMA inspected personal property damage or 4 to 5.9 feet of flooding on the first floor.
- Severe: Greater than \$7,500 of FEMA inspected personal property damage or determined destroyed and/or 6 or more feet of flooding on the first floor or determination of “Destroyed” by the FEMA inspector.

#### *NCORR methodology*

NCORR has modeled our methods for analyzing housing unmet recovery needs after the housing unmet recovery needs analysis conducted in 2022 by other State grantees, such as California and Oregon, for their own CDBG-DR Public Action Plans, while following HUD guidance and the details of the Federal Register Notice.<sup>31</sup>

#### Unmet Needs for Renters

The following table breaks out renter-occupied units from the FEMA IA applications in Haywood County into respective HUD-defined damage categories. Only personal property verified loss is included, and only verified losses that are over \$0 in damage are used in the analysis.

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<sup>31</sup> [NCORR Policy - hcd-2020-action-plan-public-comment-6may22.pdf - All Documents \(sharepoint.com\)](#)

**Table 7: FEMA IA renter applications by HUD-defined damage category in Haywood County (Source: FEMA IA)**

	<b>Minor-Low</b>	<b>Minor-High</b>	<b>Major-Low</b>	<b>Major-High</b>	<b>Severe</b>
<b>Haywood County Renters</b>	78	51	50	98	16

According to the Federal Register, 87 FR 31636, rental properties are considered to have a high level of damage if they are in the “Major-Low” category or higher. This means that the FEMA personal property assessment was \$2000 or more, or there was flooding of one foot or more on the first floor of the unit. A total of 164 renters in Haywood County fall into this category, with total personal property FVL estimates at \$654, 847.97 (see table below).

**Table 8: Renter Personal Property FVL by HUD Damage Category in Haywood County (Source: FEMA IA)**

	<b>Major-Low</b>	<b>Major-High</b>	<b>Severe</b>	<b>Total Damage</b>
<b>Renter count</b>	50	98	16	164
<b>Total Personal Property FVL</b>	\$189,808.40	\$404,832.06	\$60,207.50	\$654,847.96

Additional analysis of renter income level using HUD-defined income categories yields potential unmet needs for this population. According to the Federal Register, rental units with a tenant earning less than the poverty level or 50 percent of the area median income (AMI) --whichever is greatest—are used to calculate likely unmet needs for affordable rental housing. HUD uses the following income categories:

- Low and Moderate Income (LMI) - 80 percent Area Median Income and below
- Very Low Income (VLI) - 50 percent AMI and below
- Extremely Low Income (ELI) - 30 percent AMI and below

In Haywood County, as of 2021, the 80 percent AMI level in Haywood County for an individual was \$35,500, the 50 percent AMI was \$22,200, and 30 percent AMI was \$13,300.<sup>32</sup> For the purposes of this analysis, the LMI and VLI categories were combined because FEMA IA data uses self-reported gross income ranges of \$15,000-30,000, and \$30,000-\$60,000. Everyone in the ELI category listed a gross income of \$0.

<sup>32</sup> [FY 2021 Income Limits Documentation System -- Summary for Haywood County, North Carolina \(huduser.gov\)](#)

**Table 9: Rental Unit Damage Category Grouped by HUD Income Level of Renter (Source: FEMA IA)**

	<b>Low and Moderate Income (LMI) and Very Low Income (VLI)</b>	<b>Low and Moderate Income (LMI) and Very Low Income (VLI)</b>	<b>Extremely Low Income (ELI) - Below 50% AMI</b>	<b>Extremely Low Income (ELI) - Below 50%</b>	
	Renter Count	Personal Property FEMA Verified Losses	Renter Count	Personal Property FEMA Verified Losses	Total Damaged Units By Damage Category (LMI, VLI, and ELI)
Major-Low Damage	18	\$54,373.65	3	\$7,927.36	21
Major-High Damage	44	\$218,846.35	3	\$16,314.74	47
Severe Damage	6	\$499,571.08	1	\$8,237.40	7
<b>Grand Totals</b>	<b>68</b>	<b>\$772,791.08</b>	<b>7</b>	<b>\$32,479.50</b>	<b>75</b>

Overall, 68 of 399 applicants (17%) who were renters and applied for FEMA IA in Haywood County fell into the LMI/VLI category and 75 (18.7%) were in the ELI category. In the ELI category, which means that gross income fell below 50% AMI, there was a total amount of personal property FEMA Verified Losses of \$32,479.50, which represents unmet housing need for affordable housing.

With regard to other available resources to meet the need for affordable housing, it should be noted that the North Carolina Housing Finance Agency is providing additional points in its scoring for affordable housing development projects for renters in areas that were impacted by Tropical Storm Fred.<sup>33</sup>

#### Unmet Needs for Homeowners

HUD describes in the Federal Register notice that the average cost to repair a home is found by using the median real property damage repair costs as determined by the SBA for its disaster loan program. As of June 2022, SBA data is not available to NCORR, and therefore the FEMA IA data and real property values were used to estimate unmet need for homeowners. Only the “Major” and “Severe” categories were considered in the unmet need analysis for homeowners.

<sup>33</sup> [Microsoft Word - Final 2022 QAP \(nchfa.com\)](#)



**Table 10: Homeowner Real Property FVL by HUD Damage Category, Haywood County (Source: FEMA IA)**

	<b>Major-Low (\$8k-14,999k) and/or 1-3.9 feet of flooding on 1 FL</b>	<b>Major-High (\$15,000-\$28,800) and or 4-5.9 feet of flooding on 1<sup>st</sup> fl.</b>	<b>Added to “Major-High” category (PPFVL &gt; \$3500)</b>	<b>Severe (More than \$28,800 of RPFVL and/or 6+ ft flood on 1 FL)</b>	<b>Added to “Severe” category (PPFVL &gt; RPFVL)</b>	<b>Total</b>
<b>Owner count</b>	62	53	1	22	1	<b>139</b>
<b>Real Property FVL</b>	\$623,038.52	\$983,643.52	PPFVL = \$5763.47	\$2,309,937.66	\$11,100.99	<b>\$3,933,483.69</b>

The Major-Low category includes 13 units that had a water level listed in the FEMA IA data of 1-3.9 feet with the location of the high water mark the first floor, but that did not have a Real Property FEMA Verified Loss of \$8,000 or greater. There were two owners in the Haywood County dataset who did not meet the threshold for Major-Low damage or higher with regard to their Real Property FEMA Verified Loss (RPFVL), but whose Personal Property FEMA Verified Loss (PPFVL) amount was greater than \$3,500. In one of these cases, the PPFVL was higher than the RPFVL (\$11,100.99), which put them in a higher category of need. As specified in the Federal Register notice, this PPFVL was added to the other Real Property FVL values and included in the “Severe” category.

As described in the 2022 Federal Register, HUD encourages that grantees explore these populations for estimating serious unmet needs for housing:

- Homeowners with personal property damage that places the home in a higher need category than the real property assessment (above \$3500 of personal property FEMA Verified Loss).
  - This is described in the table above.
- Homeowners without flood insurance, outside the 100-year flood plain, with flooding damage
- Homeowners without flood insurance inside the 100-year flood plain, with flood damage, below the greater of a) the national median or b) 120% AMI
- Homeowners without hazard insurance with non-flood damage and income below the greater of a) the national median or b) 120% AMI

Analysis of data related to the first three bullet points is presented below. Data capturing Tropical Storm Fred damage compiled by North Carolina Emergency Management (NCEM) shortly after the storm details the number of damaged structures, victims, as well as other hazards in the 100-year floodplain.<sup>34</sup> Analysis of this data in ArcGIS demonstrated that

<sup>34</sup> <https://ncem-gis.maps.arcgis.com/home/item.html?id=dfde86dabc9f426f89c77850db4ebf92>

approximately 536 damaged structures fell in the 100-year flood plain in Haywood County, in addition to 74 "Hazards" that were mostly infrastructure-related, along with 229 types of damage listed in the "other" category. Additionally, the "Victim" category documented victims of personal property damage as well as individuals who were assisted or rescued.

**Table 11: Tropical Storm Fred Damage Data in the 100-year flood plain in Haywood County (Source: NCEM<sup>35</sup>)**

Type of Damage	Count
Damage (primarily to structures)	536
Hazards (e.g. infrastructure/roads/bridges)	74
Other	229
Victim	15
<b>Total</b>	<b>854</b>

While this dataset did not capture whether the damaged structures were occupied by owners or renters, the number of owners with damaged structures in the 100-year flood plain can be estimated using the percentage of owner-occupied versus renter-occupied units from FEMA IA claims. 870 of 1286 FEMA IA applicants in Haywood County (68%) were owners, and 399 of 1286 were renters (31%). Using these proportions, it can be estimated that approximately 363 of the damaged structures in the 100-year flood plain were owner-occupied units. Among Haywood County owners, the percentage who reported having flood insurance as part of their FEMA IA claim was 79 out of 1,286 applicants, or six percent. Applying this percentage to the estimated number of damaged owner-occupied units in the 100-year flood plain, we would anticipate that approximately 341 homeowners without insurance in the 100-year flood plain would have experienced damage to their property due to flooding.

By subtracting the estimated number of owner-occupied structures in the 100-year floodplain from the total of 870 Haywood County FEMA IA claimants (870-363), it can be assumed that 507 owner-occupied units are located outside the 100-year floodplain. Applying the proportion of homeowners who do not have flood insurance according to FEMA data, the approximate total number of homeowners without flood insurance, outside the 100-year floodplain, with flooding damage is 477.

#### Calculating Unmet Needs

To calculate serious unmet housing needs for homeowners, NCORR totaled the number of Haywood County owner-occupied units with Major-High (53) and Severe (22) damage, and used an alternative multiplier to capture a more realistic understanding of the lingering impacts of Tropical Storm Fred. The alternative multiplier was also needed due to the relatively minimal analysis possible through the small sample size highlighted in the available SBA data, which shows an approval of only \$695,900 in SBA disaster loans to 23 applicants in Haywood County. The North Carolina Housing Finance agency uses \$106,000 as the cost per unit maximum to develop a unit for the Low Income Housing Tax Credit (LIHTC) program in their 2022 Qualified Allocation Plan, and NCORR has adopted this figure as the multiplier in the following

<sup>35</sup> TSFredDamage - Overview (arcgis.com)

analysis.<sup>36</sup> While this multiplier was intended for single family houses or duplexes, and therefore does not accurately reflect costs to rebuild mobile homes for the 189 applicants to FEMA IA in Haywood County who were living in mobile home units or the 54 who reported living in travel trailers. It does, however, provide a baseline estimate. The final unmet need amount may increase with additional analysis of SBA data in the future.

Using the alternative multiplier, the unmet need for homeowners amounts to 75 units multiplied by the cost per unit to develop a home (\$106,000) for a total of \$7,950,000, minus the repair costs provided by FEMA (\$3,293,581.18 in Real Property FEMA Verified Losses for homeowners, plus any additional repair funds provided by SBA). This provides a baseline estimate of total serious unmet housing needs for homeowners at \$4,656,418.82. Some of this amount may be covered by state allocated funds, but CDBG-DR funds will be useful in addressing these needs.

For renters, there were 114 in units that had Major-High or Severe Damage. Using the selected multiplier of \$106,000, the total amount of serious unmet housing need comes to \$12,084,000, minus FEMA Personal Property Verified Losses provided to renters in the amount of \$465,039 in those categories. Therefore, the total serious unmet housing need for renters using this method amounts to \$11,618,961.

It is worth noting that while this analysis merely provides an approximated proxy of the potential unmet housing needs of HUD MID areas, what is clear from the assessment is that the needs of household renters require additional attention. The identified unmet needs do not take into account the nearly \$29 million in state funds that have been allocated for housing assistance related to the impacts of Tropical Storm Fred.

As of the drafting of this Action Plan, additional analysis is needed to understand the number of homeowners without hazard insurance with non-flood damage and income below the greater of a) the national median or b) 120% AMI that were impacted by the storm and who received assistance from FEMA IA. NCORR will amend the Action Plan as new information is gathered.

#### Disaster Damage and Impacts

A FEMA Preliminary Damage Assessment Report for the remnants of Tropical Storm Fred indicated that 563 Haywood County residences were impacted according to the Individual Assistance category,<sup>37</sup> representing 1.6% of the total housing units in Haywood County based on 2020 data.<sup>38</sup> Of these impacted residences, 56 were considered “Destroyed,” 206 sustained “Major Damage,” 160 had “Minor Damage,” and 141 were “Affected.” The summary also showed that only 1.3% of these residences were insured with flood insurance, 13.3% of the households lived in poverty, 70.8% were owner-occupied, and 16.7% of impacted residents were 65 and older. Additionally, 13.9% of the households included at least one individual with a disability, and 16.6% of the occupants used Medicaid and CHIP, with 13% receiving SNAP assistance.

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<sup>36</sup> [Microsoft Word - Final 2022 QAP \(nchfa.com\)](#)

<sup>37</sup> [FEMA-4617-DR-NC](#)

<sup>38</sup> [Haywood County, North Carolina - Census Bureau Profile.](#)

Given the existing challenge for residents of Haywood County to obtain affordable housing prior to Tropical Storm Fred, as outlined in other sections, the damage caused by the storm event poses a serious and immediate threat to the health and welfare of the community, and to vulnerable populations in particular. FEMA's Individual Assistance (IA) data illustrates that 189 of the applicants in Haywood County lived in mobile homes, and 54 lived in travel trailers. These housing types were more likely to be occupied by low-income individuals: of the 189 IA applicants living in mobile homes, 68 reported a gross income of either \$0 or less than \$15,000. Of the 54 living in travel trailers, 24 reported gross income of less than \$15,000.

The impact on travel trailers may be due to the fact that a number of RV campground sites used for travel trailers experienced heavy flooding impact during Tropical Storm Fred, which would also limit the possibility of rebuilding or relocating a travel trailer at the same site in the future and create a need for alternative permanent housing. Data presented in the following sections also reveals a potential unmet need for the residents of travel trailers.

#### *Housing Impact Assessment Methodology*

The following sections present an analysis of the housing impact caused by Tropical Storm Fred's remnants in Haywood County, North Carolina, using the FEMA Individual Assistance (IA) dataset provided to NCORR by HUD using HUD's Interim Process for non-PII data. Each section offers a breakdown of available data.

#### *Impact by Income*

Analysis of the FEMA Individual Assistance (IA) data shows that overall, approximately 95% of the total FEMA Housing Assistance provided under the Individual Housing Program (IHP) was awarded to owners in Haywood County, with just 5% going to renters.

While the greatest percentage of the total assistance was awarded to those making between \$30,001-\$60,000 in gross income (24%), only 11% of all awarded assistance went to those applicants who self-reported a gross income of less than \$15,000. Households who self-reported an income of \$0 received 18% of the total amount of Housing Assistance awarded. This data demonstrates that FEMA IA funds were used primarily for owners and for those making over \$15,000, which may indicate an unmet recovery need for low-income renters in Haywood County.

The table below provides the sum of the total Housing Assistance amount awarded in Haywood County under the Individual Housing Program (IHP), categorized by applicant status (renter/owner) and gross income level as of May 2022. Gross income is a range that is self-reported by the applicant.

**Table 12: Total FEMA Housing Assistance (IHP), Haywood Co.**

<b>Total FEMA Housing Assistance (IHP), Haywood County</b>	<b>Gross Income</b>						
<b>Applicant status</b>		<b>\$120,001-\$175,000</b>	<b>\$15,000-\$30,000</b>	<b>\$30,001-\$60,000</b>	<b>\$60,001-\$120,000</b>	<b>&lt;\$15,000</b>	<b>Grand Total</b>
Owner	\$ 534,930.50	\$ 98,012.23	\$639,809.50	\$690,991.39	\$611,857.31	\$287,379.92	\$2,868,445.69
Renter	\$ 24,342.00	\$ -	\$33,380.00	\$50,200.00	\$18,958.00	\$37,424.00	\$164,304.00

*Impact by Insurance Status*

Only 87 out of 1,286 applicants (6%) who were awarded FEMA Individual Assistance reported having flood insurance. Applicants to the FEMA IA program in Haywood County after Tropical Storm Fred who were owners of their housing unit were more than eight times more likely to have flood insurance than applicants who were renters (see table below). Those applicants living in mobile homes, travel trailers, townhouses and “other” living situations, for the most part, did not have flood insurance.

**Table 13: Haywood County FEMA IA applicants with flood insurance, by status (renter vs. owner)**

<b>Applicant Status</b>	<b># Applicants with Flood Insurance</b>
Owner	79
Renter	8

*Impact on Elderly Residents*

In general terms, Haywood County has a relatively high percentage of elderly residents: 24%, according to 2020 American Community Survey Data. Meanwhile, approximately 31% of all FEMA IA Housing Assistance went to applicants over the age of 65. By comparison, only one percent of the FEMA AI amount awarded to this age group went to renter households.

**Table 14: Total FEMA IA/IHP Housing Assistance by Age group and applicant status.**

<b>Total FEMA Housing Assistance (IHP) by Age</b>	<b>Applicant Status</b>		
<b>Age Group</b>	<b>Owner</b>	<b>Renter</b>	<b>Total</b>
0-49	\$ 785,219.74	\$ 113,682.00	\$ 898,901.74
50-64	\$ 1,148,801.42	\$ 36,940.00	\$ 1,185,741.42
65+	\$ 934,424.53	\$ 13,682.00	\$ 948,106.53
<b>Total</b>			<b>\$ 3,032,749.69</b>

*Impact on Renters and Owners with Access and Functional Needs*

None of the applicants who applied for FEMA IA assistance were reported as having access or functional needs. This applies to both the renter and owner categories. But as prior demographic analysis showed, 17.6 percent of Haywood County’s population was identified as having a disability according to recent American Community Survey data. There may be unreported unmet needs for renters and owners affected by Tropical Storm Fred that were not gathered during FEMA’s preliminary damage assessment. These needs could be further explored with community partners during the program delivery phase of this CDBG-DR grant effort.

*Hazard Impact and Flood Risk*

The 2018 North Carolina State Hazard Mitigation Plan (HMP) lists flooding as one of the 11 top statewide hazards, as identified by a team of subject matter experts.<sup>39</sup> The HMP categorizes flooding, hurricanes and coastal hazards, and tornadoes/thunderstorms as “highly likely” to continue to occur in Western North Carolina. Additionally, nine of the Presidential Flooding Disasters since 1977 have been in Western North Carolina counties.<sup>40</sup> The North Carolina Climate Risk and Resilience Plan also identifies landslides as a hazard that will likely increase in the coming years in the Western part of the state due to increased rainfall from the effects of climate change. Landslides can disproportionately affect vulnerable populations if they do not have access to a vehicle or other means to flee an area affected by landslides, or they have limited mobility due to age or a disability.<sup>41</sup>

The high likelihood of flooding impacts in this region also adds additional risk from contamination and toxic exposure when flooding occurs at or near hazardous sites. According to the North Carolina Department of Environmental Quality (NC DEQ) Community Mapping System,<sup>42</sup> Haywood County is home to a number of hazardous sites and potentially hazardous sites, particularly along Interstate 40 and the Great Smoky Mountain Expressway (see Table below). According to the U.S. Environmental Protection Agency (EPA) Environmental Justice

<sup>39</sup> [NCHMP 2018](#)

<sup>40</sup> [NCHMP 2018](#)

<sup>41</sup> [2020-Climate-Risk-Assessment-and-Resilience-Plan.pdf](#)

<sup>42</sup> [NCDEQ Community Mapping System \(arcgis.com\)](#)

Screening and Mapping Tool (EJSCREEN), several of these sites are located in the estimated 100-year flood plain, which may create an increased risk of spills and leaching during flood events. Haywood County also contains several “potentially underserved” block groups as of 2019, according to NC DEQ’S Community Mapping System, putting vulnerable populations at risk of exposure from flooded hazardous sites.

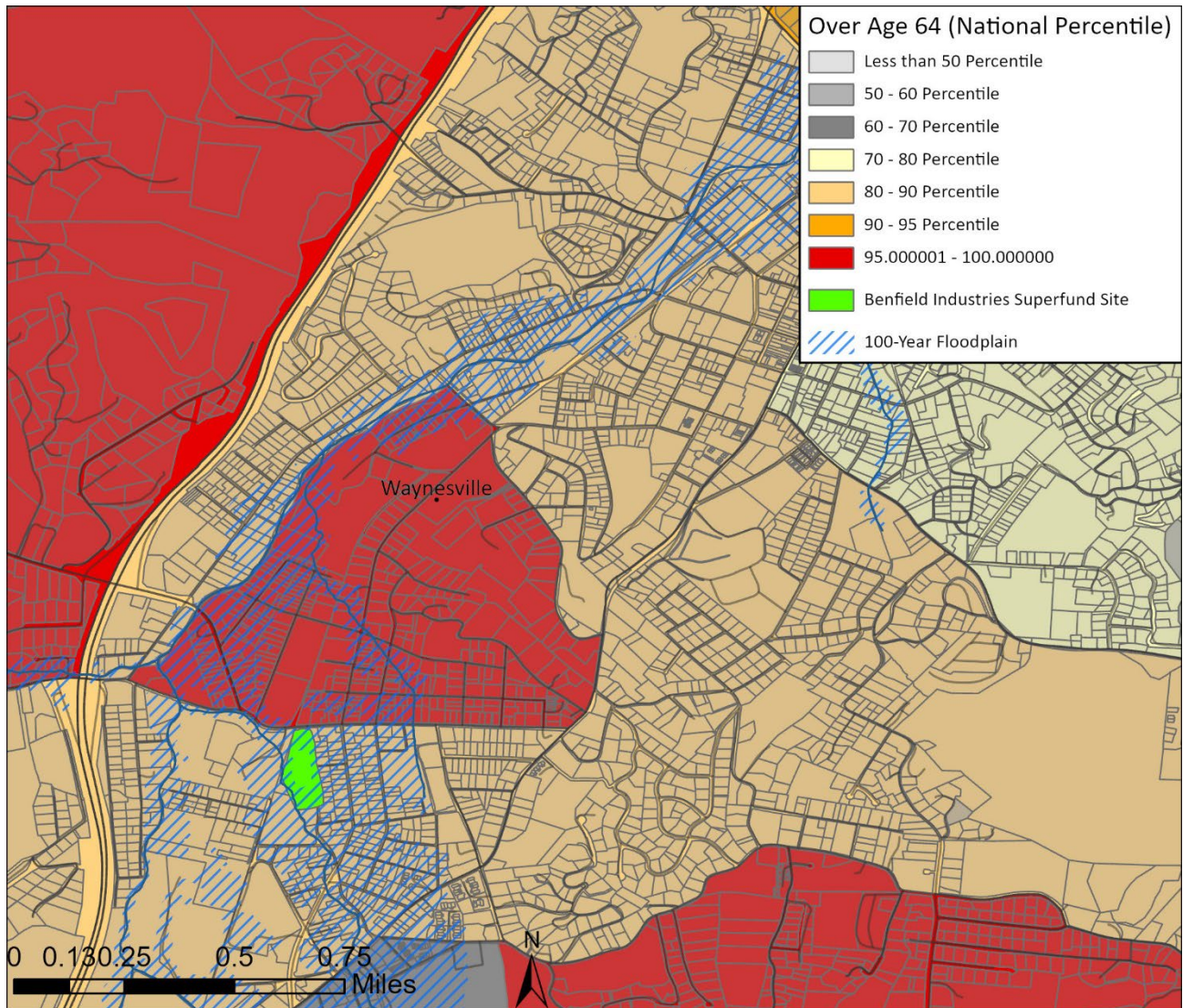
**Table 15: Hazardous sites proximate to the MID area in Haywood County, according to the North Carolina Department of Environmental Quality (NC DEQ) Community Mapping System.**

<b>Hazardous Site Type</b>	<b>Count</b>
Pre-regulatory landfills	62
Hazardous waste sites	167
Brownfields	123
Inactive Hazardous Sites	167
Coal ash storage facilities (closed)	2
Solid waste septage sites	15

There are also two active National Priorities List (NPL), or “Superfund” sites, in Haywood County, one of which – Benfield Industries, located in Waynesville, NC—is in a FEMA 100-year flood hazard zone with a 1% chance of flooding each year.<sup>43</sup> EPA EJSCREEN mapping illustrated that this Superfund site is bordered to the north by a triangular-shaped area that is in the 96th percentile nationally for the number of individuals over the age of 64 (36% of the population). In that same area, 29% of the residents are low income (see the figure below).

<sup>43</sup> [Flooding and Potential Environmental Contamination Sources in North Carolina \(arcgis.com\)](https://arcgis.com)

**Figure 5: The number of residents over age 64 is in the 96th percentile nationally near Benfield Industries Superfund site in Waynesville, NC, which is also located in a 100-year flood plain.**

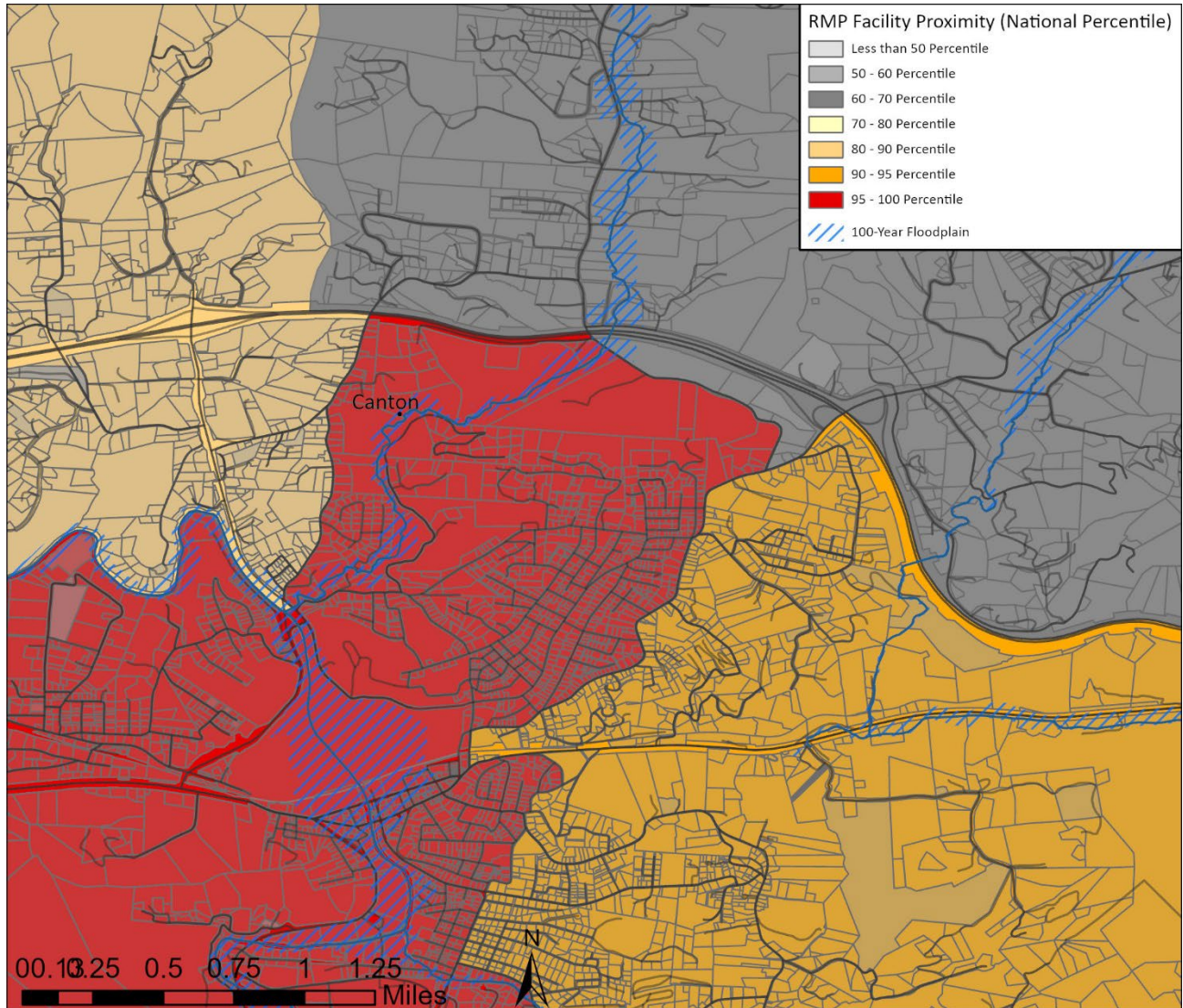


The area around Canton, NC, in Haywood County is categorized by the U.S. Environmental Protection Agency (EPA) Environmental Justice Screening and Mapping Tool (EJSCREEN) as being in the 95<sup>th</sup>-100<sup>th</sup> percentile for the count of Risk Management Plan (RMP facilities) within a 5 km radius, with 3.5 RMP facilities per kilometer. This area is also bordered by a 100-year flood plain, shaded in blue (see the figure below).<sup>44</sup>

<sup>44</sup> <https://ejscreen.epa.gov/mapper/>

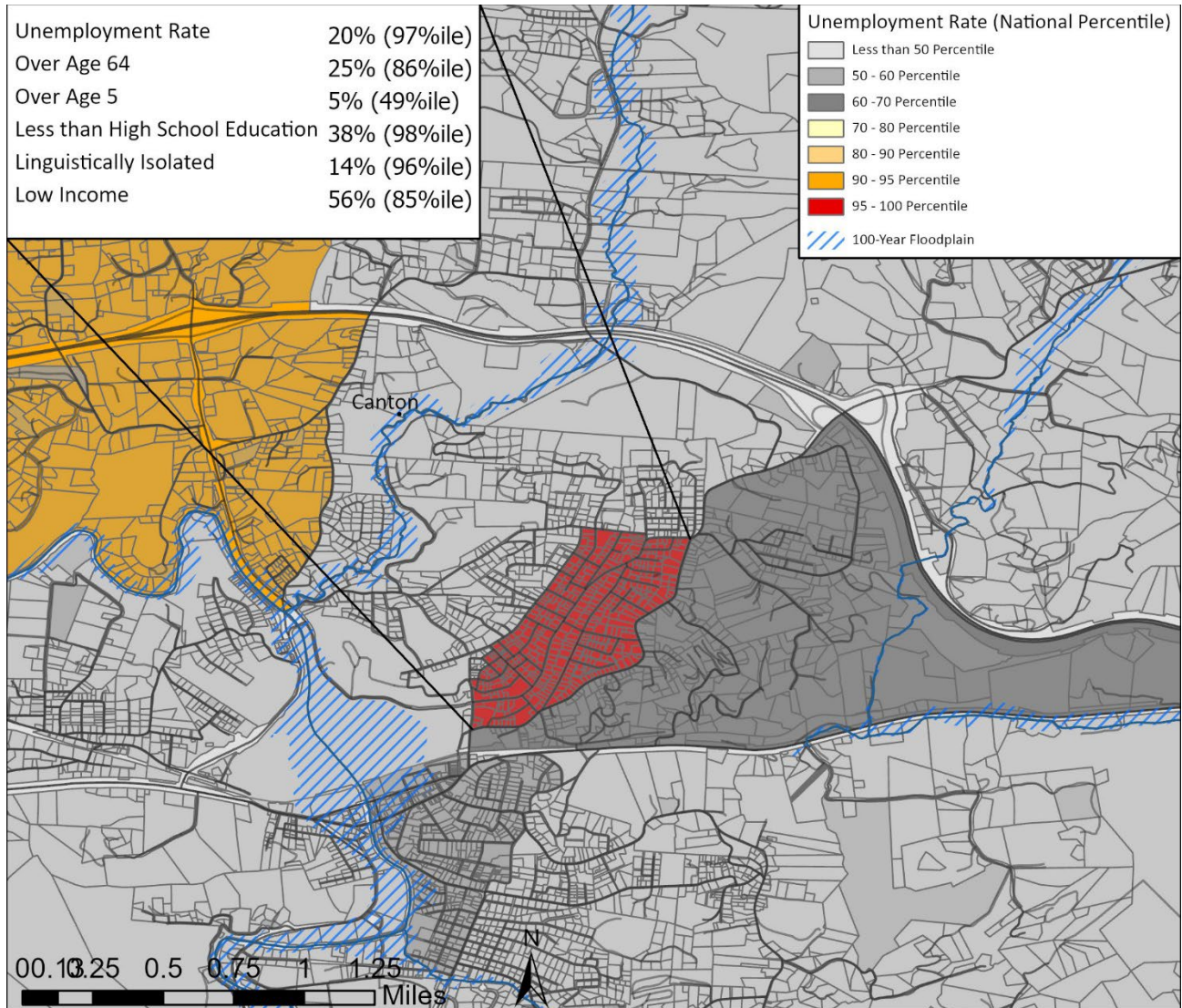


**Figure 6: Map showing the area south of Canton, NC, in Haywood County with dark red shading to indicate a high concentration of Risk Management Plan facilities per kilometer, adjacent to a 100-year flood plain.**



Nearby in Canton there is an area characterized by an older population (in the 87<sup>th</sup> percentile nationally for residents over age 64), as well as a high level of linguistic isolation, limited educational attainment, low income levels, and unemployment (see the figure below). This area may require further exploration and attention during the planning phase, as it is likely to require additional resources for resilience and mitigation, including tailored communication and outreach efforts related to storm recovery and disaster preparedness.

**Figure 7: Socioeconomic indicators from EPA’s EJSCREEN mapping tool --including unemployment rate, low income, linguistic isolation, population over age 64, and less than high school education-- point to the area in red below that is home to a highly vulnerable population as well as protected classes living in short range of a 100-year floodplain and numerous Risk Management Plan facilities**



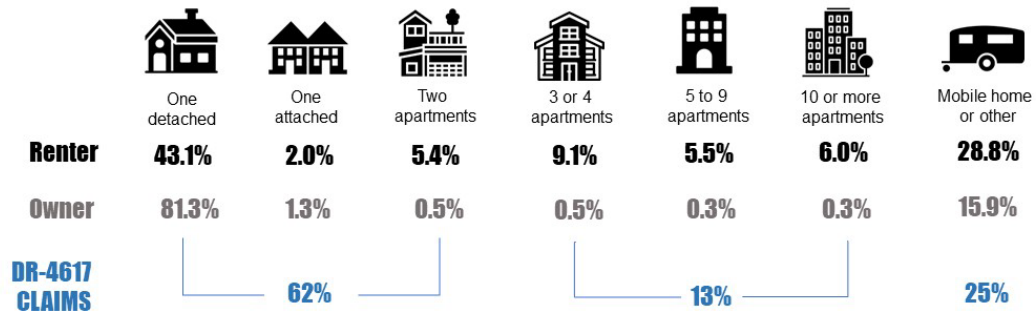
Single Family v. Multi-Family Needs; Owner Occupied v. Tenant

Individual assistance data from FEMA and the Preliminary Damage Assessment provide the primary basis for analysis of unmet housing need in the MID area by housing type and occupancy, including the needs of single-family households in owner-occupied and tenant occupied units. Additional data sources for this analysis include the 2020 American Community Survey, FEMA, and HUD.

### Housing Unmet Recovery Needs by Housing Type

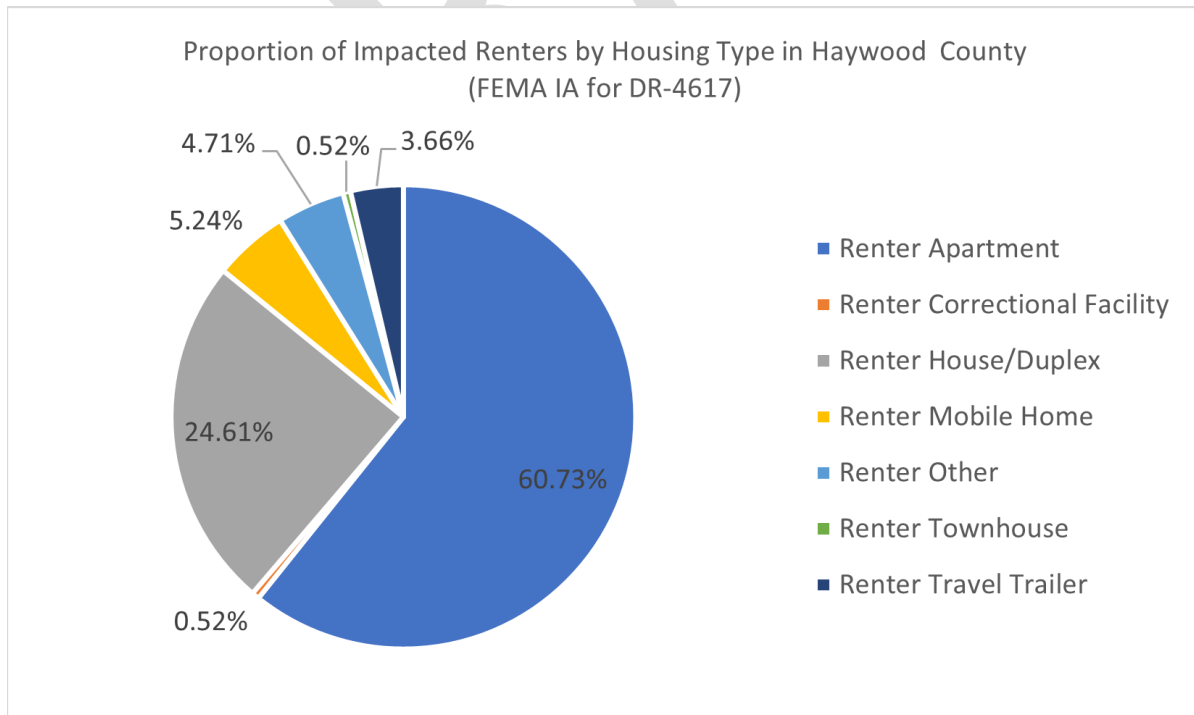
Overall Housing Assistance was more readily provided through FEMA IA funds to the owners of houses/duplexes or mobile homes, with travel trailers being the third most common housing type to receive recovery support from FEMA IA funds. The largest proportion of renters who received FEMA IA funds lived in apartments (167), followed by houses/duplexes (131) and mobile homes (58).

**Figure 8: Haywood County FEMA AI Assistance by Housing Type**



However, the highest amount of funds that went to renters went to those living in houses/duplexes, which may suggest additional unmet needs for renters who had been living in apartments, mobile homes, and other housing situations (23 renters), especially given the very low rates of flood insurance among renters.

**Figure 9: Proportion of Impacted Renters by Housing Type in Haywood County**



**Table 16: Total Housing Assistance provided in Haywood County by residence type and status (renter vs. owner).**

<b>Total Housing Assistance (IHP)</b>	<b>Housing Type</b>						
<b>Applicant Status</b>	<b>Apartment</b>	<b>House/Duplex</b>	<b>Mobile Home</b>	<b>Other</b>	<b>Townhouse</b>	<b>Travel Trailer</b>	<b>Grand Total</b>
Owner	\$--	\$2,168,090.68	\$552,624.68	\$16,094.38	\$--	\$131,635.95	\$2,868,445.69
Renter	\$52,816.00	\$52,850.00	\$50,728.00	\$--	\$1,452.00	\$6,458.00	\$164,304.00
<b>Total</b>	<b>\$52,816.00</b>	<b>\$2,220,940.68</b>	<b>\$603,352.68</b>	<b>\$16,094.38</b>	<b>\$1,452.00</b>	<b>\$138,093.95</b>	<b>\$3,032,749.69</b>

**Table 17: Number of applicants in Haywood County who applied for FEMA IA Housing Assistance with flood insurance, by residence type.**

<b>Housing Type</b>	<b>Total FEMA Housing Assistance (IHP) in dollars</b>	<b># Applicants</b>	<b># Renters</b>	<b># Owners</b>
		<b>Flood Insurance</b>		
Apartment	\$ 52,816.00	2	167	0
Condo	\$ -	0	0	0
Correctional Facility	\$ -	0	1	-
House/Duplex	\$ 2,220,940.68	75	131	642
Mobile Home	\$ 603,352.68	4	58	129
Other	\$ 16,094.38	6	23	53
Townhouse	\$ 1,452.00	0	2	11
Travel Trailer	\$ 138,093.95	0	17	35
<b>Grand Total</b>	<b>\$ 6,065,499.38</b>	<b>87</b>		

*Housing Unmet Needs by Tenure*

Across all the Most Impacted and Distressed areas as assessed by FEMA for Tropical Storm Fred, including Buncombe, Haywood, and Transylvania Counties (in addition to one applicant whose residence technically falls within the boundaries of Cherokee County) there were a total of 2602 applications for FEMA Individual Assistance as of May 2022 (see table below).

**Table 18: Total Count of Applications by FEMA MID County, and Status, DR-4617 (Source: FEMA IA)**

<b>County</b>	<b>Owners</b>	<b>Renters</b>	<b>Unknown</b>	<b>Grand Total</b>
Buncombe	668	296	15	979
Haywood	870	399	17	1286
Transylvania	107	228	1	336
Cherokee	1	0	0	1
				<b>2602</b>

In total, 1286 individuals applied for FEMA Individual Assistance for DR-4617 in Haywood County. Of these, 870 were owner-occupied households and 399 were renter-occupied, with 17 in unknown status. FEMA’s Individual Assistance data designated 32 structures as “Destroyed” in Haywood County as a result of Tropical Storm Fred; 20 were owner-occupied and 12 were renter units. A total of 19 renters sustained “Major Damage” to their housing unit in Haywood County.

**Table 19: Haywood County – Destroyed Units by Applicant Tenure Status, DR-4617 (Source: FEMA IA)**

<b>Status</b>	<b>Applications</b>	<b>Sum of Destroyed Units</b>
Owner	870	20
Renter	399	12
Unknown	17	0
<b>Grand Total</b>	<b>1286</b>	<b>32</b>

As described in a previous section, only 6% of all applicants to the FEMA IA program in Haywood County had flood insurance to support repair and reconstruction costs, and the homeowners were 8 times more likely to have flood insurance than renters, pointing to likely unmet need approximate to FEMA Verified Loss (FVL) totals among this minimally insured population. The total estimate of FVL for FEMA Individual Assistance cases in Haywood County was \$5,333,896.39 across 1286 housing units. The minimum amount that must be expended in the MID areas is \$6,380,000, according to the May 2022 HUD FR notice.<sup>45</sup>

<sup>45</sup> [6326-N-01 Allocations for CDBG-DR & Consolidated Waivers and Alternatives \(hud.gov\)](#)

**Table 20: FEMA Verified Loss Amounts in Haywood County (Source: FEMA IA)**

<b>Status</b>	<b>Real Property FVL</b>	<b>Personal Property FVL</b>	<b>Total FEMA Verified Loss</b>
Owner	\$4,408,348.96	\$ 519,715.36	\$ 4,928,064.32
Renter	\$21,245.75	\$ 384,312.12	\$ 405,557.87
Unknown	\$ -	\$ 274.20	\$ 274.2
<b>Grand Total</b>	<b>\$4,429,594.71</b>	<b>\$ 904,301.68</b>	<b>\$ 5,333,896.39</b>

*Definition of Affordable Rents, Income Limits for Tenants, and Minimum Affordability Periods*  
 Definitions of affordable rents, income limits for tenants and minimum affordability periods are detailed, as applicable, within each of the program and activity descriptions.

#### Public Housing and Affordable Housing

As part of NCORR’s public outreach efforts with local stakeholders, consultations and ongoing conversations were held with the Waynesville Housing Authority, Haywood County, and Mountain Projects to determine the unmet needs for public and subsidized housing. The feedback and input received during the meetings between NCORR and the local entities from April to June of 2022 provided a greater understanding of any unmet needs to public housing or subsidized housing as a result of Tropical Storm Fred.

Based on those ongoing consultations, NCORR is currently unaware of any major damage to public housing units, transitional housing, or emergency shelters. Moreover, there were no FEMA Public Assistance Claims related to Public Housing in the FEMA PA application and claims information provided by NCEM. However, some minor roof damage due to the storm was reported by the Waynesville Housing Authority. Allocated funds for affordable housing development in the area may be used to address such ongoing needs.

NCORR will continue to engage local public housing authorities and Continuum of Care members to identify any additional impact to housing units due to Tropical Storm Fred, particularly units for low-income households or those occupied by Housing Choice Voucher holders. NCORR will also continue to consult with Haywood County and other local entities to address any unmet housing needs to public or subsidized housing in the impacted areas. NCORR is committed to allocating the necessary and available resources if additional information reveals unmet needs for public and subsidized housing, particularly if those unmet needs impact vulnerable populations and members of protected classes in the areas affected by Tropical Storm Fred. The Activities and General Requirements section of the Action Plan further describes NCORR’s commitment to proactively meet the unmet affordable housing needs of the impacted areas.

## Social Equity, Fair Housing and Civil Rights

NCORR will focus on prioritizing and preserving equity in the distribution and administration of funds. Equity entails understanding the current and historical need of the affected population. NCORR has prioritized LMI individuals in defining eligibility for assistance as this population is disproportionately impacted by the costs and burdens of this disaster.

An equitable approach to disaster recovery also requires identifying federally protected populations in affected areas and removing barriers to access. For example, to ensure equal access regardless of national origin, all materials related to the program must be translated for the limited-English proficiency (LEP) population. Funds must be distributed in a manner that preserves equity and reaches all groups.

### *Prioritizing Housing*

In the distribution of CDBG-DR funds, housing must be the first objective in spending. The unmet need must be considered as well as the populations most at risk of displacement. The program will set requirements for fund distributions that prioritize those with Low-to-Moderate Income as they are some of the most at-risk for housing instability.

Funds must be distributed in a timely manner with clear deadlines publicly communicated at every step of the process. These deadlines include but are not limited to public application period, program estimated timeline, fund distribution timeline, etc. Maximum amounts that individual applicants are eligible to be awarded will be clearly stated from the beginning of the application period. Expenditure rates will be tracked, and internal distribution goals set to ensure that housing needs are met in a timely manner. Only after funds are used for the rehabilitation and distribution of housing can the remainder be allocated for continued infrastructure projects.

### *Prioritizing Vulnerable Populations & Protected Classes*

NCORR will set program eligibility for CDBG-DR funds to prioritize the affected LMI population. This furthers equity by ensuring that those with highest levels of need will be able to receive funds. Populations most at risk for homelessness are captured within this group and set timelines and expenditure reports will ensure that people are accommodated with stable housing in a timely manner. BIPOC (Black, Indigenous, and people of color) individuals have higher rates of poverty, and by ensuring eligibility is restricted to LMI individuals, equity is furthered by prioritizing that population.

NCORR dedicates program actions and outcomes to the fair treatment of protected classes, including but not limited to: LMI individuals and households, members of protected classes, vulnerable populations, historically underrepresented or mistreated groups, persons with disabilities, and persons with homes.

Haywood County's distribution of potentially vulnerable populations is as follows: 5.5% BIPOC, 24.7% elderly (65 and older), 17.6% persons with disabilities, and 0.5% persons with Limited English Proficiency. NCORR continues to monitor county demographics as population changes occur during our program planning to properly accommodate such populations in program implementation.

NCORR plans to coordinate closely with Haywood County partners to ensure that the findings of this Action Plan's analysis of social equity in housing in the MID area and the needs of protected classes and underserved communities are included in the development of any programs associated with use of CDBG-DR funds. Furthermore, NCORR will guide local partners in conducting outreach to underserved communities, LMI individuals, and protected classes and provide technical assistance as needed as well as periodic monitoring of progress towards outreach and engagement goals throughout program delivery.

#### *Affirmatively Furthering Fair Housing*

NCORR will require that the management, distribution, and use of funds uphold fair housing. All subrecipients will need to demonstratively further fair housing in their implementation of the program and not contribute to segregation, incidental or otherwise.

Program leadership will require compliance with all relevant fair housing laws on every level of fund administration. Fair housing must and will be a priority in how CDBG-DR funds are used. In particular, NCORR will continue to review Haywood County's Consolidated Plan and impediments to ensure fair housing is properly addressed.

In addition to such commitment, NCORR aims to review and analyze program delivery and funding allocations at a regular interval to evaluate fair housing compliance and equity goals.

#### *Meeting Accessibility Standards & Reasonable Accommodations*

NCORR will uphold accessibility standards in the administration and disbursement of funds. As with previous programs, NCORR has adopted a Section 504/Americans with Disabilities Act (ADA) policy which ensures the full right to reasonable accommodations by all program participants. Under this policy, case managers shall assess the specific needs of each program beneficiary and determine if a 504/ADA modification is required based on the family composition members. All public facilities that are federally assisted shall also exceed the minimum threshold for 504/ADA compliance. Multifamily and other housing development programs will also be required to have a certain set-aside of fully compliant 504/ADA units of varying sizes to accommodate eligible applicants. Along with single family programs, the affordable housing rental programs will be required to have an architect or engineer's signature on a form stating that the designed unit meets 504/ADA compliance. Failure to deliver the appropriately constructed ADA/504 compliant unit(s) will result in the construction firm not being paid and held in breach of contract until the deficiencies are corrected.

While the counties affected by the disaster have lower rates of LEP individuals than the state population as a whole (0.6% in Haywood County in contrast to over 5% for the general state population), program materials, including applications and social media communications, must be presented clearly in Spanish-language options. In addition to presenting the materials in Spanish, NCORR will work with local stakeholders to ensure that materials are also distributed to the small community of K'iche and Mam speakers identified in the drafting process of this Action Plan.



### Demographic Profile of Impacted Counties

The following sections catalogues the demographics of Haywood County, which is the HUD-identified MID area. The primary data source for the demographic analysis was the U.S. Census Bureau’s American Community Survey from 2016-2020.

Several demographic factors were highlighted during the analysis to draw attention to recovery concerns that may affect how an impacted county may recover. These criteria are highlighted to provide context to the recovery activities in these counties and help inform the Action Plan to better respond to the unique challenges of each impacted area.

#### Population Trends

As of July 1, 2021, Haywood County’s population was 62,476.<sup>46</sup> According to American Community Survey data, Haywood County’s population grew at an average rate of 0.54% annually from 2010 to 2020. Haywood County’s population is 51.33% female and 48.67% male. The median age is 47.7 years (49.3 years for women and 45.8 years for men). The table below shows Haywood County’s population by age and gender. The population is relatively evenly distributed across age groups with a difference of less than six percentage points between the largest group (65 to 69 years at 8.09%) and the smallest (85 years or older at 2.56%).

**Table 21: Haywood County Population by Age and Gender<sup>47</sup>**

Age	Percent of Total Population	Percent of Male Population	Percent of Female Population
Under 5 years	4.71%	5.10%	4.34%
5 to 9 years	4.68%	4.55%	4.80%
10 to 14 years	5.35%	6.27%	4.47%
15 to 19 years	5.18%	5.54%	4.83%
20 to 24 years	4.75%	5.03%	4.48%
25 to 29 years	5.70%	6.05%	5.36%
30 to 34 years	5.74%	5.77%	5.71%
35 to 39 years	5.37%	5.06%	5.66%
40 to 44 years	5.52%	5.86%	5.20%
45 to 49 years	6.14%	6.13%	6.14%
50 to 54 years	6.81%	6.74%	6.87%
55 to 59 years	7.40%	7.14%	7.64%
60 to 64 years	7.94%	7.61%	8.25%
65 to 69 years	8.09%	8.53%	7.68%
70 to 74 years	6.12%	5.35%	6.86%
75 to 79 years	4.85%	4.49%	5.20%
80 to 84 years	3.10%	2.92%	3.26%
85 years and over	2.56%	1.82%	3.26%

<sup>46</sup> US Census Bureau, Qucikfacts Haywood County, NC

<sup>47</sup> 2020 American Community Survey

Income

Haywood County’s median income is estimated at \$51,548.00, lower than the state median of \$56,642.<sup>48</sup> The data in the table below shows income distribution across the County’s population. Most of the population (69.90%) ranges between \$15,000 and \$100,000 per household.

**Table 22: Haywood County Household Income<sup>49</sup>**

<b>Income</b>	<b>Percentage</b>
Less than \$10,000	5.50%
\$10,000 to \$14,999	5.20%
\$15,000 to \$24,999	13.60%
\$25,000 to \$34,999	11.50%
\$35,000 to \$49,999	12.60%
\$50,000 to \$74,999	18.90%
\$75,000 to \$99,999	13.30%
\$100,000 to \$149,999	12.10%
\$150,000 to \$199,999	3.40%
\$200,000 or more	3.90%

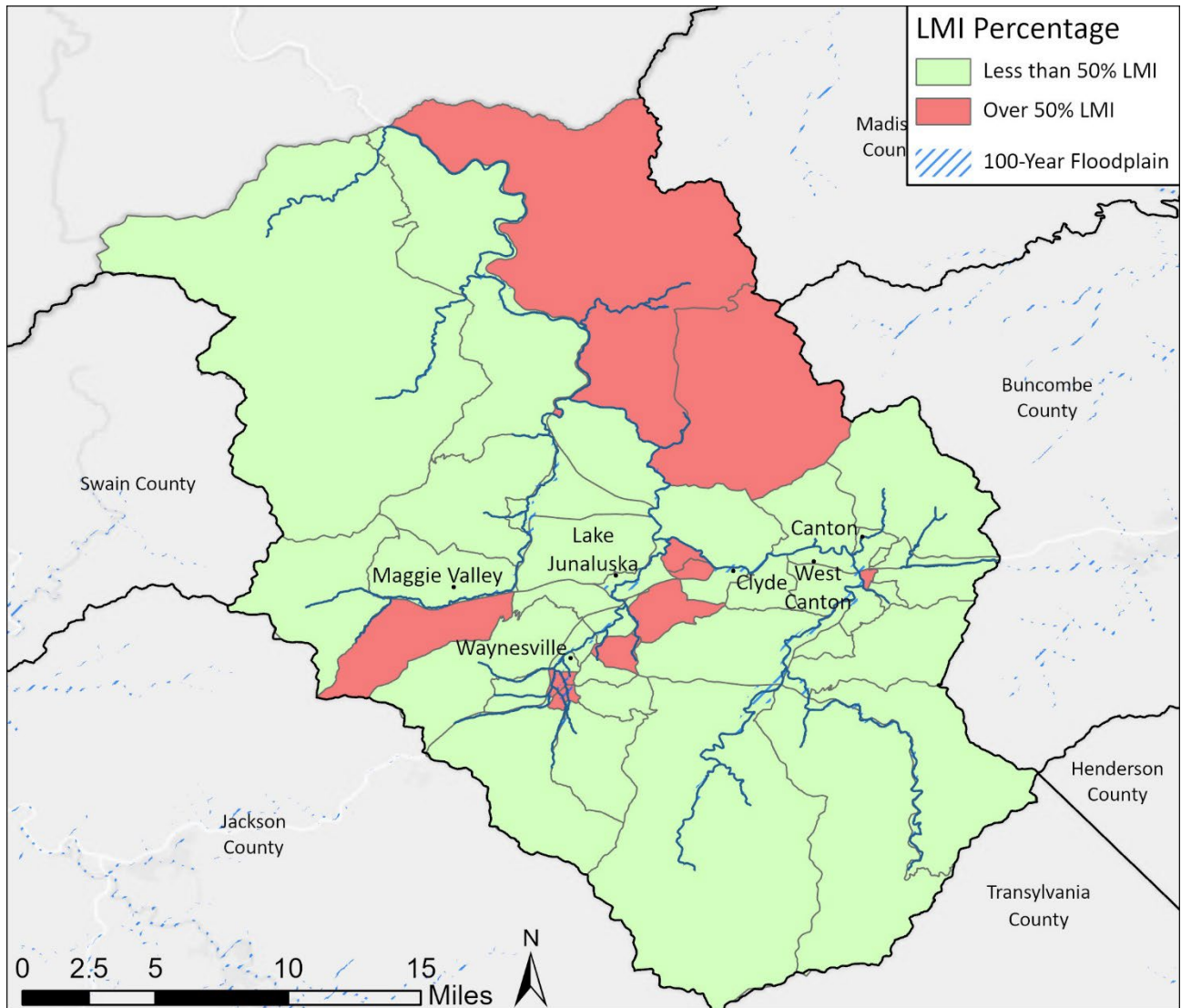
Low- to Moderate-Income Areas

As shown in figure below, based on HUD-provided data, areas with a majority of Low- to Moderate-Income (LMI) households are dispersed throughout Haywood County, particularly in the central region and along the border with Madison and Buncombe Counties to the northeast. Areas marked in red represent block groups where 51% or more households earn less than 80% of the Area Median Income (AMI) reported by HUD. Majority LMI areas are grouped in the northeast of Haywood County, along the border with Madison and Buncombe Counties, and across the center of the county, in or near the towns of Waynesville, Maggie Valley, Clyde, and Canton.

<sup>48</sup> 2020 American Community Survey

<sup>49</sup> 2020 American Community Survey

**Figure 10: Haywood County Low- to Moderate-Income (LMI) by Block Group<sup>50</sup>**



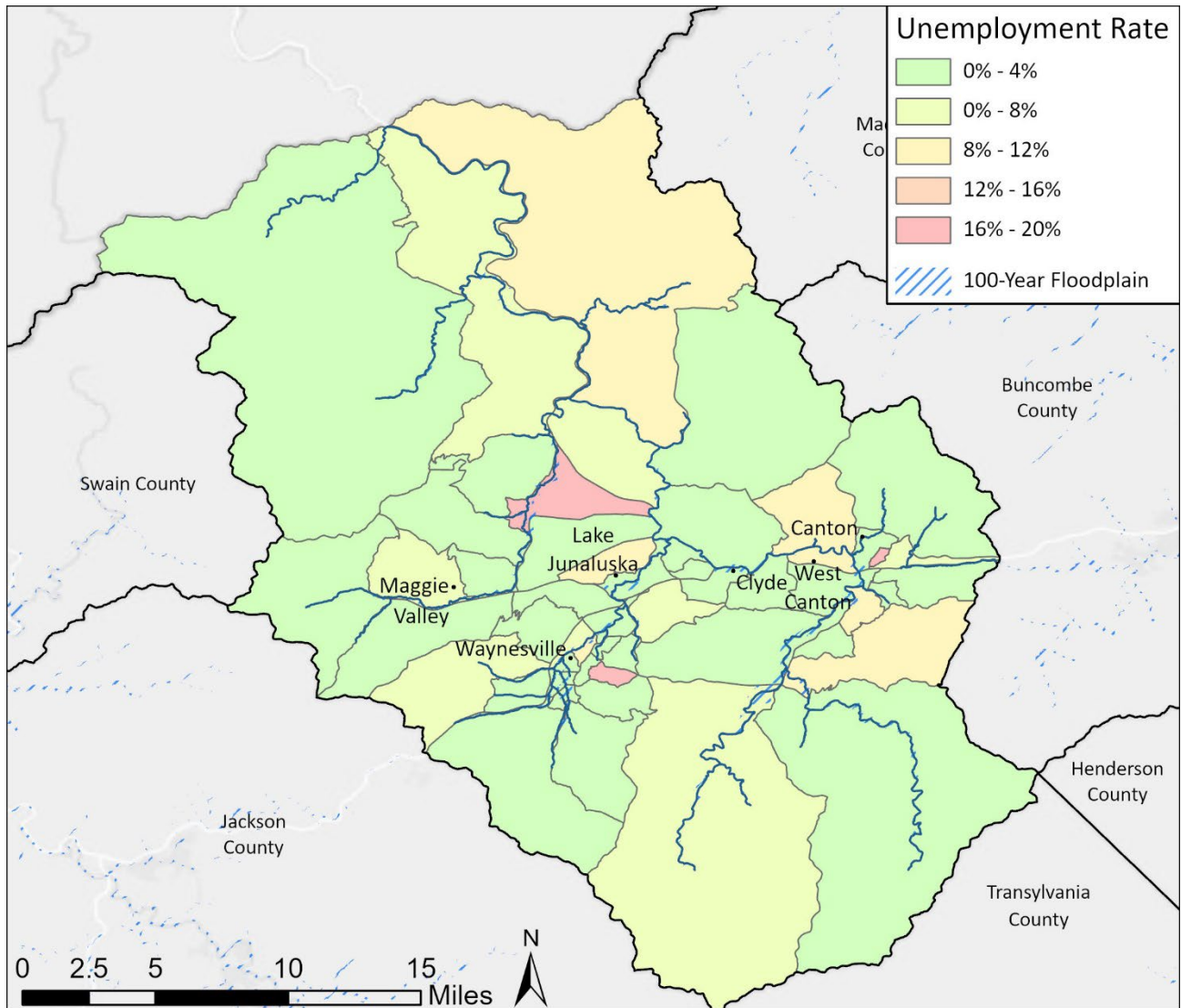
**Employment**

As of 2020, Haywood County’s unemployment rate stood at 4.1%, compared to 5.4% statewide and 5.4% nationwide<sup>51</sup>. However, as the figure below shows, unemployment in some areas of Haywood County reaches as high as 20%, particularly an area in the town of Waynesville and another area along Interstate 40 north of Lake Junaluska.

<sup>50</sup> HUD FY 2021 ACS 5-Year 2011-2015 Low- and Moderate-Income Summary Data, <https://www.hudexchange.info/programs/acs-low-mod-summary-data/>

<sup>51</sup> 2020 American Community Survey

Figure 11: Haywood County Unemployment Rates by Block Group<sup>52</sup>



The figure below shows unemployment data across age, race, and gender. Unemployment is higher among men than among women, and among individuals aged 16 to 19 years. Unemployment is higher among white individuals (who also make up the majority of the population), however the group with the highest level of unemployment is Native Americans, despite that group making up less than 1% of the population.

<sup>52</sup> 2020 American Community Survey

**Table 23: Unemployment Rates<sup>53</sup>**

<b>Unemployment Rates by Age</b>	
16 to 19 years	16.50%
20 to 24 years	5.50%
25 to 29 years	5.50%
30 to 34 years	4.80%
35 to 44 years	3.50%
45 to 54 years	2.70%
55 to 59 years	2.10%
60 to 64 years	1.40%
65 to 74 years	1.80%
75 years and over	9.30%
<b>Unemployment Rates by Race</b>	
American Indian and Alaska Native	4.70%
Asian	0.70%
Black or African American	0.00%
White	4.20%
Other	0.00%
Two or more races	1.40%
Hispanic or Latino origin (of any race)	3.70%
<b>Gender</b>	
Male	4.30%
Female	2.80%

The table below shows the distribution of employment across thirteen industries. The largest sector of employment is Educational Services, Health Care and Social Assistance at 26.89%, while Manufacturing, Arts, Entertainment, Recreation, and Food Services, and Retail Trade each account for around 10% of the total workforce, with 14.85%, 9.83%, and 9.49% respectively.

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<sup>53</sup> 2020 American Community Survey

**Table 24: Unemployment by Industry<sup>54</sup>**

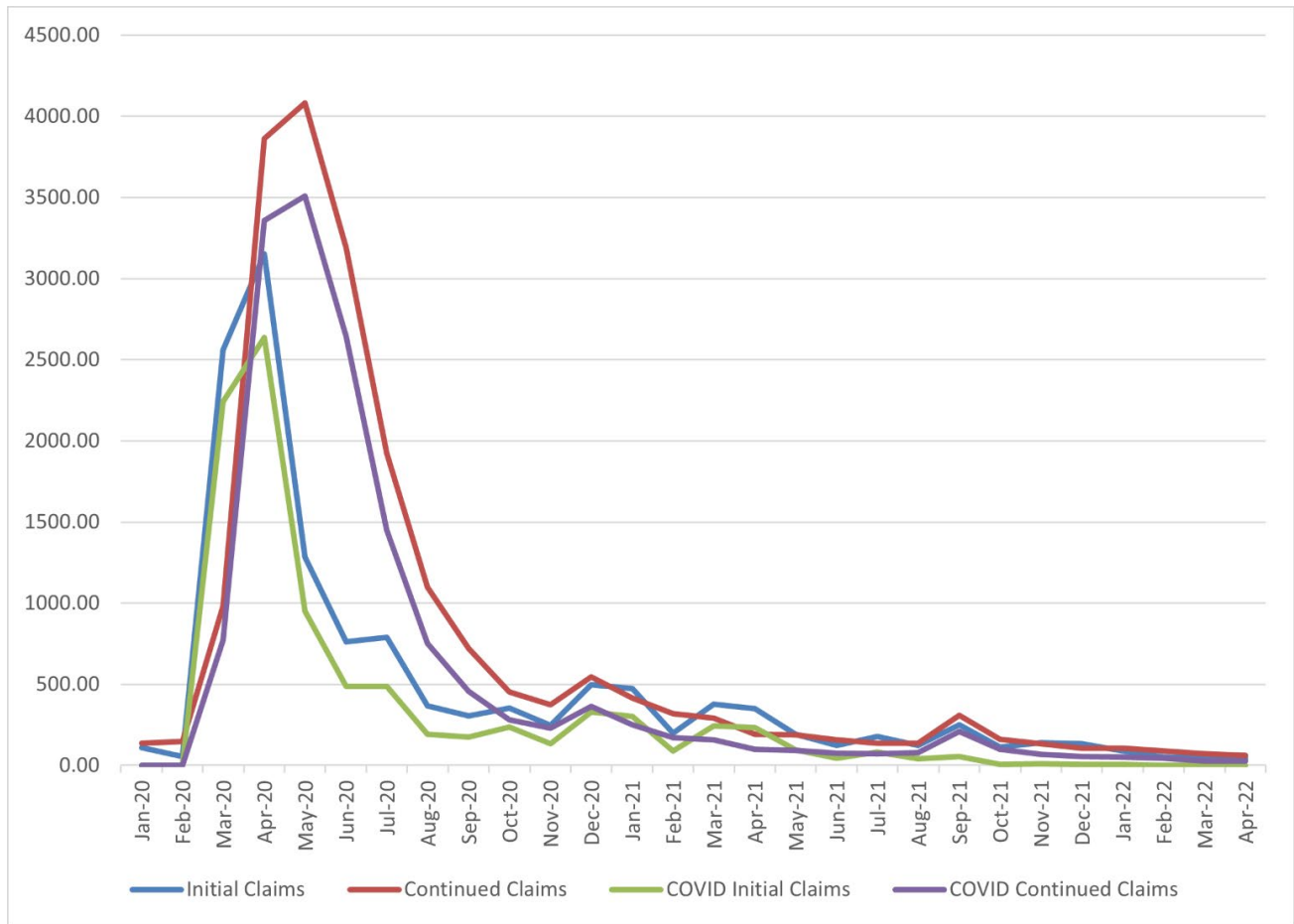
<b>Industry</b>	<b>Percentage</b>
Agriculture, forestry, fishing and hunting, and mining	0.78%
Construction	6.90%
Manufacturing	14.85%
Wholesale trade	2.22%
Retail trade	9.49%
Transportation and warehousing, and utilities	4.07%
Information	1.44%
Finance and insurance, and real estate and rental and leasing	5.35%
Professional, scientific, and management, and administrative and waste management services	8.41%
Educational services, and health care and social assistance	26.89%
Arts, entertainment, and recreation, and accommodation and food services	9.83%
Other services, except public administration	3.55%
Public administration	6.22%

The impact of the COVID-19 pandemic on employment in Haywood County has been significant. The figure below shows unemployment insurance claims from January 2020 through April 2022. Initial claims did not return to pre-pandemic levels until January of 2022, and while continued claims dropped below January 2020 levels in July of 2021, claims rose again significantly in September of 2021 and did not return to pre-pandemic levels until November of 2021.

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<sup>54</sup> 2020 American Community Survey

**Figure 12: Unemployment Insurance Claims in Haywood County<sup>55</sup>**



Education

The table below shows educational attainment in Haywood County. Of all adults aged 18 or older, 11.44% do not have a high school degree and 73.38% do not have a college degree. Less educated individuals often experience greater difficulty securing jobs. According to the 2020 American Community Survey, the unemployment rate in Haywood County is 7.00% for individuals without a high school diploma, versus 4.30% for high school graduates and 1.00% for college graduates. These rates are 7.90%, 5.90%, and 2.80% respectively nationwide. In the disruption caused by a disaster, these effects are likely exacerbated and those with lower educational attainment are likely at greater risk of losing their jobs due to a disaster. Additionally, this demographic often faces greater difficulty in accessing recovery resources.

<sup>55</sup> North Carolina Unemployment Insurance Claims Dashboard

**Table 25: Educational Attainment**<sup>56</sup>

<b>Educational Attainment</b>	<b>Percentage</b>
<b>Population 18 to 24 years</b>	
Less than high school graduate	10.90%
High school graduate (includes equivalency)	36.90%
Some college or associate's degree	39.50%
Bachelor's degree or higher	12.70%
<b>Population 25 years and over</b>	
Less than 9th grade	3.20%
9th to 12th grade, no diploma	8.30%
High school graduate (includes equivalency)	26.30%
Some college, no degree	22.40%
Associate's degree	12.00%
Bachelor's degree	17.00%
Graduate or professional degree	10.80%

*Protected Classes & Vulnerable Populations*

## Race and Ethnicity

The table below 27 shows race and ethnicity in Haywood County. The County's population is overwhelmingly majority white at 94.50%, with the next-largest groups being Hispanic or Latino at 4.10% and two or more races at 2.40 percent.

**Table 26: Race and Ethnicity**<sup>57</sup>

<b>Race or Ethnicity</b>	<b>Percentage</b>
American Indian and Alaska Native	0.50%
Asian	0.80%
Black or African American	0.90%
White	94.50%
Other	0.90%
Two or more races	2.40%
Hispanic or Latino (of any race)	4.10%

The table below shows race and homeowners versus renters in Haywood County. Of Haywood County's 19,547 owner-occupied housing units, 19,088 or 97.65% are owned by white individuals. 74.32% of white households own their own home compared to only 52.15% of Hispanic or Latino households, 50.51% of Native American households, and less than 50% for all other groups.

<sup>56</sup> 2020 American Community Survey<sup>57</sup> 2020 American Community Survey



**Table 27: Race and Homeownership vs. Renters in Haywood County<sup>58</sup>**

Race	Percent Owners	Percent Renters
American Indian and Alaska Native	50.51%	49.49%
Asian	30.90%	69.10%
Black or African American	37.00%	63.00%
Hispanic or Latino origin	52.15%	47.85%
Some other race	8.50%	91.50%
Two or more races	49.45%	50.55%
White	74.32%	25.68%

Racially and Ethnically Concentrated Areas of Poverty

HUD defines Racially and Ethnically Concentrated Areas of Poverty (RECAP) as areas that have a non-white population of 50 percent or more with 40 percent or more of the population in poverty, or a poverty rate that is greater than three times the average poverty rate in the area. Based on HUD data, there are no RECAP areas within the Haywood County.

Native American Population

The Qualla Boundary, a territory of the Eastern Band of Cherokee Indians, intersects with Haywood County near its western border.<sup>59</sup> The table below shows the demographics of Native American populations in Haywood County. The largest group by far is the Cherokee, representing 58.28% of the County’s Native American population and 0.31% of the County’s total population. NCORR will continue to assess any lingering impacts from the storm to this population.

**Table 28: Native American Populations<sup>60</sup>**

Native American Tribe	Population	Percent of Native American Population	Percent of Total Population
Cherokee	190	58.28%	0.31%
Chippewa	6	1.84%	0.01%
Choctaw	17	5.21%	0.03%
Iroquois	4	1.23%	0.01%
Lumbee	6	1.84%	0.01%
Sioux	20	6.13%	0.03%
Other	62	19.02%	0.10%
Not Specified	11	3.37%	0.02%
<b>Total</b>	<b>326</b>		<b>0.53%</b>

<sup>58</sup> 2020 American Community Survey

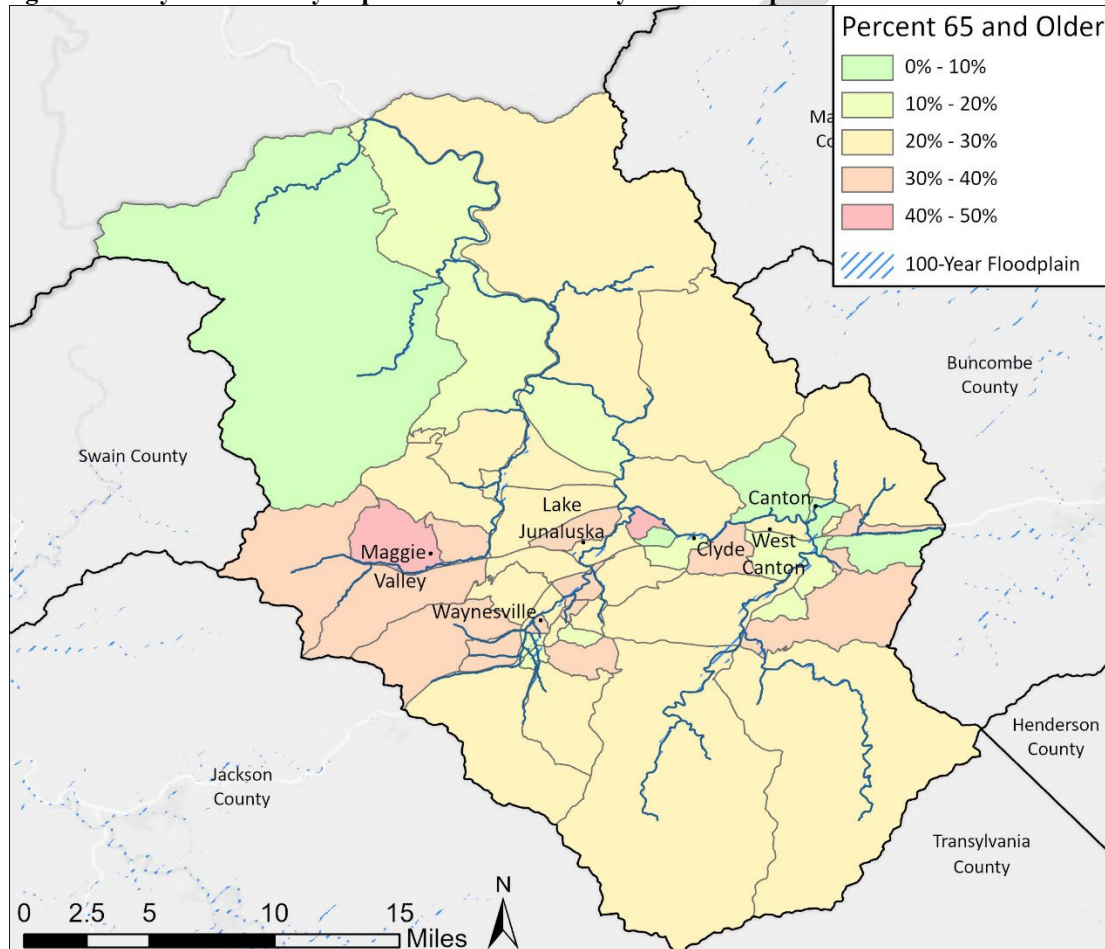
<sup>59</sup> NC Department of Administration

<sup>60</sup> 2020 American Community Survey

### Elderly Population

The population of Haywood County age 65 and older is 15,298, or 24.70% of the total population.<sup>61</sup> The figure below shows the distribution of persons 65 or older throughout Haywood County. The highest concentrations are seen in the central region of the County, near the towns of Waynesville, Maggie Valley, Clyde, and Canton. Lower concentrations are seen in the northern and southern regions of Haywood County. This broadly follows the general population distribution of Haywood County, showing an even greater emphasis on the larger central towns to the exclusion of rural areas.

**Figure 13: Haywood County Population 65 or Older by Block Group<sup>62</sup>**



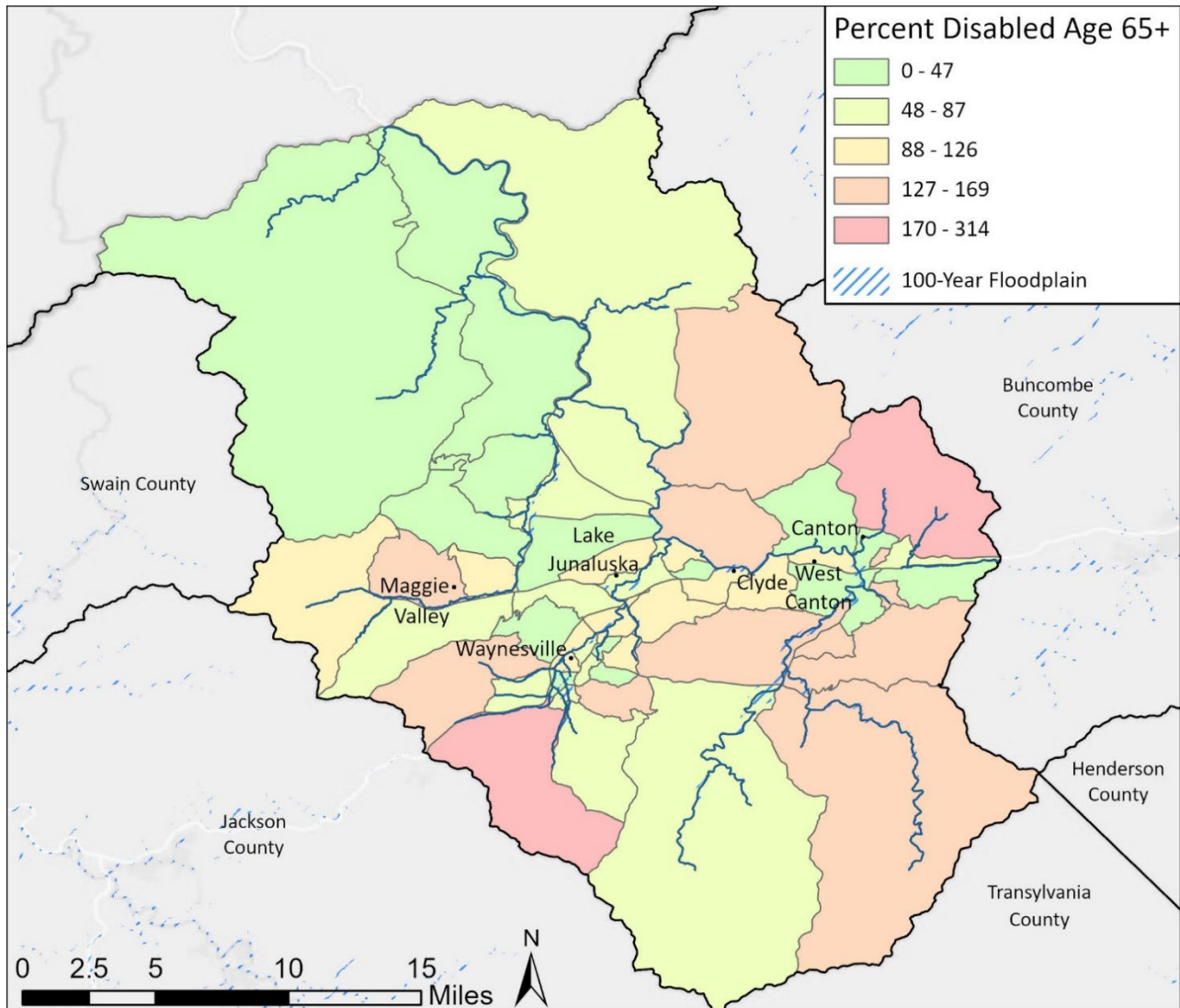
### Population with Disabilities

In Haywood County, 17.6% of the population are persons with a disability. The figure below shows the distribution of this population, with a majority residing in the southern half of the state, particularly near the larger central towns such as Waynesville, Maggie Valley, Clyde, and Canton, but also near the borders with Transylvania and Jackson Counties.

<sup>61</sup> 2020 American Community Survey

<sup>62</sup> 2020 American Community Survey

Figure 14: Disabled Population of Haywood County<sup>63</sup>

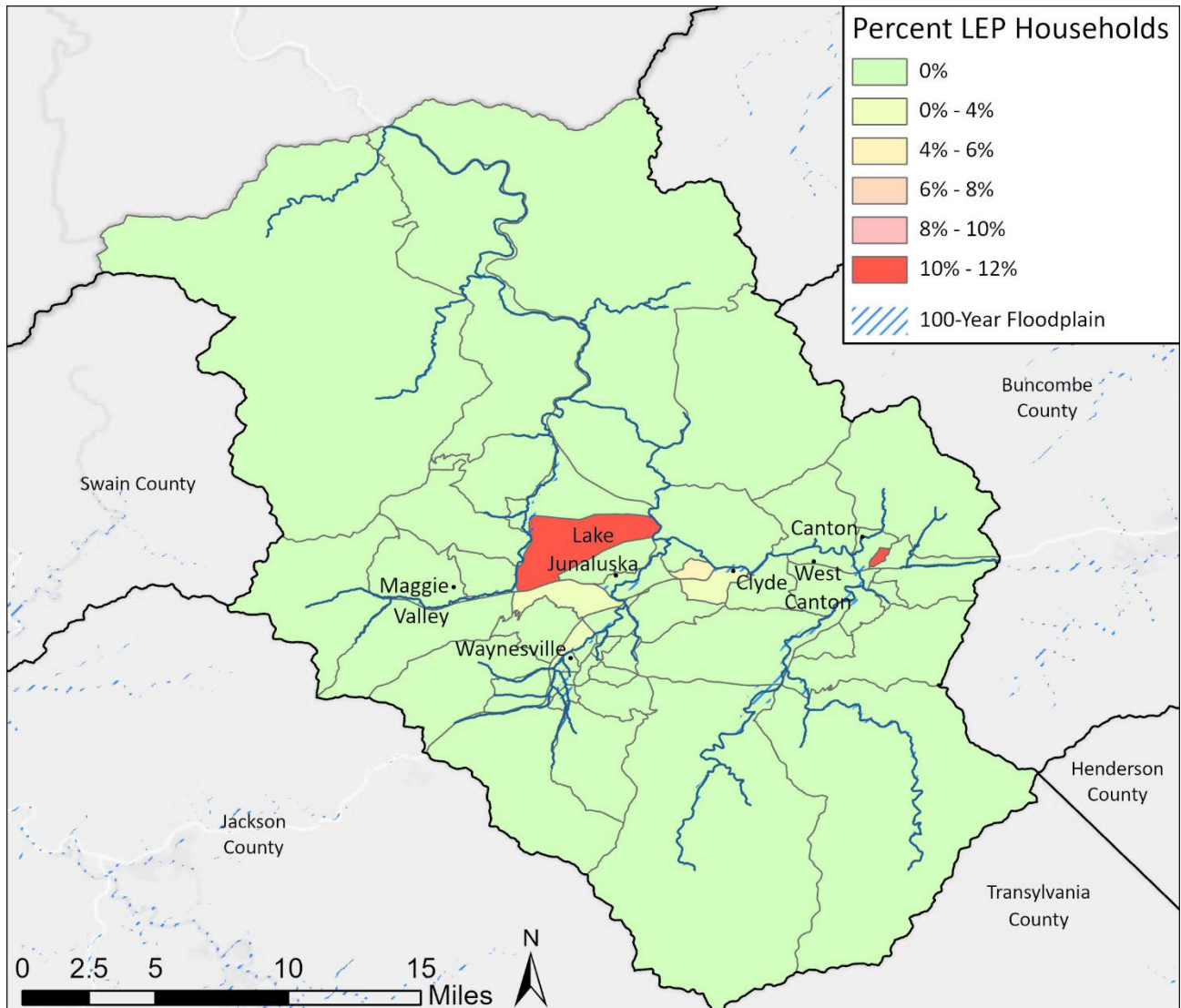


Population with Limited English Proficiency

The 2020 American Community Survey estimates that Haywood County’s Limited English Proficiency rate is 0.5%. The figure below shows the distribution of Limited English Proficiency households in Haywood County. The highest concentrations are in the center of the state near the larger towns, particularly Maggie Valley and Canton, but also Waynesville and Clyde.

<sup>63</sup> 2020 American Community Survey

**Figure 15: Haywood County Limited English Proficiency households by Block Group<sup>64</sup>**



*Housing Profile of Impacted Counties*

Housing Availability, Tenure, Age and Cost

According to the 2020 American Community Survey, the total number of housing units in Haywood County was 35,659, with 8,768 vacant units, or a vacancy rate of 24.59%. This is higher than the statewide vacancy rate of 13.99% or the national vacancy rate of 11.61%. Of the occupied housing units, 19,547 or 72.69% were owner-occupied and 7,344 or 27.31% were renter-occupied. The median housing value was \$185,600 and the median monthly rent was \$811. Comparatively, the median housing value in 2015 was \$161,300 and the median monthly rent was \$710, increases of 15.07% and 14.23% respectively.<sup>65</sup> Of all occupied housing units, 70.88% were categorized as single-family detached, 1.47% as single-family attached, 8.21%

<sup>64</sup> 2020 American Community Survey

<sup>65</sup> 2015 American Community Survey

contained two to more units, and 19.45% were classified as a mobile home or other housing type.<sup>66</sup>

Approximately 1.53% of all housing units were built in 2014 or later. About 1.26% of housing units were built between 2010 and 2013, 16.30% were built between 2000 and 2009, 17.85% were built between 1990 and 1999, and 17.33% were built between 1980 and 1989.

Approximately 45.73 percent of the housing stock was built before 1980. These units may contain lead-based paint or are more likely to need repairs and maintenance.<sup>67</sup>

The homeownership rate among Whites was 74.32%, compared to 37.00% among Black or African Americans, 50.51% among Native Americans, 30.90% among Asian Americans, and 52.15% among Hispanic or Latino Americans.<sup>68</sup>

#### Public Housing

There are 181 HUD assisted housing units in Haywood County, primarily in Waynesville, supported by HUD's Public and Multifamily Housing programs. All households are participants in HUD's Section 202 and 811 programs for the elderly and disabled. There are also 1,182 Public Housing units operated by Housing Authorities in Haywood County, also located in Waynesville.<sup>69</sup> The Mountain Projects, Inc. PHA leases 838 units in Haywood County through the Housing Choice Voucher program.<sup>70</sup>

#### Affordable Housing

Households paying more than 30% of household income toward housing costs are considered "Cost Burdened," while those paying 50% of household income toward housing costs are considered "Severely Cost Burdened." According to the 2020 ACS estimates, 77.77% of renter households with household incomes less than \$20,000 (approximately 40% of Haywood County's median income of \$51,584) paid more than 30% of their household income towards rent, while 53.53% paid more than 50% of household income toward rent. Among renter households earning less than \$50,000 (those earning less than Haywood County's median income), 61.42% paid more than 30% of their household income towards rent, while 32.32% paid more than 50% of household income toward rent. The figure below shows the number of building permits issued in Haywood County from 2015 through 2020. Construction in Haywood County experienced a sharp rise beginning in 2018 before dropping in 2020, likely due to nationwide construction slowdowns due to COVID-19.

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<sup>66</sup> 2020 American Community Survey

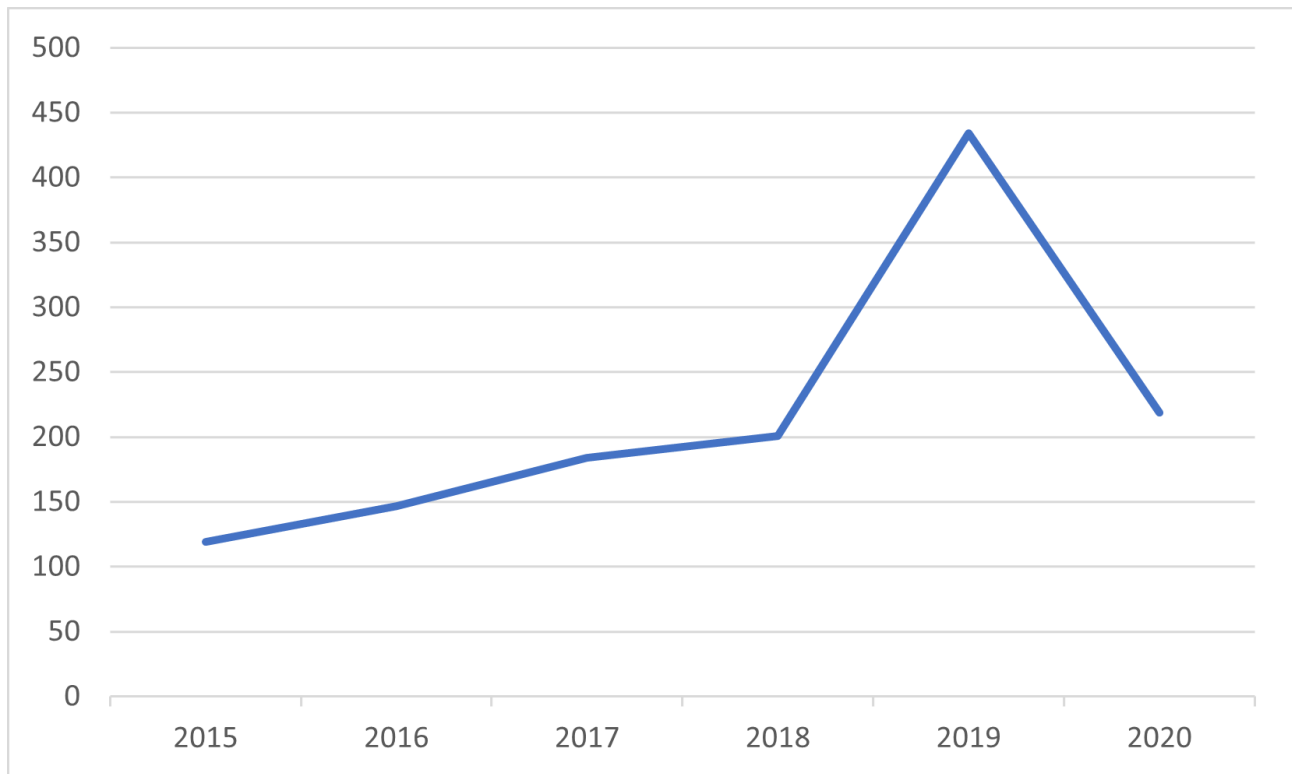
<sup>67</sup> 2020 American Community Survey

<sup>68</sup> 2020 American Community Survey

<sup>69</sup> U.S. Department of Housing and Urban Development Geospatial Data Storefront

<sup>70</sup> U.S. Department of Housing and Urban Development, Office of Public and Indian Housing, Housing Choice Voucher Program Data Dashboard

**Figure 16: Building Permits Issued in Haywood County<sup>71</sup>**



*People Experiencing Homelessness*

The 2020 Point-In-Time Count listed 43 people experiencing homelessness in Haywood County, including 5 households with children and 27 households without children. The point-in-time count is conducted annually on a single night in January by volunteers nationwide and attempts to capture data on the country’s homeless population by avoiding the inaccuracies of counting an often-mobile demographic over a long period. At the local level, the count is organized by Continuum of Care (CoC) networks. The 2020 Point-In-Time Count did not include data on unsheltered persons.<sup>72</sup> Data from the 2021 Count is not yet available, however, NCORR will coordinate with Haywood County homelessness organizations to ensure that unhoused individuals have access to recovery resources.

*Impact on Vulnerable Populations*

*CDC Social Vulnerability Index*

The Centers for Disease Control (CDC) Social Vulnerability Index (SVI) compiles 15 different factors from U.S. Census data into a mapped index that can be used to determine areas that may need additional support and resources before, during, and after a disaster occurs. Haywood County has an overall SVI score of 0.2809, which indicates a low to moderate level of vulnerability (scores range from 0 to 1). At the Census tract level, however, tract 9209 near Waynesville, NC, stands out with an SVI index score of 0.8985.<sup>73</sup> This tract ranks highly across several “themes” including socioeconomic vulnerability, disability, minority/language, and

<sup>71</sup> St. Louis FED

<sup>72</sup> NC Commission to End Homelessness PIT Count datacenter

<sup>73</sup> [The Social Vulnerability Index \(SVI\): Interactive Map | CDC](#)

housing/transportation, indicating a “high“ level of social vulnerability. This area was significantly impacted by Tropical Storm Fred flood damage: 142 of the 1286 applicants who applied for FEMA Individual Assistance in Haywood County were located in Waynesville.

#### Protected Classes

As described in previous sections of this Action Plan, the MID area of Haywood County has a notable proportion of persons belonging to federally protected classes under the Fair Housing Act and historically underserved populations. According to FEMA’s Preliminary Damage Assessment for Tropical Storm Fred, 16.7% of individuals affected were 65 and older. In Haywood County, approximately 25% of the population is over the age of 65, and roughly one-third of the allocated FEMA IA Housing Assistance went to applicants in that age group.

The FEMA Preliminary Damage Assessment also found that 13.9 percent of individuals in 563 residences impacted by the storm were categorized as having a disability. None of the Haywood County applicants who applied for FEMA Individual Assistance reported access or functional needs. There are, however, likely unreported access and functional needs or needs for special accommodation among members of the over-65 population that CDBG-DR funds may be able to address.

As noted previously, while Haywood County’s population is predominantly White, analysis of racial demographics among homeowners and renters reveals that among those who identified as African-American, only 37% were home owners. It is expected that these trends are similar in the population of individuals who applied for FEMA IA assistance, although data on race was not collected in the available dataset.

Haywood County’s Limited English Proficiency rate was 0.5%, according to 2020 American Community Survey data, and there is also at least one area characterized by a relatively high level of linguistic isolation according to EPA EJSCREEN. While the FEMA Preliminary Damage Assessment and FEMA IA programs did not collect data on language spoken or national origin, all Action Plan activities will include options to serve applicants with limited English proficiency, including efforts to actively coordinate with local organizations to provide information to K’iche’ and Mam speakers in the area.

The activities described in this Action Plan will reduce barriers for individuals to enroll in and access CDBG-DR assistance wherever possible, including attention to community outreach efforts, sharing information in non-English languages, and the use of formats and design of materials that will be accessible to people with access or functional needs, and other reasonable accommodations as needed.

These populations face additional accessibility challenges and cost burdens that will require careful planning to meet their functional needs and stabilize their household financial status over the long term. For example, there will be additional costs and unmet needs associated with relocating individuals with disabilities during relocation activities, to comply with Section 504 guidance. Additional guidance will be sought from HUD’s Relocation Assistance Handbook.<sup>74</sup>

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<sup>74</sup> [Relocation Assistance Handbook](#)

A 2015 Point-In-Time report on Homelessness noted that in Northwest North Carolina, 91% of homeless people in families with children were unsheltered.<sup>75</sup> By comparison, in 2020, the Point-In-Time Count listed 37% of people experiencing homelessness in Haywood County as families with children, and 63% adults without children. Analysis of FEMA Individual Assistance data showed that at the time assistance was awarded, 251 of 1286 applicants from Haywood County reported a need for shelter. None of the applicants from Haywood County were recorded as being eligible for Transitional Sheltering Assistance (TSA). This fact belies a potential unmet need for emergency shelters, since the Preliminary Damage Assessment indicated that at least 56 residences were totally destroyed as a result of the storm, in addition to the pre-existing need for permanent housing for persons experiencing homelessness reflected in the 2020 Point-In-Time Count data.

Another vulnerable population that is less likely to be reflected in the data used for this assessment, or in official reporting on homelessness, is a group of unsheltered people colloquially described by local partners during the planning process as “forest people.” It is unlikely that these populations can be adequately served by the current CDBG-DR recovery effort, but NCORR will monitor the impact on these populations whenever possible and address unmet needs associated with vulnerable populations as they arise by updating this Action Plan within the scope of the allotted funding.

A limitation of using FEMA IA data for a comprehensive unmet needs assessment is that the datasets collected by FEMA are unlikely to capture information about other vulnerable and/or housing insecure populations in Haywood County, including migratory workers, such as seasonal agricultural workers, who may have temporary accommodations from their employer for part of the year, but may be unsheltered for other parts of the year. If housing for this population was removed from the housing stock due to the storm, it can cause a need for temporary and permanent rehousing solutions. This unmet need for housing may also have an economic impact in the region, as temporary workers will not be able to return to and remain housed in the same areas.

While existing data points to significant effects on the homeless population in Haywood County, this preliminary assessment is insufficient to determine the evolving needs of unhoused persons. NCORR will continue to work with local partners in Haywood County including North Carolina’s Continuum of Care (CoC) network and Haywood County homelessness prevention organizations to monitor the ongoing effects of Tropical Storm Fred on the homeless and unsheltered individuals, and ensure that any available recovery resources are accessible to this population.

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<sup>75</sup> [2015 AHAR: Part 1 - PIT Estimates of Homelessness \(508 Compliant Version\) \(huduser.gov\)](#)



## Grantee Demographics and Disaster Impacted Populations

Demographic	Area-Wide Estimate s	Area-Wide Percent	Disaster Declaration Estimate	Disaster Declaration Percent	MID Estimate s	MID Percent
All Under 5 years	605,299	5.83%	16,976	4.78%	2,916	4.71%
Female Under 5 years	295,468	2.84%	8,110	2.28%	1,379	2.23%
Male Under 5 years	309,831	2.98%	8,866	2.49%	1,537	2.48%
All 5 to 9 years	626,765	6.03%	17,533	4.93%	2,896	4.68%
Female 5 to 9 years	307,450	2.96%	8,329	2.34%	1,525	2.47%
Male 5 to 9 years	319,315	3.07%	9,204	2.59%	1,371	2.22%
All 10 to 14 years	669,516	6.45%	18,669	5.25%	3,308	5.35%
Female 10 to 14 years	327,462	3.15%	9,516	2.68%	1,420	2.30%
Male 10 to 14 years	342,054	3.29%	9,153	2.57%	1,888	3.05%
All 15 to 19 years	689,913	6.64%	19,219	5.41%	3,202	5.18%
Female 15 to 19 years	339,849	3.27%	9,373	2.64%	1,533	2.48%
Male 15 to 19 years	350,064	3.37%	9,846	2.77%	1,669	2.70%
All 20 to 24 years	697,961	6.72%	18,778	5.28%	2,938	4.75%
Female 20 to 24 years	335,227	3.23%	9,382	2.64%	1,424	2.30%
Male 20 to 24 years	362,734	3.49%	9,396	2.64%	1,514	2.45%
All 25 to 29 years	720,828	6.94%	23,258	6.54%	3,525	5.70%
Female 25 to 29 years	360,399	3.47%	11,814	3.32%	1,702	2.75%
Male 25 to 29 years	360,429	3.47%	11,444	3.22%	1,823	2.95%
All 30 to 34 years	669,998	6.45%	23,253	6.54%	3,551	5.74%
Female 30 to 34 years	340,961	3.28%	11,927	3.36%	1,813	2.93%

Male 30 to 34 years	329,037	3.17%	11,326	3.19%	1,738	2.81%
All 35 to 39 years	652,716	6.28%	21,675	6.10%	3,321	5.37%
Female 35 to 39 years	335,094	3.23%	10,658	3.00%	1,796	2.90%
Male 35 to 39 years	317,622	3.06%	11,017	3.10%	1,525	2.47%
All 40 to 44 years	651,874	6.28%	22,998	6.47%	3,415	5.52%
Female 40 to 44 years	333,617	3.21%	11,980	3.37%	1,650	2.67%
Male 40 to 44 years	318,257	3.06%	11,018	3.10%	1,765	2.85%
All 45 to 49 years	688,885	6.63%	22,874	6.43%	3,796	6.14%
Female 45 to 49 years	353,045	3.40%	11,652	3.28%	1,949	3.15%
Male 45 to 49 years	335,840	3.23%	11,222	3.16%	1,847	2.99%
All 50 to 54 years	683,046	6.58%	22,163	6.23%	4,210	6.81%
Female 50 to 54 years	350,523	3.37%	11,381	3.20%	2,181	3.53%
Male 50 to 54 years	332,523	3.20%	10,782	3.03%	2,029	3.28%
All 55 to 59 years	691,841	6.66%	24,368	6.86%	4,576	7.40%
Female 55 to 59 years	360,544	3.47%	13,093	3.68%	2,425	3.92%
Male 55 to 59 years	331,297	3.19%	11,275	3.17%	2,151	3.48%
All 60 to 64 years	649,231	6.25%	26,269	7.39%	4,910	7.94%
Female 60 to 64 years	344,683	3.32%	14,270	4.01%	2,620	4.24%
Male 60 to 64 years	304,548	2.93%	11,999	3.38%	2,290	3.70%
All 65 to 69 years	567,045	5.46%	25,306	7.12%	5,007	8.09%
Female 65 to 69 years	304,738	2.93%	13,516	3.80%	2,438	3.94%
Male 65 to 69 years	262,307	2.53%	11,790	3.32%	2,569	4.15%
All 70 to 74 years	444,971	4.28%	19,752	5.56%	3,789	6.12%
Female 70 to 74 years	242,427	2.33%	10,804	3.04%	2,178	3.52%
Male 70 to 74 years	202,544	1.95%	8,948	2.52%	1,611	2.60%

All 75 to 79 years	296,887	2.86%	13,504	3.80%	3,003	4.85%
Female 75 to 79 years	165,252	1.59%	7,250	2.04%	1,650	2.67%
Male 75 to 79 years	131,635	1.27%	6,254	1.76%	1,353	2.19%
All 80 to 84 years	189,192	1.82%	8,485	2.39%	1,915	3.10%
Female 80 to 84 years	112,753	1.09%	5,049	1.42%	1,035	1.67%
Male 80 to 84 years	76,439	0.74%	3,436	0.97%	880	1.42%
All 85 years and over	190,259	1.83%	10,397	2.92%	1,584	2.56%
Female 85 years and over	124,068	1.19%	6,596	1.86%	1,035	1.67%
Male 85 years and over	66,191	0.64%	3,801	1.07%	549	0.89%
Population 18 to 24 Years with Less than high school graduate	122,236	12.37%	3,195	12.01%	442	10.90%
Population 18 to 24 Years with High school graduate (includes equivalency)	315,934	31.98%	9,894	37.19%	1,498	36.93%
Population 18 to 24 Years with Some college or associate's degree	444,430	44.99%	10,983	41.29%	1,601	39.47%
Population 18 to 24 Years with Bachelor's degree or higher	105,258	10.66%	2,529	9.51%	515	12.70%
Population 25 Years or older with Less than 9th grade	301,823	4.25%	7,994	3.02%	1,487	3.19%
Population 25 Years or older with 9th to 12th grade, no diploma	513,393	7.23%	15,646	5.92%	3,868	8.30%
Population 25 Years or older with High school graduate (includes equivalency)	1,806,403	25.45%	63,038	23.85%	12,253	26.29%
Population 25 Years or older with Some college, no degree	1,500,016	21.14%	51,063	19.32%	10,452	22.43%
Population 25 Years or older with Associate's degree	701,248	9.88%	25,458	9.63%	5,572	11.96%

Population 25 Years or older with Bachelor's degree	1,448,972	20.42%	61,428	23.24%	7,923	17.00%
Population 25 Years or older with Graduate or professional degree	824,918	11.62%	39,675	15.01%	5,047	10.83%
Population American Indian and Alaska Native	120,272	1.16%	1,292	0.36%	326	0.53%
Population Cherokee	16,004	0.15%	388	0.11%	190	0.31%
Population Chippewa	930	0.01%	60	0.02%	6	0.01%
Population Choctaw	549	0.01%	17	0.00%	17	0.03%
Population Iroquois	1,744	0.02%	86	0.02%	4	0.01%
Population Lumbee	64,409	0.62%	306	0.09%	6	0.01%
Population Sioux	503	0.00%	36	0.01%	20	0.03%
Population All other American Indian tribes (with only one tribe reported)	9,640	0.09%	179	0.05%	62	0.10%
Population American Indian or Alaska Native tribes, not specified	12,825	0.12%	19	0.01%	11	0.02%
Population Asian	308,958	2.97%	3,792	1.07%	468	0.76%
Population Black or African American	2,217,522	21.35%	17,952	5.05%	541	0.87%
Population White	7,019,443	67.58%	317,465	89.31%	58,482	94.54%
Population Other	334,295	3.22%	4,374	1.23%	540	0.87%
Population Two or more races	378,369	3.64%	10,264	2.89%	1,505	2.43%
Population Hispanic or Latino (of any race)	991,051	9.54%	21,084	5.93%	2,557	4.13%

## Income Demographics

<b>Income/Economic Demographics</b>	<b>Statewide</b>	<b>Areas Impacted by Disaster</b>	<b>HUD MIDs</b>
Households Earning Less than \$10,000	6.20%	4.97%	5.50%
Households Earning \$10,000 to \$14,999	4.80%	5.11%	5.20%
Households Earning \$15,000 to \$24,999	9.70%	10.95%	13.60%
Households Earning \$25,000 to \$34,999	10.00%	11.51%	11.50%
Households Earning \$35,000 to \$49,999	13.60%	13.74%	12.60%
Households Earning \$50,000 to \$74,999	18.00%	18.39%	18.90%
Households Earning \$75,000 to \$99,999	12.60%	12.61%	13.30%
Households Earning \$100,000 to \$149,999	13.70%	12.29%	12.10%
Households Earning \$150,000 to \$199,999	5.40%	4.99%	3.40%
Households Earning \$200,000 or more	6.00%	5.35%	3.90%
Unemployment Rate, Age 16 to 19 years	19.10%	13.70%	16.50%
Unemployment Rate, Age 20 to 24 years	10.30%	6.23%	5.50%
Unemployment Rate, Age 25 to 29 years	7.00%	4.14%	5.50%
Unemployment Rate, Age 30 to 34 years	4.90%	2.41%	4.80%
Unemployment Rate, Age 35 to 44 years	4.30%	3.17%	3.50%
Unemployment Rate, Age 45 to 54 years	3.50%	2.30%	2.70%
Unemployment Rate, Age 55 to 59 years	3.60%	2.64%	2.10%
Unemployment Rate, Age 60 to 64 years	3.10%	2.25%	1.40%
Unemployment Rate, Age 65 to 74 years	3.10%	2.47%	1.80%
Unemployment Rate, Age 75 years and over	2.80%	2.65%	9.30%

Unemployment Rate, American Indian and Alaska Native	8.60%	9.98%	4.70%
Unemployment Rate, Asian	4.00%	1.26%	0.70%
Unemployment Rate, Black or African American	8.60%	6.40%	0.00%
Unemployment Rate, Hispanic or Latino origin (of any race)	5.70%	2.76%	3.70%
Unemployment Rate, White	4.40%	3.36%	4.20%
Unemployment Rate, Other	5.40%	5.29%	0.00%
Unemployment Rate, Two or more races	8.50%	3.58%	1.40%
Employment by Industry, Educational services, and health care and social assistance:	22.04%	25.63%	26.89%
Employment by Industry, Manufacturing	14.59%	12.73%	14.85%
Employment by Industry, Arts, entertainment, and recreation, and accommodation and food services:	6.03%	10.92%	9.83%
Employment by Industry, Retail trade	9.61%	10.93%	9.49%
Employment by Industry, Professional, scientific, and management, and administrative and waste management services:	11.59%	9.63%	8.41%
Employment by Industry, Construction	7.53%	7.78%	6.90%
Employment by Industry, Public administration	5.19%	4.15%	6.22%
Employment by Industry, Finance and insurance, and real estate and rental and leasing:	7.84%	5.79%	5.35%
Employment by Industry, Transportation and warehousing, and utilities:	5.32%	3.54%	4.07%
Employment by Industry, Other services, except public administration	4.21%	4.48%	3.55%
Employment by Industry, Wholesale trade	2.93%	2.10%	2.22%
Employment by Industry, Information	1.91%	1.43%	1.44%
Employment by Industry, Agriculture, forestry, fishing and hunting, and mining:	1.21%	0.90%	0.78%

## Income Demographics

Income/Economic Demographics	Statewide	Areas Impacted by Disaster	HUD MIDs
Percent American Indian and Alaska Native Homeowners	65.18%	40.93%	50.51%
Percent American Indian and Alaska Native Renters	34.82%	59.07%	49.49%
Percent Asian Homeowners	61.45%	56.62%	30.90%
Percent Asian Renters	38.55%	43.38%	69.10%
Percent Black or African American Homeowners	46.21%	39.90%	37.00%
Percent Black or African American Renters	53.79%	60.10%	63.00%
Percent Hispanic or Latino origin Homeowners	48.32%	40.19%	52.15%
Percent Hispanic or Latino origin Renters	51.68%	59.81%	47.85%
Percent Some other race Homeowners	47.41%	37.16%	8.50%
Percent Some other race Renters	52.59%	62.84%	91.50%
Percent Two or more races Homeowners	51.46%	47.04%	49.45%
Percent Two or more races Renters	48.54%	52.96%	50.55%
Percent White Homeowners	72.68%	68.34%	74.32%
Percent White Renters	27.32%	31.66%	25.68%

## LMI Analysis – Overall

Category	Total LMI Persons	Total Population	Percent LMI
State of North Carolina	4,081,927	9,591,545	42.56%

## LMI Analysis-Federally Declared Disaster Areas

County/Municipality	Non-MID-Total LMI Persons	Non-MID-Total Population	Non-MID-Percentage LMI	MID-Total LMI Persons	MID-Total Population	MID-Percentage LMI
Buncombe County, NC	101,510	240,140	42.27%	0	0	0.00%
Haywood County, NC	0	0	0.00%	23,105	58,600	39.43%

Transylvania County, NC	11,160	31,635	35.29%	0	0	0.00
Total – Federally Declared Disaster Area	112,670	271,775	41.46%	23,105	58,600	39.43%

**Limited English Proficiency Breakdown of Disaster-Related Areas**

County/Municipality	Estimate Speak English Less than 'Very Well'	Percent Speak English Less than 'Very Well'
Buncombe County, NC	2,415	2.30%
Haywood County, NC	136	0.51%
Transylvania County, NC	118	0.81%

**Limited English Proficiency Breakdown of Disaster-Related Areas**

County/Municipality	Estimate Speak English Less than 'Very Well'	Percent Speak English Less than 'Very Well'
Haywood County, NC	136 Households	0.5%

**Point-in-Time Count - Type of Shelter**

Geography	Emergency Shelter	Transitional Housing	Unsheltered Homeless	Total Known Homeless
Buncombe County, NC	208	197	232	637
Haywood County, NC	61	0	147	208
Transylvania County, NC	33	2	1	36

**Point-in-Time Count - Impacted by Disaster**

Geography	Emergency Shelter	Transitional Housing	Unsheltered Homeless	Total Known Homeless
Total (disaster declared area)	302	199	380	881



## b. Infrastructure Unmet Need

The table below provides a snapshot of the State of North Carolina’s current awareness of the remaining unmet infrastructure needs associated with Tropical Storm Fred. The table shows a summary of unmet needs for infrastructure for Tropical Storm Fred in the HUD-identified MID areas. The methodology used was outlined in the Federal Register Notice using FEMA Public Assistance data from OpenFEMA.

**Table 29: Infrastructure Unmet Need in Haywood County, NC**

PA Category	Estimated PA Cost	Local Match	Resiliency	Total Need (Match + Resiliency)
Infrastructure (Haywood County)	\$8,063,058.83	\$754,041.74	N/A	\$754,041.74

It should be noted that the unmet needs highlighted in the table above do not include the state allocation available to match the non-federal share obligations for FEMA PA, repair or replace private roads and bridges, and provide grants to local units of government for unmet needs related to FEMA PA. In total, those state appropriations amount to \$41 million for the areas impacted by Tropical Storm Fred. Given such state resources, for the purposes of analyzing the unmet infrastructure needs of the HUD-identified MID areas of this Action Plan, NCORR considers those infrastructure needs fully met. There are no specific funded resiliency measures in Haywood County and thus resiliency funding did not affect the total need.

### Disaster Damage and Impacts - Infrastructure

Prior to the disaster, Haywood County had been experiencing an increase in landslides and flooding, including major flooding from Hurricane Ivan in 2004, that caused damage to infrastructure. The Haywood County Affordable Housing Strategy notes that even before the storm, there was a lack of water and sewer infrastructure in most of the rural areas of the county, an issue that will be prioritized as NCORR addresses affordable housing needs in the area.<sup>76</sup> The North Carolina Broadband Map shows that as of 2019, parts of Haywood County had a relatively low score on an index of Internet availability and access, pointing to another pre-existing gap in infrastructure prior to Tropical Storm Fred.<sup>77</sup>

FEMA Public Assistance (PA) provides urgently needed funding for both emergency work and permanent work to support infrastructure and community facility repair in disaster-impacted areas. FEMA PA data is often a primary dataset used to analyze damage and impacts to infrastructure following a disaster.

FEMA’s Preliminary Damage Assessment for Tropical Storm Fred provided a total public assistance cost estimate of \$18,744,951, mainly in the form of damage to public utilities. For DR-4617, FEMA was initially authorized to reimburse not less than 75% of the eligible costs of

<sup>76</sup> [Microsoft Word - Draft Affordable Housing Plan JUN 9 Presentation \(regiona.org\)](#)

<sup>77</sup> [NC Broadband Map \(arcgis.com\)](#)

specific types of disaster response and recovery work undertaken by eligible applicants. However, as of March 15, 2022 H.R. 2471, Consolidated Appropriations Act, 2022, Congress granted a minimum 90% federal cost share for disasters that include DR-4617. This applies to Public Assistance and Hazard Mitigation Grant Program. As part of North Carolina’s state allocations, the remaining eligible non-federal share costs can be covered through state funds.

As of June 22, 2022, \$8,201,111.33 in total FEMA public assistance grant dollars had been obligated for DR-4617. Additionally, the National Flood Insurance Program (NFIP) has paid \$5.13 million to policyholders who filed claims related to Tropical Storm Fred in Haywood County.<sup>78</sup> OpenFEMA data shows that as of June 2, 2022, a total of 34 Public Assistance (PA) projects have been funded by FEMA in Haywood County, for a total obligation amount of \$2,995,251.75.<sup>79</sup>

FEMA Hazard Mitigation Grant Program (HGMP) Funds were also provided to North Carolina for DR-4617, in the amount of \$182,464.<sup>80</sup> As of June 2022, however, no mitigation projects had been funded by FEMA in Haywood County specifically for Tropical Storm Fred (DR-4617).<sup>81</sup> Additional statewide funds were appropriated by the State of North Carolina to support infrastructure recovery needs as outlined below.

**Table 30: Appropriation of funding from the State of North Carolina for infrastructure-related needs (Source: North Carolina General Assembly<sup>82</sup>)**

<b>Appropriation</b>	<b>Amount</b>
Department of Public Safety, Division of Emergency Management	\$72,000,000, to include:
<i>State Match Fund for matching funds for federal disaster assistance programs related to Tropical Storm Fred</i>	<i>\$16,000,000</i>
<i>Repair and replacement of private roads and bridges</i>	<i>\$15,000,000</i>
<i>Grants to units of local government for unmet needs related to FEMA PA</i>	<i>\$10,000,000</i>
<i>Grants to units of local government, local emergency response agencies, and sheriff’s offices to replace emergency response equipment damaged by Tropical Storm Fred</i>	<i>\$500,000</i>
Department of Transportation, Rail Division	\$1,900,000
Wildlife Resources Commission to repair dams, spillways, and related structures damaged as a result of Tropical Storm Fred	\$500,000
<b>Total</b>	<b>\$124,400,000</b>

Haywood County received immediate FEMA Public Assistance funds for debris removal, emergency protective measures and permanent work just after Tropical Storm Fred occurred. As of October 7, 2021, there were 9 Requests for Public Assistance (RPAs) and 5 of those were approved. Applicants included Haywood County Schools, Haywood Electric Membership

<sup>78</sup> [Haywood County at a Glance | FEMA.gov](#)

<sup>79</sup> OpenFEMA Dataset: Public Assistance Funded Project Summaries - v1. [OpenFEMA Data Sets | FEMA.gov](#)

<sup>80</sup> [Hazard Mitigation Grant Program - Disaster Summaries - v1 | FEMA.gov](#)

<sup>81</sup> [Hazard Mitigation Assistance Projects - v2 | FEMA.gov](#)

<sup>82</sup> General Assembly of North Carolina Session 2021: Session Law 2021-180, SB-105

Corporation, the Town of Canton, Haywood County, the Town of Clyde, Center Pigeon Fire and Rescue VFD, Lake Logan Cecil Volunteer Fire Department, Lake Junaluska Assembly, Inc., and Mountain Projects Community Action Agency.

A sample list of entities funded using FEMA Public Assistance dollars in Haywood County as of June 2022 is provided below. Mountain Projects (Haywood Public Transit) received \$36,852 for a generator; Maggie Valley was funded for levee protection at the wastewater treatment plant at a total of \$359,345; Haywood Soil and Water Department was awarded \$379,400 for three site stream repairs; and Haywood County EMS was awarded \$175,000 for a rain and river gauge and \$1,525,000 for a siren system.<sup>83</sup>

**Table 31: FEMA Funded Public Assistance Projects in Haywood County, NC, as of May 2022 (Source: FEMA Public Assistance (PA))**

Applicant	Project Description	Grant Amount (up to \$'s below)
Mountain Projects (Haywood Public Transit)	Generator	\$ 36,852.00
Maggie Valley	Levee protection for WWTP	\$ 359,345.00
Haywood Soil & Water	3 site stream repairs	\$ 379,400.00
Haywood County EMS	Rain and river gauge	\$ 175,000.00
Haywood County EMS	Siren system	\$ 1,525,000.00

As specified in the Federal Register, HUD calculates unmet infrastructure needs by using the FEMA cost estimates as of February 2022 of expected local cost share to repair permanent public infrastructure in Categories C through G. FEMA uses the following categories for Public Assistance projects<sup>84</sup>:

- Permanent Work (Categories C through G)
  - Roads and Bridges (Category C)
  - Water Control Facilities (Category D)
  - Buildings and Equipment (Category E)
  - Utilities (Category F)
  - Parks, Recreational, Other (Category G)
- Emergency Protective Work
  - Debris Removal (Category A)
  - Emergency Protective Measures (Category B)

*Economic Impacts and Unmet Infrastructure Needs*

In the FEMA Preliminary Damage Assessment, the countywide per capita impact in Haywood County was estimated at \$216.33. Statewide, this translated into a per capita economic impact of

<sup>83</sup> FEMA Assistance Fund List 2022 provided to NCORR by the North Carolina Emergency Management division in May 2022

<sup>84</sup> [FEMA-4617-DR-NC](#)

\$1.97.<sup>85</sup> Analysis of SBA data at the individual loan level may yield additional economic impact to Haywood County. However, available data shows that SBA has only approved \$695,900 in disaster loans to 23 applicants in Haywood County, which given the sample size may limit NCORR's ability to draw any additional conclusions.

As noted, FEMA provided Public Assistance funds and Hazard Mitigation funds to assist with infrastructure recovery and mitigation needs. The State of North Carolina has also allocated funds for infrastructure recovery. For the purposes of this unmet infrastructure needs analysis, only FEMA PA data was used.

Based on FEMA data for funded Public Assistance projects as of June 2022, the estimated total cost of Haywood County funded PA projects as assessed by FEMA's initial damage survey (without administrative costs) totaled \$15,406,264. The calculated non-federal share for the county was \$1,282,180.

To calculate the unmet need based on HUD guidelines, these amounts were adjusted to remove estimates for emergency work. The estimated total cost of Haywood County funded projects for Permanent Work (Categories C-G) is \$8,063,058.83, and the total obligated or pending amount for Permanent Work in Haywood County is \$7,309,017.09. Therefore, the unmet infrastructure needs in Haywood County, which is the amount of local cost share the county would be responsible for, as of June 2022 is \$754,041.74. However, as previously noted, the State of North Carolina has allocated state resources to address the local cost share obligations. Therefore, NCORR considers those infrastructure needs fully met.

#### *Ongoing Engagement to Determine Infrastructure Planning Needs*

In addition to the infrastructure needs already identified in the aftermath of Tropical Storm Fred, the ongoing planning process following Tropical Storm Fred will provide an opportunity to learn from community members about which infrastructure projects are most important to them, how they would like to see additional CDBG-DR funding used, and how additional funding sources may be leveraged to meet ongoing needs. Receiving input from local partners is critical especially for identifying infrastructure needs in Environmental Justice (EJ) communities and low-to-moderate income areas, such as localized stormwater flooding that may disproportionately affect individuals from vulnerable populations as well as protected classes. These needs may not be evident from data sources used in this analysis. Efforts to address infrastructure needs related to affordable housing development are underway at the local level, as evidenced by the Southwestern NC HOME Consortium Consolidated Plan (which includes Haywood County).<sup>86</sup> However, NCORR will continue to coordinate with local partners to ensure that addressing infrastructure planning needs are embedded in the delivery and implementation of CDBG-DR funding.

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<sup>85</sup> [FEMA-4617-DR-NC](#)

<sup>86</sup> Southwestern NC HOME Consortium Consolidated Plan 2021-2025. [https://regiona.org/wp-content/uploads/SWNC\\_HOME\\_ConPlan\\_Final\\_20210802.pdf](https://regiona.org/wp-content/uploads/SWNC_HOME_ConPlan_Final_20210802.pdf)

## Total Cost and Need by PA Category: Summary Table

PA Category	Estimated PA Cost	Local Match	Resiliency	Total Need (Match + Resiliency)
Category C	\$169,708.18	\$19,944.75	N/A	19,944.75
Category D	\$124,976.06	\$1050.43	N/A	\$1,050.43
Category E	\$3,140,818.44	\$431,982.75	N/A	\$431,982.75
Category F	\$569,705.91	\$56,970.58	N/A	\$56,970.58
Category G	\$4,057,850.24	\$244,093.44	N/A	\$244,093.44
Totals	\$8,063,058.83	\$754,041.95	N/A	<b>\$754,041.95</b>

### c. Economic Revitalization Unmet Need

#### Disaster Damage and Impacts - Economic Revitalization

Prior to the storm, the MID area of Haywood County was already experiencing the need for economic revitalization due to an aging population, low-paying jobs and a tourism-based service economy, and a lack of career skill resources. Before the storm, Haywood County became home to an “Opportunity Zone” that was established under federal legislation –the Tax Cuts and Jobs Act of 2017—to assist with economic growth and development in regions with a poverty rate of over 20% and/or median household income less than 80% of AMI. The Opportunity Zone is intended to provide tax incentives to private investors to encourage them to invest long-term in low wealth communities.

When Tropical Storm Fred hit, FEMA has approved \$695,900 in U.S. Small Business Administration (SBA) low-interest disaster loans to 23 applicants for Tropical Storm Fred recovery. The Small Business Administration (SBA) can provide Physical Disaster Loans and Economic Injury Disaster Loans (EIDL) to businesses to repair or replace property that was damaged in the storm. Currently, NCORR does not have access to the loan-level SBA data to complete this analysis according to the guidance in the Federal Register. However, given the relatively low number of applicants and small sample size, it should be noted that any further analysis may not yield any additional economic revitalization unmet needs. Nonetheless, the Action Plan will be updated if and when a full breakdown of SBA data is available. Unmet needs for economic revitalization are being addressed in large part by the State of North Carolina’s allocations of recovery funding related to infrastructure needs, as well as the Agricultural Crop Loss program. The state’s allocation of \$50 million to a number of Western counties including Haywood, Buncombe, and Transylvania supports farmers who suffered losses to crops, feed, farm animals, and farm infrastructure as a result of Tropical Storm Fred. NCORR’s discussions with stakeholders in Haywood County did yield information about significant losses to the agricultural community, but because this need is being addressed by state allocations to the Department of Agriculture, NCORR does not consider this an unmet need for economic revitalization according to HUD’s definition. Tropical Storm Fred’s economic impact on tourism, however, was not notable according to stakeholders, however, primarily because of the outsized impact of the COVID-19 pandemic on tourism generally in the region.

#### **d. Mitigation Only Activities**

While NCORR does not propose to undertake any mitigation-only activities as part of this action plan, the proposed program activity of working with local subrecipients to provide safe, quality, affordable housing outside of a floodplain will provide significant mitigation of hazards overall for vulnerable populations who are currently living in areas subject to flooding. Furthermore, all programmatic efforts will follow guidelines for mitigation set out in the State of North Carolina's Hazard Mitigation Plan (HMP), which was drafted by North Carolina Emergency Management (NCEM), a branch of the North Carolina Department of Public Safety (NCDPS) and updated in 2021. The HMP is a federally mandated plan that identifies hazards that could potentially affect North Carolina and identifies actions to reduce the loss of life and property from a disaster across the state.

North Carolina also has an Enhanced Hazard Mitigation Plan that allows for access to a greater percentage of funds for Presidential major disaster declarations. FEMA has stated that the agency will provide mitigation funds to the State of North Carolina for projects in areas affected by Tropical Storm Fred, such as the construction of new facilities, modification of undamaged facilities, relocation, demolition, and other mitigation activities.

Given the fact that the HMP demonstrates that flooding, hurricanes, and tornadoes/thunderstorms are classified as "highly likely" to continue to occur in the MID area, and with other hazards such as wildfires occurring more frequently in the western part of North Carolina over time, there is a need to incorporate mitigation measures associated with these hazards as part of the recovery process for Tropical Storm Fred and specifically into the construction of new safe, affordable housing. For example, all construction will include building codes and standards that provide maximum protection against hazards according to local zoning codes, and using resilient and green building standards, as well as materials that maximize durability and reduce the potential for future damage to property or loss of life. Specific mitigation activities as part of construction that are eligible for mitigation set-aside funding, such as elevation, will be determined along with local subcontractors, and NCORR will seek the guidance and input of NCORR's Chief Resilience Officer on program design.

North Carolina's Hazard Mitigation Plan outlines the seven Community Lifelines: Safety and Security; Communications; Food, Water and Sheltering; Transportation; Health and Medical; Hazardous Material (Management); and Energy (Power and Fuel). Impacts to these Community Lifelines and potential mitigation needs are described in more detail below. As noted in FEMA's Preliminary Damage Assessment, the primary impact of Tropical Storm Fred in terms of public infrastructure eligible for Public Assistance was damage to public utilities. The needs described in the applications for Public Assistance also represent important mitigation needs in Haywood County. Haywood County experienced impacts to several of the Community Lifelines during, and in the aftermath of, Tropical Storm Fred. As evidenced by the grantees for Public Assistance funding, there were impacts to water sources due to an unprotected levee at the Maggie Valley Wastewater Treatment Facility, in addition to erosion along streambeds from heavy flooding. Transportation was also affected and led to the application for funds to procure a generator for

Haywood Public Transit. Heavy flooding and landslides caused by the storm created impacts to safety and security.<sup>87</sup>

The total amount of FEMA funded Public Assistance activities in Haywood County was \$2,475,597, and the total amount of Public Assistance funds awarded was \$29,963,184. The Final May 2022 Federal Register Notice states that HUD allocated \$1,096,000 as the CDBG-DR Mitigation Set-Aside amount for mitigation activities related to Tropical Storm Fred (DR-4617).<sup>88</sup> Additionally, the State of North Carolina has allocated \$20,000,000 for home reconstructions that are not eligible for federal assistance through the Hazard Mitigation Grant Program, and \$10,000,000 for grants to units of local government for unmet needs related to FEMA PA.

In 2018, the State of North Carolina's Hazard Mitigation Plan identified \$2,194,478 of general vulnerabilities for Haywood County. These vulnerabilities included flooding, landslides, severe weather, and other potential hazards. Though such assessment may not correlate with the immediate mitigation needs due the impacts of Tropical Storm Fred, the figure highlights the ongoing mitigation needs of the area.<sup>89</sup>

Mitigation activities are defined in the Notice as “activities that increase resilience to disasters and reduce or eliminate the long-term risk of loss of life, injury, damage to and loss of property, and suffering and hardship, by lessening the impact of future disasters.” Some examples of hazard mitigation projects may include acquisitions, elevations, mitigation reconstructions, or the development and/or purchase of critical infrastructure, including but not limited to generators, storm gauges, early warning systems or community storm shelters. FEMA also requires that substantially damaged structures within a FEMA designated Special Flood Hazard Area (SFHA) must elevate above the base flood elevation (BFE) as part of the rehabilitation or reconstruction scope of work. Elevating structures adds cost but is necessary for mitigation of future losses.

A hazard mitigation project such as a siren system to alert people of a flood, landslide or fire event has the benefit of reaching more vulnerable populations in real time, who may not have reliable access to broadband internet or television/radio signal. Haywood County recently received \$1.7 million in funds from the State of North Carolina via the Department of Emergency Management for an early warning siren tower system as well as rain gauges. NCORR will work with local partners to ensure that vulnerable populations and underserved communities, including those who do not speak English as a first language, are considered in outreach efforts related to the flood siren system and other emergency alerts to mitigate hazards that arise from flooding.

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<sup>87</sup> [Report: Cause of Haywood flooding from Tropical Storm Fred revealed \(citizen-times.com\)](#)

<sup>88</sup> [2022-10969.pdf \(govinfo.gov\)](#)

<sup>89</sup> State of North Carolina Hazard Mitigation Plan, 2018.

<https://files.nc.gov/ncdps/documents/files/State%20of%20North%20Carolina%20Hazard%20Mitigation%20Plan%20Final%20As%20Adopted.pdf>

While individual mitigation-only measures such as the emergency warning system described have merit, NCORR has previously determined that the use of CDBG-DR funds for affordable housing development in areas with reduced risks offers the most impactful investment of program dollars and is the best available solution for long-term hazard mitigation across the state and in the areas impacted by Tropical Storm Fred.

DRAFT



## 3. General Requirements

### a. Citizen Participation

NCORR is committed to developing and implementing recovery programs which best suit the needs of recovering individuals, households, local jurisdictions, and other public or private stakeholders. While NCORR generally administers programs at the state-level, frequent and transparent communication with stakeholders is a key component of program design and a necessity for a successful recovery program. The feedback received from local, regional, and state-level stakeholders will be critical to program design and planning. Feedback is incorporated from the public comment period, periodic meetings with local jurisdictions by phone or face-to-face, and can be provided by email at [publiccomments@rebuild.nc.gov](mailto:publiccomments@rebuild.nc.gov).

#### Outreach and Engagement

In the development of this disaster recovery action plan, NCORR consulted with disaster-affected citizens, stakeholders, local governments, public housing authorities, and other affected parties in the surrounding geographic area to ensure consistency of disaster impacts identified in the plan, and that the plan and planning process was comprehensive and inclusive. The contributions included feedback from:

- 30th Judicial Alliance
- Brevard Public Housing Authority
- City of Asheville Community and Economic Development
- Cruso United Methodist Church
- Dogwood Health Trust
- Givens Communities
- Haywood County
- Haywood Habitat for Humanity
- Heart of Brevard, Think Local Transylvania
- JMPROTV (Spanish, K'iche', and Mam news organization)
- Land of Sky Council of Government (Buncombe, Transylvania COG)
- Mountain Projects
- Southwestern Commission Council of Governments (Haywood COG)
- Town of Canton
- Town of Clyde
- Town of Maggie Valley
- True Ridge
- Waynesville Housing Authority
- Western North Carolina Workers' Center
- WNC Source

NCORR recognizes that affected stakeholders are the center of, and partners in, the development and implementation of this plan. Opportunities for citizen input were provided throughout the planning process through consultations with stakeholders and the public hearing.

In addition to the activities above, NCORR has published this action plan on <http://www.rebuild.nc.gov/action-plans> for a 30-day public comment period. The State will advertise opportunities for comment on the Action Plan through various state and local resources, including the engagement of recovery partners such as the Recovery Support Function Groups, tribal communities, public housing authorities, church and faith-based organizations, professional organizations, other known constituency groups, and citizens who have requested notification. Additionally, the State will advertise through:

- Neighborhood associations and groups, community-based organizations, agencies, and Churches providing services to or advocating for low- and moderate-income persons, racial/ethnic minorities, persons with disabilities, and persons with Limited English Proficiency; and
- Media sources that have direct contact with low- and moderate-income persons, culturally diverse persons, racial/ethnic minorities, persons with disabilities, and persons with Limited English Proficiency.

NCORR is committed to ensuring that all populations impacted by the storm are aware of and have equal access to information about the programs to assist in the recovery from Tropical Storm Fred. Through in-person meetings, outreach events, online and traditional media, the State has publicized existing programs and will publicize changes to such programs and conducted outreach efforts throughout the storm impacted areas. In addition to NCORR's efforts, other state agencies have also actively engaged the public as a key stakeholder in the recovery efforts of Tropical Storm Fred.

NCORR is committed to making this information available in a form accessible to persons with disabilities and those with Limited English proficiency, or LEP. Based on LEP data within the impacted areas collected by the State, both the instructions for commenting on, and access to, the Action Plan will be translated into Spanish. The State will translate and consider comments submitted in any other language within the public comment period timeframe.

NCORR provides both oral interpretation and written translation services to persons at no cost and these services are available upon request. Meaningful and equal access to federally funded programs and activities is required by Title VI of the Civil Rights Act of 1964.

The online materials will also be accessible for the visually impaired. NCORR will ensure that all print, verbal, or electronic communications with the public regarding distribution of CDBG-DR funding and actionable information are simultaneously communicated to persons with disabilities and others with access and functional needs via qualified channels (i.e., ASL interpreters, open captions, Braille, large, high contrast print, formats accessible to screen readers, podcasts etc.) in an equitable, timely, and efficient manner. Information will be presented in an understandable manner, using plain language and identifying whom to contact for clarification or additional information. For more information on how people with disabilities can access and comment on the Action Plan, dial 984-833-5350.

A summary of citizen comments on this action plan, along with the responses from NCORR, will be available in Appendix B of this document.

For more information, citizens can refer to NCORR's Citizen Participation Plan, which can be found at <https://www.rebuild.nc.gov/about/plans-policies-reports/action-plans>.

#### Public hearings

As part of its initial Public Action Plan development process, NCORR is required to hold at least one public hearing in one of the HUD-identified MID areas in order to obtain residents' views and to respond to proposals and questions.

The tentative schedule is to host a public hearing in the following location, the week of **August 15, 2022**:

Haywood County Government  
215 N Main Street  
Waynesville, NC

The in-person public hearings will be supplemented by placing key information and recorded presentations on NCORR's website along with multiple methods for making virtual public comments.

#### Complaints

Complaints alleging violation of fair housing laws will be directed to HUD for immediate review. Complaints regarding fraud, waste, or abuse of funds will be forwarded to the HUD OIG Fraud Hotline (phone: 1-800-347-3735 or email: [hotline@hudoig.gov](mailto:hotline@hudoig.gov)). As part of its certification package, NCORR has made available to HUD a detailed Fraud, Waste, and Abuse Policies and Procedures to demonstrate adequate procedures are in place to prevent fraud, waste, and abuse.

### **b. Public Website**

NCORR will maintain a public website that provides information accounting for how all grant funds are used, managed, and administered, including links to all disaster recovery action plans, action plan amendments, program policies and procedures, performance reports, citizen participation requirements, and activity and program information described in this plan, and details of all contracts and ongoing procurement processes.

These items are made available through <https://www.rebuild.nc.gov/about-us/plans-policies-reports/policies-and-procedures>. Specifically, NCORR will make the following items available: the action plan created using DRGR (including all amendments); each QPR (as created using the DRGR system); citizen participation plan; procurement policies and procedures; all executed contracts that will be paid with CDBG-DR funds as defined in 2 CFR 200.22 (including subrecipients' contracts); and a summary including the description and status of services or goods currently being procured by the grantee or the subrecipient (e.g., phase of the procurement, requirements for proposals, etc.). Contracts and procurement actions that do not

exceed the micro-purchase threshold, as defined in 2 CFR 200.67, are not required to be posted to a grantee's website.

In addition, NCORR will maintain a comprehensive website, <https://www.rebuild.nc.gov>, regarding all disaster recovery activities assisted with these funds.

The website will be updated in a timely manner to reflect the most up-to date information about the use of funds and any changes in policies and procedures, as necessary. At a minimum, updates will be made monthly.

### **c. Amendments**

Over time, recovery needs will change. Thus, NCORR will amend the disaster recovery action plan as often as necessary to best address our long-term recovery needs and goals. This plan describes proposed programs and activities. As programs and activities develop over time an amendment may not be triggered if the program or activity is consistent with the descriptions provided in this plan.

#### Substantial Amendment

A change to this action plan is considered to be a substantial amendment if it meets the following criteria:

- A change in program benefit or eligibility criteria,
- The addition or deletion of an activity,
- A proposed reduction in the overall benefit requirement, or
- The allocation or reallocation of \$3 million or more.

When NCORR pursues the substantial amendment process, the amendment will be posted here at <https://www.rebuild.nc.gov/about/plans-policies-reports/action-plans> for a 30-day public comment period. The amendment will be posted in adherence with ADA and LEP requirements. NCORR will review and respond to all public comments received and submit to HUD for approval.

#### Non-Substantial Amendment

A non-substantial amendment is an amendment to the plan that includes technical corrections and clarifications and budget changes that do not meet the monetary threshold for substantial amendments to the plan and does not require posting for public comment. NCORR will notify HUD five (5) business days before the change is effective.

All amendments will be numbered sequentially and posted to the website into one final, consolidated plan.

#### **d. Displacement of Persons and Other Entities**

In the distribution and management of subrecipients who receive funds to distribute or administer in recovery efforts, NCORR will set minimizing displacement as a priority. Strict adherence to the requirements laid out in the NCORR Residential Anti-Displacement and Relocation Assistance Plan, available at <https://www.rebuild.nc.gov/media/1560/>, will be followed.

With this focus in mind, NCORR will prioritize minimal displacement of individuals, assist any individuals that do require displacement, and ensure any barriers to equitable access are removed for persons with disabilities. NCORR will also adhere to the Uniform Relocation Assistance and Real Property Acquisition Act (URA).

The Uniform Relocation Assistance and Real Property Acquisition Act (URA), is a federal law that establishes minimum standards for federally funded programs and projects that require the acquisition of real property (real estate) or displace persons from their homes, businesses, or farms. The URA's protections and assistance apply to the acquisition, rehabilitation, or demolition of real property for federal or federally funded projects.

- [49 CFR Part 24](#) is the government-wide regulation that implements the URA.
- [HUD Handbook 1378](#) provides HUD policy and guidance on implementing the URA and 49 CFR Part 24 for HUD funded programs and projects.

As part of condition of compliance with programs subject to URA, NCORR will:

- Provide uniform, fair, and equitable treatment of person whose real property is acquired or who are displaced in connection with federally funded projects as well.
- To ensure relocation assistance is provided to displaced persons to lessen the emotional and financial impact of displacement
- To ensure that no individual or family is displaced unless decent, safe and sanitary (DSS) housing is available with the displaced person's financial means
- To help improve the housing conditions of displaced persons living in substandard housing
- To encourage and expedite acquisition by agreement and without coercion.

In the case of these funds, for example, 56 of the 563 residences affected were completely destroyed requiring displacement. NCORR will ensure that construction of new structures will take place in a timely manner and options for easing the financial burdens of displacement are made available to displaced individuals. Over half of the residences affected by the storm (301) were categorized as Minor Damage or Affected and should be habitable for short-term periods of time while repairs take place. The priority in distribution of funds will be to keep individuals and families in their homes, and if they must be displaced, to work as quickly as possible to return them to their homes while minimizing the ill effects of displacement.

Minimizing the effects of displacement can be done through multiple means, but the priority should always be a timely and safe rehabilitation or rebuild of the home. In the meantime, easing

the burdens of displacement through financial support and resources can be offered to individuals in need. Funding must be set aside not just for costs of rehabilitation, but specifically for the displaced persons or entities.

#### Use of Eminent Domain

The use of eminent domain is not anticipated in the implementation of the CDBG-DR program. In the case that eminent domain is exercised, NCORR will follow the four-part criteria required of eminent domain under 49 CFR 24.101(b)(1)(i-iv).

## **e. Protection of People and Property**

#### Elevation standards

For new construction, repair of substantially damaged, or substantial improvement structures principally for residential use and located in the 1 percent annual (or 100-year) floodplain must be elevated with the lowest flood, including the basement, at least two feet above the 1 percent annual floodplain elevation. Mixed-use structures with no dwelling units and no residents must be elevated or floodproofed up to at least two feet above base flood elevation. If a structure is located in a 500-year floodplain, the structure must be elevated three feet above the 100-year floodplain.

#### Flood Insurance Requirements

Assisted property owners must comply with all flood insurance requirements. HUD-assisted homeowners for a property located in a Special Flood Hazard Area must obtain and maintain flood insurance in the amount and duration prescribed by FEMA's National Flood Insurance Program (NFIP). NCORR may not provide disaster assistance for the repair, replacement or restoration of a property to a person who has received Federal flood disaster assistance that was conditioned on obtaining flood insurance and then that person failed to obtain or allowed their flood insurance to lapse for the property. NCORR is prohibited by HUD from providing CDBG-DR assistance for the rehabilitation or reconstruction of a house if:

- The combined household income is greater than 120% AMI or the national median,
- The property was located in a floodplain at the time of the disaster, and
- The property owner did not maintain flood insurance on the damaged property.

To ensure adequate recovery resources are available to LMI homeowners who reside in a floodplain but who are unlikely to be able to afford flood insurance may receive CDBG-DR assistance if:

- The homeowner had flood insurance at the time of the qualifying disaster and still has unmet recovery needs, or
- The household earns less than 120% AMI or the national median and has unmet recovery needs.

#### Construction Standards

NCORR will require quality inspections and code compliance inspections on all projects and places an emphasis on high-quality, durable, sustainable, and energy efficient construction

methods and materials. Site inspections will be required on all projects to ensure quality and compliance with building codes. Permits will be the required registration and documentation of county, city, and/or town code to be secured prior to any construction work commences. It will be the obligation of the contractor to secure all such permits and provide copies to NCORR or the subrecipient administering the contract prior to commencing work.

All rehabilitation, reconstruction, or new construction must meet an industry-recognized standard that has achieved certification under at least one of the following programs:

- Energy STAR (Certified Homes or Multifamily High Risk)
- Enterprise Green Communities
- LEED (New Construction, Homes, Midrise, Existing Building Operations and Maintenance or Neighborhood Development)
- ICC- 700 National Green Building Standards
- EPA Indoor AirPlus
- Any other equivalent comprehensive green building standard program acceptable to HUD

Rather than be limited by a single green building design technique, NCORR will require that new construction meet the best fit for new construction out of many possible approaches. For each project subject to the above, the specific green building technique or approach used will be recorded. NCORR will implement and monitor construction results to ensure the safety of residents and the quality of homes assisted through the program. All new housing created in whole or in part with CDGB-DR funds will comply with current HUD Housing Quality Standards (HQS). Rehabilitation of non-substantially damaged structures must comply with the HUD CPD Green Building Retrofit Checklist available at <https://www.hudexchange.info/resource/3684/guidance-on-the-cpdgreen-building-checklist/>, to the extent that the items on the checklist are applicable to the rehabilitation. NCORR will consult FEMA P-798, Natural Hazards and Sustainability for Residential

For rehabilitation of non-substantially damaged residential buildings, NCORR will follow the guidelines to the extent applicable as specified in the [HUD CPD Green Building Retrofit Checklist](#). When older or obsolete products are replaced as part of rehabilitation work, the rehabilitation is required to use ENERGY STAR-labeled, WaterSense-labeled, or Federal Energy Management Program (FEMP)-designed products and appliances.

As previously noted in this Action Plan, NCORR does not intend to engage directly in any activities related to unmet infrastructure needs. Nonetheless, all newly constructed infrastructure that is associated with housing recovery efforts and assisted with CDBG-DR funds will be designed and constructed to withstand extreme weather events and the impacts of climate change, as established in HUD's Consolidated Notice, 87 FR 31636.

#### Contractors Standards

Contractors selected under NCORR will make every effort to provide opportunities to low and very-low income persons by providing resources and information to notify Section 3 individuals and businesses of opportunities in the community. NCORR will report Section 3 accomplishments in the Disaster Recovery Grant Reporting (DRGR) system.

### Preparedness, Mitigation and Resiliency

For the purposes of this Action Plan, “resilience” is defined as a community’s ability to minimize damage and recover quickly from extreme events and changing conditions, including natural hazard risks. Meanwhile, “mitigation” is defined actions that increase resilience to disasters and reduce or eliminate the long-term risk of loss of life, injury, damage to and loss of property, and suffering and hardship, by lessening the impact of future disasters. As described in the Consolidated Notice, 87 FR 31636, NCORR will incorporate resilience and mitigation measures when carrying out activities to construct, reconstruct, or rehabilitate residential or non-residential structures with the CDBG-DR funds described in this Action Plan. Moreover, as part of its effort to incorporate mitigation measures into its CDBG-DR activities, NCORR will ensure that hazard mitigation measures documented in local planning efforts and the State of North Carolina’s Building Code are described and integrated and into proposed programs and projects to reduce the impacts of recurring natural disasters and the long-term impacts of climate change. All residential construction projects using CDBG-DR funds will comply with current construction codes for the State of North Carolina. The State of North Carolina’s building code already incorporates a variety of resilient building standards and the mitigation measures that include mitigation efforts for sea-level rise, high winds, storm surge, and flooding.

### *Promoting a Resilient Recovery & Protecting People from Harm*

In all activities involving the allocated CDBG-DR funds, resiliency, mitigation, and sustainability must be incorporated into the initial framework in order to achieve the best results in the long term. For example, in the rehabilitation or rebuilding of residences, high – quality, sustainable materials should be used in order to promote continued resiliency. By ensuring materials used are durable, safe, and high quality, the long-term risk of repeated repairs is reduced, especially in events of future environmental disasters.

### *Promoting Regional Post-Disaster Recovery & Mitigation Planning*

NCORR will continue to promote its long term mitigation and recovery goals, as outlined in the State of North Carolina Hazard Mitigation Plan, through the use of CDBG-DR funding in this project. All projects will be constructed using techniques and methods that support mitigation efforts. . Having mitigation inform all aspects of recovery ensures the safety of the community is preserved in the future.

### *Resilience Planning Integration*

While CDBG-DR will be prioritized for immediate housing needs, remaining funds must be allocated to infrastructure projects with long term resiliency planning. Resiliency must be the long term goal for any community wide project as we know federally protected groups are disproportionately affected by environmental disasters, and that these disasters will continue to happen. Even the immediate projects of rebuilding and repairing residences must be done in a way that not only upholds current safe-living standards but also ensures those standards will be maintained through other future disasters.

### Broadband Infrastructure in Housing

Any substantial rehabilitation or new construction of a building with more than four (4) rental units will include installation of broadband infrastructure, except when:



- The location of the new construction or substantial rehabilitation makes the broadband infrastructure infeasible,
- The cost of installing broadband infrastructure would result in a fundamental alteration in the nature of its program or activity or in an undue financial burden, or
- The structure of the housing to be substantially rehabilitated makes installation of broadband infrastructure infeasible.

#### Cost-Effectiveness

Given the relatively small allocation of funds provided for recovery efforts related to Tropical Storm Fred, this Action Plan presents a cost-effective, streamlined approach to NCORR's program delivery and design. As such, the recovery activities proposed focus specifically on allocating funds to address the unmet affordable housing needs of the impacted areas. By design, program delivery and implementation will leverage the expertise, local knowledge, and personnel of selected subrecipients to effectively carry out the proposed activities and address the lingering impacts of the storm.

#### *Cost Reasonableness & Project Construction Costs*

As set in HUD's Federal Register Notice, 87 FR 31636, construction activities that utilize CDBG-DR funds, including the mitigation set-aside, must be reasonable and consistent with market costs at the time and place of construction or procurement. To comply with this requirement, NCORR will follow the procedures outlined in its Procurement Manual to complete and document independent cost estimates (ICE), cost or price analyses, and cost reasonableness determinations within each of its procurements. Additionally, selected subrecipients must establish similar processes to those outlined above to ensure proper cost controls. Selected subrecipients must also consider the costs and benefits of incorporating hazard mitigation measures to protect against the specific identified impacts of future extreme weather events and other natural hazards. These controls will be reviewed during a capacity and risk assessment prior to subrecipient selection. Other parameters regarding cost reasonableness requirements will also be outlined within the policies and procedures for each program.

#### Duplication of Benefits

A duplication of benefits occurs when an impacted homeowner or community receives financial assistance from multiple sources such as FEMA, USACE, EDA, insurance, etc. for a cumulative amount that exceeds the total need for a particular mitigation purpose. A duplication of benefits (DOB) review will be applied to all CDBG-DR activities. In determining an applicant's unmet need, subrecipients must follow NCORR's DOB policy, which was submitted to HUD as part of NCORR's Certifications package. The process for determining any duplication of benefits includes assessing the need, identifying the total assistance available to the applicant deducting benefits received for a different purpose, deducting funds received for the same purpose but different eligible uses, and funds not available. Once the duplicated funds have been identified and subtracted from the unmet need amount, any remaining unmet need can be assisted with CDBG-DR funds. Additional details on the standard processes and procedures used to analyze potential duplication of benefits will be included in the program-specific manuals and SOPs associated with the recovery efforts listed in this Action Plan and in NCORR's *Uniform Duplication of Benefits and Verification of Benefits Policy and Procedures Manual*.

All agreements between NCORR and program beneficiaries or between NCORR and subrecipients require all sources of possible duplicative assistance to be disclosed. Additionally, a subrogation clause contained in these agreements will require any person who receives further assistance to repay that assistance if the amount of assistance exceeds the funding required for the project.

## **4. Grantee Proposed Use of Funds**

### **Overview**

The following sections describe the proposed use of the allocated CDBG-DR funds for the recovery efforts related to Tropical Storm Fred. The project and program descriptions included provide a general program overview, including award limits, if applicable, eligibility criteria (both geographic and applicant criteria), prioritization criteria, and projected start and end dates. For all allocations, the focus remains on primarily addressing the unmet housing recovery need. The selected subrecipients will be responsible to carry out the activity with technical assistance provided by NCORR. In addition, NCORR will provide administrative guidance and specific policies and procedures for each program. Lastly, NCORR will provide oversight and monitoring of the selected subrecipients.

It is worth noting that recovery needs change over the course of delivering services and funding to impacted communities. As needs evolve, programs may shift and change to meet such needs. NCORR will continue to monitor the unmet needs of the impacted communities and propose programmatic changes in future amendments of this Action Plan, as appropriate.

The current programs include the following:

#### **Housing**

- Affordable Housing Development Fund

#### **Planning and Administration**

- Local and Regional Planning Support
- Administrative Costs

#### **Allocations**

The total combined CDBG-DR allocation set forth in PL 117-43 for the State of North Carolina is \$7,975,000. NCORR will set aside five percent of these funds (\$398,750) for administrative costs associated with the recovery activities described below. Another \$576,250 will be set aside for planning related activities, such as Action Plan development, public outreach, and coordination on future planning with local and regional coordinating entities. The remaining \$7 million will be allocated to multiple activities defined in other sections of this Action Plan.

Within the affordable housing programming planned, multiple initiatives will be funded, including affordable rental stock creation as well as site-by-site creation of dwellings for rent and for homeownership. NCORR intends to subgrant funds to Haywood County to implement these

activities. The policies and guidance for these programs will be created in coordination with the subrecipient.

All allocated CDBG-DR funds are set to benefit the identified MID areas of Haywood County and Zip code 28716. Moreover, all allocated funds will be programmed to benefit low-to-moderate income households in the areas most impacted by Tropical Storm Fred.

The Appropriations Act and Federal Register Notice require NCORR to set aside an additional amount of 15 percent of the allocated CDBG-DR funds for mitigation activities (“CDBG-DR mitigation set-aside”). NCORR aims to meet the requirement of the CDBG-DR mitigation set-aside by programming eligible recovery activities that both address the impacts of the disaster (i.e., have “tie-back” to Tropical Storm Fred) and incorporate mitigation measures into the recovery activities. These recovery activities and their tie-back to the mitigation unmet needs assessment are further defined and explained in the description of the specific CDBG-DR funded programs and activities.

### a. Program Budget

<b>Program Category</b>	<b>Program</b>	<b>Budget</b>	<b>HUD identified MID Budget</b>	<b>% of Allocation</b>	<b>Maximum Award</b>	<b>National Objective</b>
Administration	Administrative Costs	\$398,750	\$319,000	5%	N/A	N/A
Planning	Local and Regional Planning Support	\$576,250	\$461,000	7%	Based on program standards	N/A
Housing	Affordable Housing Development Fund	\$7,000,000	\$7,000,000	88%	\$7,000,000	LMI

#### Connection to Unmet Needs

The Federal Register Notice, 87 FR 31636, requires that 80 percent of CDBG-DR funding be spent within areas designated as Most Impacted and Distressed (MID areas). However, as outlined the NCORR’s CDBG-DR allocations budget, NCORR will spend 100 percent of the 2021 allocation, to include the mitigation set-aside, in Haywood County, the HUD MID area. Due to limited funding and concentrated unmet needs in the HUD MID, the State of North Carolina has not identified additional MID areas. NCORR will continue to monitor the unmet needs in the impacted areas and amend this Action Plan as necessary to include additional areas that may be eligible for the 20 percent of the allocation that can be spent outside the HUD defined MID area.

NCORR has based the programming decisions presented in this Action Plan on the best available data from multiple sources, including FEMA, SBA, private insurance, state agencies, and local

governments, and broad engagement with the public and stakeholders to adequately address the unmet needs still present from Tropical Storm Fred. Analysis of these data impacted NCORR's program design and chosen activity delivery mechanism to maximize the benefits of the available CDBG-DR funding.

For instance, in order to address the unmet housing needs of MID areas, NCORR is proposing to provide funding to Haywood County to allow the local government to advance shovel-ready affordable housing projects in the jurisdiction. As part of this effort, NCORR has dedicated funding that will allow Haywood County to work with other subrecipients or selected partners to complete the construction, reconstruction, or rehabilitation of affordable housing units in the impacted area. Lastly, NCORR has set aside funding to support the planning efforts of regional and local planning entities to analyze and prepare for future disasters.

As established by 87 FR 31636, at least 70 percent of all program funds will benefit LMI persons or households. However, as outlined in this Action Plan, NCORR intends for the full allocation to benefit LMI persons or households. Details on how each funded activity proposes to meet such requirement can be found in the description of each planned activity. At minimum, each funded program or activity is aimed to be a direct response to an unmet need identified in the Action Plan's unmet needs assessment. The CDBG eligible activity is presented must also adhere to HUD's National Objective criteria, which may include the following:

- LMA (Low/mod area benefit). Activities providing benefits that are available to all the residents of a particular area, at least 51 percent of whom are low- and moderate- income. The service area of an LMA activity is identified by the local jurisdiction and approved by NCORR.
- LMC (Low/mod limited clientele). Activities which benefit specific groups of low- and moderate- income individuals. LMC activities provide benefits to a specific group of persons rather than to all residents of a particular area.
- LMH (Low/Mod housing benefit). Activities undertaken which improve or provide permanent residential structures that will be occupied by low/mod income households.
- UN (Urgent Need). Urgent Need projects include projects which pose a serious and immediate threat to the health or welfare of the community, are of recent origin or recently became urgent, and are unable to be otherwise financed.

This Action Plan does not modify any Federal standards or other legal requirements. Any effort by the State of North Carolina or its agents to modify such standards or other legal requirements must be preceded by the ordinary procedures to request a waiver from the appropriate Federal authority.

#### Leveraging Funds

To maximize the impact of ongoing recovery efforts associated with DR-4617, NCORR will maintain an ongoing commitment to identify and leverage other federal and non-federal funding

sources available, or likely to be available, to meet the recovery needs of the affected communities.

In addition to the programs associated with CDBG-DR funds administered by NCORR, the FEMA HMGP (administered by NCEM) and the Tropical Storm Fred Residential Recovery program (administered by NCOSBM) are engaged in additional disaster recovery-related activities that are ongoing and concurrent to the development of the NCORR's recovery efforts. In order to maximize efficiency and efficacy of all these recovery efforts, the NCORR will prioritize the leveraging of its CDBG-DR allocation to supplement, whenever possible, other funding sources available at the federal, regional, state, local, private, and non-profit level. By administering and supporting programs that are funded from state, local, and federal sources, NCORR aims to increase the impact of its CDBG-DR funding.

NCORR will continue to examine existing state resources and other funds from the disaster appropriation to ensure that all available funding is used where it is most needed. Close partnership, communication, and coordination with NCEM and NCOSBM on the implementation of CDBG-DR programs will further support the leveraging of alternative funding sources. NCORR will utilize its existing relationships and work to create new collaboration opportunities with other federal and state agencies, corporations, foundations, nonprofits, other stakeholders, and selected subrecipients as a means of leveraging all viable sources of funding, where feasible.

Until now, the recovery efforts for Tropical Storm Fred have been funded through a variety of sources. Primarily of interest to the recovery are funds received for FEMA Public Assistance (PA), FEMA Individual Assistance (IA), FEMA Hazard Mitigation Grant Program (HMGP), FEMA Flood Mitigation Assistance (FMA), Small Business Administration (SBA) Disaster Loans, and state agencies, such as NCEM, NCOSBM, and the NC Department of Agriculture and Consumer Services.

These funding sources range from local to federal assistance with varying degrees of allowable uses and amounts. Partnering agencies and NCORR will continue work with local communities to help them assess available sources to meet their ongoing unmet recovery needs.

#### *Federal Emergency Management Agency (FEMA) Assistance*

As part of the presidential declaration for DR-4617, FEMA allocated funds for immediate recovery needs in the designated areas impacted by Tropical Storm Fred. The designated counties for DR-4617 (areas included in disaster declaration as sustaining damage) were eligible for one or more of the following types of assistance:

- **FEMA Individuals and Households Program (IHP):** Through IHP, FEMA provides IA directly to individuals and households, as well as state, local, and tribal territory government to support individual survivors. For this declaration, assistance available through the IHP program included: Federal IHP Housing
- **FEMA PA Emergency Work Assistance (Categories A and B):** FEMA is authorized to provide PA funding for Emergency Work, including emergency protective measures

and debris removal. Emergency Work is that which must be done immediately to save lives, protect public health and safety, protect improved property, or eliminate or lessen an immediate threat of additional damage.

- **FEMA PA Permanent Work Assistance (Categories C through G):** Permanent Work is work required to restore a facility to its pre-disaster design (size and capacity) and function in accordance with applicable codes and standards.
- **FEMA’s Hazard Mitigation Assistance (HMA):** The program is an umbrella of funding programs FEMA uses to support communities in their effort to reduce risk to hazards and increase resilience. Specific to recovery, FEMA HMGP provides funding for hazard mitigation projects to states following a presidentially declared disaster.

According to FEMA, as of November 2021, more than \$18 million in federal grants, loans and flood insurance payments have been approved for homeowners, renters and businesses in Buncombe, Haywood and Transylvania counties.

The tables below represent the approved and obligated funding as of June 22, 2022, for each category of funding available to DR-4617 eligible counties in Western North Carolina.

**Table 32: DR-4617 Individual Assistance**

<b>Individual Assistance Type</b>	<b>Amount</b>
Total Housing Assistance (HA) - Dollars Approved	\$4,424,511.50
Total Other Needs Assistance (ONA) - Dollars Approved	\$541,484.96
<b>Total Individual &amp; Households Program Dollars Approved</b>	<b>\$4,965,996.46</b>
Individual Assistance Applications Approved	805

**Table 33: DR-4617 Public Assistance**

<b>Public Assistance Type</b>	<b>Amount</b>
Emergency Work (Categories A-B) - Dollars Obligated	\$2,729,488.02
Permanent Work (Categories C-G) - Dollars Obligated	\$4,344,069.20
<b>Total Public Assistance Grants Dollars Obligated</b>	<b>\$8,201,111.33</b>

**Table 34: DR-4617 Hazard Mitigation Assistance**

<b>Hazard Mitigation Assistance</b>	<b>Amount</b>
Hazard Mitigation Grant Program (HMGP) - Dollars Obligated	<b>\$182,464.00</b>

*State Resources*

As part of a two-year budget bill signed by Gov. Roy Cooper on November 18, 2021, \$124.4 million in recovery funds were committed for the recovering efforts in the Western North Carolina counties impacted by Tropical Storm Fred.<sup>90</sup>

<sup>90</sup> North Carolina 2021 Appropriations Act, November 8, 2021.  
<https://webservices.ncleg.gov/ViewNewsFile/59/S105-CCSMLxr-3v5>

A significant portion of the \$124 million appropriation is to supplement the funding approved by FEMA to assist in the rebuilding of homes, providing temporary housing needs, restoring impacted farmland, and replacing damaged emergency equipment.

The table below lists the specific appropriations made by the State of North Carolina in its 2021 budget.

**Table 35: Tropical Storm Fred Recovery State Appropriations, 2021**

<b>Appropriation</b>	<b>Amount</b>
Department of Public Safety, Division of Emergency Management	\$72,000,000
<i>Home reconstructions that are not eligible for federal assistance through the Hazard Mitigation Grant Program</i>	<i>\$20,000,000</i>
<i>State Match Fund for matching funds for federal disaster assistance programs related to Tropical Storm Fred</i>	<i>\$16,000,000</i>
<i>Repair and replacement of private roads and bridges</i>	<i>\$15,000,000</i>
<i>Grants to units of local government for unmet needs related to FEMA PA</i>	<i>\$10,000,000</i>
<i>Travel trailers and short-term housing assistance as necessary for temporary housing related to home reconstructions that are not eligible for federal disaster assistance programs</i>	<i>\$4,000,000</i>
<i>Home repairs and reimbursements that are not eligible for federal disaster assistance programs</i>	<i>\$3,000,000</i>
<i>Property repairs for housing facilities owned by landlords who house families displaced by Tropical Storm Fred</i>	<i>\$2,000,000</i>
<i>Assistance to counties and units of local government affected by Tropical Storm Fred.</i>	<i>\$1,500,000</i>
<i>Grants to units of local government, local emergency response agencies, and sheriff's offices to replace emergency response equipment damaged by Tropical Storm Fred</i>	<i>\$500,000</i>
Department of Agriculture and Consumer Services for the Agricultural Crop Loss Program	\$50,000,000
Department of Transportation, Rail Division	\$1,900,000
Wildlife Resources Commission to repair dams, spillways, and related structures damaged as a result of Tropical Storm Fred	\$500,000
<b>Total</b>	<b>\$124,400,000</b>

#### *Mitigation Resources*

North Carolina General Statute 166A-19.42 established the State Emergency Response and Disaster Relief Fund as a reserve in the State's general fund. General Statute 166A-19.41 defines some of the ways that funding can be used and includes mitigation as an option.

The General Assembly also provides post-event appropriations as well. Over the years, millions of dollars have been provided for recovery efforts and mitigation projects. The most recent appropriations were made in 2021 in response to Tropical Storm Fred.

Additionally, the State has traditionally provided funding to help local governments meet the 25% match for HMGP grants.

The State of North Carolina integrates FEMA programs into its mitigation strategy and actions whenever possible and wherever practicable. NCEM is responsible for administering FEMA mitigation programs and initiatives as well as serving as the lead agency for the State in disaster mitigation efforts, affording the State the opportunity to better coordinate the mitigation grant application process for the programs listed in this section. NCEM has primary responsibility for FEMA grant programs, including those listed here:

- Hazard Mitigation Grant Program (HMGP)
- Flood Mitigation Assistance Program (FMA)
- Pre-Disaster Mitigation Grant Program (PDM)
- Public Assistance (PA) Program
- Public Assistance (“406”) Mitigation Program

As outlined in the State of North Carolina Hazard Mitigation Plan, the main objectives of FEMA’s various mitigation grant programs are:

- to prevent future losses of lives and property due to disasters,
- to implement state or local mitigation plans,
- to enable mitigation measures to be implemented during a state’s or community’s immediate recovery from a disaster, and
- to provide funding for previously identified mitigation measures that benefit the disaster area.<sup>91</sup>

While NCEM is the lead agency for emergency planning and hazard mitigation in the state, NCORR and NCEM will continue to work closely to ensure that mitigation goals and initiatives are integrated to the extent possible into all planning activities for federal, state, and local governments.

#### Program Partners

As previously noted, NCORR will distribute grant funds to beneficiaries through subrecipients administering the projects. NCORR will vet projects for CDBG-DR compliance and eligibility, ensuring that proposed projects adhere to federal requirements and the requirements set forth in the Action Plan. The implementation and management of individual projects will be the responsibility of participating subrecipients, while NCORR will provide monitoring and broad oversight of the CDBG-DR funds.

As necessary, NCORR staff will provide technical assistance to subrecipients to meet these requirements. The program activities are designed to take advantage of existing partnerships between NCORR and local partners, such as Haywood County, thus adding capacity to the State as a grantee in carrying out the activities.

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<sup>91</sup> State of North Carolina Hazard Mitigation Plan, 2018.  
<https://files.nc.gov/ncdps/documents/files/State%20of%20North%20Carolina%20Hazard%20Mitigation%20Plan%20Final%20As%20Adopted.pdf>



## Distribution of Funds

In previous CDBG implementation and delivery, NCORR has prioritized providing funds to communities that experienced the most significant damage from Hurricanes Matthew and Florence. As NCORR continues to provide assistance to those impacted counties, it will apply all the lessons learned and best practices gained from that work to the implementation and delivery of CDBG-DR funds for the recovery efforts of Tropical Storm Fred.

For example, though in previous allocations NCORR has shifted to a more state-centric model of implementation, given the relatively modest CDBG-DR allocation for DR-4617, for Tropical Storm Fred recovery efforts NCORR will leverage subrecipient agreements (SRA) and a partnership model to delivery and administer its CDBG-DR programming. NCORR will use the lessons learned from similar partner implementation models, such as the ones established for its affordable housing development and infrastructure recovery programs for Hurricanes Matthew and Florence, to maximize the usage of subrecipient agreements with local jurisdictions and other local entities to successfully carry out the CDBG-DR activities and projects.

Despite the benefits of a partnership model for the proficient delivery of the modest CDBG-DR funds allocated for Tropical Storm Fred, NCCOR will also ensure that all new and updated SRAs also include:

- The threshold of the grant award and the amount to be subgranted.
- The use of the CDBG-DR funds by responsible organization, activity, and geographic area.
- The CDBG eligibility criteria and national objective, as well as any additional criteria for the subrecipient's use of funds.

Furthermore, the selection of subrecipients will weigh the following factors, in order of importance:

- Subrecipient alignment with CDBG-DR objectives and priorities;
- Subrecipient capacity;
- Project/Program feasibility; and
- Project/program cost and/or leverage.

Specific terms may be implemented in SRAs depending on the selection criteria reviewed above. Sub-criteria may expand upon these selection criteria in order to fully understand the nature of the proposed project. Specific application selection criteria will be incorporated into program manuals and guidance. NCORR notes that CDBG-DR funds may not be used for ineligible activities including, but not limited to, a forced mortgage payoff, construction of dam/levee beyond original footprint, incentive payments to households that move to disaster-impacted floodplains, assistance to privately-owned utilities, and not prioritizing assistance to businesses that meet the definition of a small business. NCORR will ensure that all CDBG-DR funds are employed for eligible uses.

#### *Additional Details in the Program Descriptions*

As applicable, program descriptions in the Action Plan include additional details on the method of distribution for the specific program. As previously described, programs may be administered directly by NCORR through subrecipients, or through a hybrid model where NCORR is the program administrator but assigns specific scopes of work to subrecipients to support NCORR in the administration of the program.

#### *Program Income*

NCORR has adopted a Program Income Policy and adheres to this policy in the generation of any program income from NCORR administered or subrecipient administered programs. Subrecipients that generate more than \$35,000 in program income must report such income to NCORR. Subrecipients will generally be permitted to use program income to reimburse operation, repair, and maintenance expenses of a CDBG-DR funded project, must otherwise follow the rules and requirements for CDBG-DR funds, and must seek permission from NCORR before expending program income. Subrecipient agreements will contain provisions for the treatment of program income, if applicable, and require notification and approval from NCORR prior to the generation of program income.

#### *Resale or Recapture of Funds*

Resale or recapture requirements will vary by program and may not be applicable to all CDBG-DR programs. If applicable, the resale or recapture requirements are described within each of the program sections below and program guidelines and manual will provide additional details on the terms of resale or recapture and the specific circumstances under which resale or recapture will be used.

NCORR will ensure that affordability restrictions are enforceable and imposed by recorded deed restrictions, covenants, property liens, bylaws, or other similar mechanisms.

## b. Program Details

Housing Program(s)

*Affordable Housing Development Fund*

**Table 36: Allocation Amount**

<b>Program</b>	<b>Total</b>	<b>% of Total Allocation</b>	<b>\$ to LMI</b>	<b>% to LMI</b>	<b>\$ to HUD-defined MID areas</b>	<b>% to HUD-defined MID areas</b>	<b>National Objective</b>
<b>Affordable Housing Development Fund</b>	\$7,000,000	87.8%	\$7,000,000	100%	\$7,000,000	100%	LMH, UN

### ***Program Description***

In previous CDBG-DR allocations, NCORR has focused on projects such as the Homeowner Recovery Program, Multi-Family Rental Housing Program, and Small Rental Recovery Program to assist impacted homeowners and renters recovering from Hurricane Matthew and Hurricane Florence. These programs are beneficial to individual households but may not be best suited to meet the overall housing recovery needs of communities such as Haywood County in which the presence of second homes, short-term rentals, and general low inventory of affordable housing units make affordable housing conditions unattainable for low-income households impacted by a disaster. Furthermore, the relatively modest CDBG-DR allocation provided for Tropical Storm limits the potential administrative burden that a housing program may take on to case manage individual assistance delivery.

The Affordable Housing Development Fund is a streamlined and flexible program that seeks to create new housing stock in a way that is responsive to the needs of the recovering community. In some instances, this might be “traditional” multi-family rental units. In other instances, it may be clustered, or site-by-site newly created small rental or for-sale units. For the recovery efforts of Tropical Storm Fred, the program will primarily consider new construction opportunities but may consider rehabilitation of existing units, land acquisition for the construction of new units as shovel ready projects are identified, or other affordable housing proposals identified by Haywood County.

Similar to the use of Hurricane Matthew and Hurricane Florence CDBG-DR funds, NCORR may fund projects that have been identified for funding through the Qualified Allocation Plan (QAP) process. NCORR may also fund projects that are proposed in the MID areas of the state through this process.

Separately, NCORR, through its subrecipient, may solicit projects from qualified property management organizations, public, private, or non-profit organizations, and Community Development Housing Organizations (CHDOs)/Community Based Development Organizations (CBDOs) to determine the best fit for affordable housing, responsive to the needs for impacted communities. Upon evaluation of proposals, NCORR may subgrant funds using the SRA model or enter into a contract agreement to execute projects, based on the nature of the proposer and the proposal. The QAP process described above will not necessarily follow the selection criteria and prioritization criteria defined in the subsections below.

### ***Affordable Rents and Affordability Periods***

The definition NCORR uses for affordable rent is the same as the HOME Investment Partnership Program definition. These rental limits are updated periodically and are calculated by metro area or county. The affordable rent limits methodology is available at <https://www.huduser.gov/portal/datasets/HOME-Rent-limits.html> and specific affordable rent limits are updated annually. Units created or rehabilitated using CDBG-DR funds for rent must not exceed these rent limits, based on the geographic location and bedroom size of the unit. However, at times NCORR provides match funds for projects or coordinates with developers, partners, or property managers that define affordable rent differently. NCORR may elect to adopt an alternate definition of affordable rent when an alternate rent limit is proposed, in lieu of the definition of above. In those instances, NCORR will document that decision in the project manual and file.

To ensure that CDBG-DR investments yield affordable housing over the long term, the Affordable Housing Development Fund program may impose an affordability period on new construction. Such affordability requirements will apply to the units that will be occupied by LMI households. As appropriate, NCORR will use the same standards as the HOME Investment Partnership Program to set the length of the affordability period for such new construction. The length of such affordability periods will depend on the amount of CDBG-DR assistance provided and the nature of the activity funded. The affordability restrictions, including the affordability period requirements, would not apply to housing units newly constructed or reconstructed for an owner-occupant to replace the owner-occupant's home that was damaged by the disaster. Additional details on the affordability period, including resale, recapture, and other enforcement measures, will be found in the program's manual.

### ***Eligible Activity***

42 USC 5305(a)(4) authorizes the clearance, demolition, removal, reconstruction, and rehabilitation (including rehabilitation which promotes energy efficiency) of buildings and improvements (including interim assistance, and financing public or private acquisition for reconstruction or rehabilitation, and reconstruction or rehabilitation, of privately-owned properties, and including the renovation of closed school buildings). The eligibility of housing projects is further established in the Consolidated Notice, 87 FR 31636, which requires NCORR to address unmet housing recovery needs with CDBG-DR funds. New housing construction is also eligible as established in the Consolidated Notice, 87 FR 31636.

Through 87 FR 31636, HUD adopts alternative requirements to activities eligible under HCDA Section 105(a) which allows North Carolina to carry out modified activities to comply with the requirements in the Federal Register Notice to incorporate mitigation measures as a construction standard.

### ***National Objective***

In accordance with 24 CFR 570.208, all CDBG-DR funded activities must satisfy a national objective. For the Affordable Housing Development Fund program, all projects will meet the low to moderate income housing national objective. While proposed projects may be mixed-

income, CDBG-DR funds will only be applied to the affordable units restricted for occupancy by low-to-moderate-income households.

### ***Partnerships and Subrecipients***

NCORR will distribute grant funds to beneficiaries through subrecipient agreements. NCORR will work with subrecipients to ensure that activities adhere to federal requirements and the requirements set forth in the Action Plan. The implementation and management of individual activities will be the responsibility of participating subrecipients, while NCORR will provide monitoring and broad oversight of the CDBG-DR funds.

For the implementation of this project, Haywood County has been identified as a local partner and potential subrecipient.

### ***Priorities***

Prioritization of projects will be based on the suitability of the project as identified by NCORR and the subrecipient. Given the limited funding available, there is a preference for funding shovel-ready or leveraging CDBG-DR funds with other sources to maximize impact. The process for prioritization and selection of each project will be documented in the project file.

### ***Eligibility***

Public, private, or non-profit organizations, qualified property management organizations, and Community Development Housing Organizations (CHDOs)/Community Based Development Organizations (CBDOs) are eligible to receive affordable housing development funds.

### ***Eligible and Ineligible Costs***

NCORR commits to funding activities eligible under Title I of the Housing and Community Development Act of 1974 or those activities specified by waivers in 87 FR 31636. Selected projects will be funded through completion in accordance with their financing needs. NCORR, in coordination with the subrecipient, will perform a check for duplication of benefit and federal funding supplantation prior to issuing an award to ensure that duplicative assistance is not provided. DOB and supplantation checks will be maintained in the project file. Complete lists of eligible and ineligible project and subrecipient activity delivery costs will be provided in the program policies and procedures.

Eligible costs include:

- Activity delivery costs to administer and monitor the program, including allocable direct and indirect staff costs and consultant costs
- Architectural and engineering design
- Permitting fees
- Developer fees
- Mobilization, site prep, and clean up
- Construction costs
- Land and building acquisition costs (on a case-by-case basis)
- Hazard mitigation costs

Ineligible costs include:

- Pre-application costs and application development costs
- Advances of any type, including construction
- Facility operating or maintenance expenses
- Offsite improvements

NCORR will also ensure that construction costs are reasonable and consistent with current market costs for the area.

### ***Incorporation of Mitigation Measures***

The program will help the HUD MID area replace damaged or destroyed housing with housing stock that is more energy-efficient, resilient to the hazards in the impacted-communities (including flood, landslides, and other applicable high-risk hazards based on location of the housing), and the projected impacts of climate change. In addition, the replacement housing will be built to accessibility standards that will allow impacted residents to age in place and increase the housing stock available to individuals living with disabilities.

By building to higher energy efficiency, resilience, and more accommodating construction standards, NCORR aims to help mitigate future loss of life and property and reduce short- and long-term interruptions caused by future disasters.

### ***Form of Assistance***

Selected proposals are funded in the form of a subgrant, unless a compelling reason is presented in the application for an alternative funding arrangement (such as a loan), to be disbursed on a reimbursement basis through an SRA between NCORR and the subrecipient to ensure that proper financial controls and safeguards are in place to protect CDBG-DR funds. Specific payment terms and conditions are outlined in the SRA. The SRA will also define financial and property management requirements as well as remedies to correct deficient or non-compliant projects.

Standard Agreements, Regulatory Agreements, and loan documents, if appropriate, will also contain CDBG-DR recapture provisions for non-performance or breach of subrecipient responsibility.

### ***Maximum Amount of Assistance***

The maximum award of CDBG-DR funds to affordable housing is based on actual need, not to exceed \$7 million in CDBG-DR funding. As project costs are reviewed, the \$7 million cap may be exceeded if funding is available and a compelling and significant benefit to resiliency or the local affordable housing stock is realized through project execution. When the cap is exceeded, NCORR will document such exceptions and the rationale behind the decision-making process.

### ***Timeline***

NCORR will began program coordination with selected subrecipients after receipt of the grant agreement from HUD. Program delivery efforts are expected to begin in Q4 2022.

- Start Date: Q4 2022
- End Date: Q2 2028

## Planning and Administration

### *Local and Regional Planning Support*

Generally, CDBG-DR funds are the primary means that NCORR will use to fund planning activities associated with the recovery efforts for Tropical Storm Fred. NCORR intends to consider using planning funds based on recommendations proposed by recovery organizations and groups, opportunities received from coordinating state agencies, and from planning needs identified in the creation and maintenance of the Action Plan.

**Table 37: Allocation Amount**

Program	Total	% of Total Allocation	\$ to LMI	% to LMI	\$ to HUD-defined MID areas	% to HUD-defined MID areas	National Objective
Planning Support	\$576,250	7.20%	\$0	N/A	\$461,000	80.00%	

### ***Program Description***

Long-term planning is a critical component of all effective recovery efforts. NCORR has set aside CDBG-DR funds to help augment the planning efforts of regional and local planning entities aiming to improve the resilience and mitigation measures of HUD MID areas. Through the recommendations proposed by the State Disaster Recovery Task Force's active Recovery Support Function (RSF) groups, opportunities received from coordinating state agencies, such as the DOT, DEQ, and NCEM, and from planning needs identified in the creation and maintenance of the Action Plan, NCORR aims to help local communities become better prepared for future disasters. In addition to those recommendations, NCORR has also established significant internal resources to assist in the identification of suitable plans and potential planning activities to meet the planning needs of the HUD MID areas. For example, as part of the drafting process of this Action Plan, NCORR has identified a partnership with University of North Carolina at Chapel Hill and its School of Government, Development Finance Initiative (DFI), to help the agency understand the unique challenges and opportunities in developing affordable housing in the impacted areas of Tropical Storm Fred including development of a housing gap analysis. Additionally, NCORR leaders have engaged 24 different stakeholder organizations during the process of completing the Action Plan to explore partnerships and develop planning activities, including a visit in June 2022 to Haywood County to meet with local agencies.

As planning activities are approved and undertaken, NCORR will provide details of those planning activities on its website at <https://rebuild.nc.gov>.

### ***National Objective***

As indicated in 87 FR 31636, assist HUD is waiving the requirements of 24 CFR 570.483(b)(5) and (c)(3), which limit the circumstances under which a planning activity can meet a low- and moderate-income or slum-and-bligh national objective. Instead, as an alternative requirement, 24 CFR 570.208(d)(4) applies to states when funding disaster recovery-assisted, planning-only grants, or when directly administering planning activities that guide disaster recovery. In addition, 42 U.S.C. 5305(a)(12) is waived to the extent necessary so the types of planning

activities that states may fund or undertake are expanded to be consistent with those of CDBG Entitlement grantees identified at 24 CFR 570.205.

NCORR intends to use these waivers while carrying out or augmenting a planning activity related to the recovery efforts of Tropical Storm Fred.

### ***Local and Regional Planning Coordination***

NCORR is committed to active coordination and collaboration with local and regional planning entities to identify planning needs in the areas impacted by Tropical Storm Fred. Some of those planning needs have already been identified in the creation of this Action Plan, however, ongoing communication will ensure that the funding set aside for planning-only activities helps to address the long-term resilience planning needs of communities and households still recovering from Tropical Storm Fred and preparing for the next disaster.

### ***Administrative Funds***

NCORR is the entity responsible for the administration of the allocated CDBG-DR funds in compliance with all applicable laws and regulations and will be financially accountable for the use of all funds awarded by HUD to respond to the unmet needs associated with Tropical Storm Fred.

To facilitate the administration of the awarded CDBG-DR funds, and as set by the federal register notice 87 FR 31636, NCORR will use the maximum amount allowed, up to five percent of the allocated funds or \$398,750, to respond to the unmet needs related to DR-4617. Uses of administrative funds will include the oversight and management of the programs and activities detailed in this Action Plan, which will be primarily carried out through selected subrecipients but may also include the technical support of third-party vendors.

Furthermore, the administrative funds will enable NCORR to provide the administrative and support services for the management and citizen participation necessary to formulate, oversee, evaluate, and report on the NCORR CDBG-DR activities. These activities include:

- Ensuring citizen participation (including outreach and publication of public notices).
- Preparation of the required CDBG-DR quarterly reports.
- Preparation of Action Plan Amendments.
- Maintenance of the CDBG-DR website.
- Monitoring of expenditures for CDBG-DR programs.
- Monitoring of subrecipients and contractors.
- Coordination with HUD, FEMA, and other Federal departments.
- Certification and maintenance of the necessary records that demonstrate that
  - Federal requirements for environmental review, fair housing, relocation, labor standards, equal opportunity, and citizen participation are met.
  - Coordination and administrative support to local governments and tribal entity for access and coordination to comprehensive disaster recovery resources.



#### Projection of Expenditures and Outcomes

In accordance with the Consolidated Notice, 87 FR 31636, NCORR has certified its ability to effectively manage the expenditures associated with the projects and programs outlined in this Action Plan. Moreover, NCORR has updated and recertified its compliance measures to ensure that project and program outcomes are effectively monitored for compliance with all applicable laws, regulations, federal notices.

NCORR also maintains a schedule of expenditures and outcomes, periodically updated in accordance with its mandatory reporting to HUD. The schedule of expenditures and outcomes is located at <https://www.rebuild.nc.gov/reporting-and-compliance/reporting>.

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## 5. Appendix

### a. Certifications

Each grantee receiving an allocation under this Federal Register notice (87 FR 31636) must make the following certifications and submit those certifications with the Action Plan:

- a. The grantee certifies that it has in effect and is following a residential anti-displacement and relocation assistance plan (RARAP) in connection with any activity assisted with CDBG–DR grant funds that fulfills the requirements of Section 104(d), 24 CFR part 42, and 24 CFR part 570, as amended by waivers and alternative requirements.
- b. The grantee certifies its compliance with restrictions on lobbying required by 24 CFR part 87, together with disclosure forms, if required by part 87.
- c. The grantee certifies that the action plan for disaster recovery is authorized under state and local law (as applicable) and that the grantee, and any entity or entities designated by the grantee, and any contractor, subrecipient, or designated public agency carrying out an activity with CDBG–DR funds, possess(es) the legal authority to carry out the program for which it is seeking funding, in accordance with applicable HUD regulations as modified by waivers and alternative requirements.
- d. The grantee certifies that activities to be undertaken with CDBG–DR funds are consistent with its action plan.
- e. The grantee certifies that it will comply with the acquisition and relocation requirements of the URA, as amended, and implementing regulations at 49 CFR part 24, as such requirements may be modified by waivers or alternative requirements.
- f. The grantee certifies that it will comply with section 3 of the Housing and Urban Development Act of 1968 (12 U.S.C. 1701u) and implementing regulations at 24 CFR part 75.
- g. The grantee certifies that it is following a detailed citizen participation plan that satisfies the requirements of 24 CFR 91.115 or 91.105 (except as provided for in waivers and alternative requirements). Also, each local government receiving assistance from a state grantee must follow a detailed citizen participation plan that satisfies the requirements of 24 CFR 570.486 (except as provided for in waivers and alternative requirements).
- h. State grantee certifies that it has consulted with all disaster-affected local governments (including any CDBG entitlement grantees), Indian tribes, and any local public housing authorities in determining the use of funds, including the method of distribution of funding, or activities carried out directly by the state.
- i. The grantee certifies that it is complying with each of the following criteria:
  1. Funds will be used solely for necessary expenses related to disaster relief, long-term recovery, restoration of infrastructure and housing, economic revitalization, and mitigation in the most impacted and distressed areas for which the President declared a major disaster pursuant to the Robert T. Stafford Disaster Relief and Emergency Assistance Act of 1974 (42 U.S.C. 5121 et seq.).
  2. With respect to activities expected to be assisted with CDBG–DR funds, the action plan has been developed so as to give the maximum feasible priority to activities that will benefit low- and moderate-income families.

3. The aggregate use of CDBG–DR funds shall principally benefit low- and moderate income families in a manner that ensures that at least 70 percent (or another percentage permitted by HUD in a waiver) of the grant amount is expended for activities that benefit such persons.
4. The grantee will not attempt to recover any capital costs of public improvements assisted with CDBG–DR grant funds, by assessing any amount against properties owned and occupied by persons of low- and moderate-income, including any fee charged or assessment made as a condition of obtaining access to such public improvements, unless:
  - a. Disaster recovery grant funds are used to pay the proportion of such fee or assessment that relates to the capital costs of such public improvements that are financed from revenue sources other than under this title; or
  - b. for purposes of assessing any amount against properties owned and occupied by persons of moderate income, the grantee certifies to the Secretary that it lacks sufficient CDBG funds (in any form) to comply with the requirements of clause (a).
- j. State and local government grantees certify that the grant will be conducted and administered in conformity with title VI of the Civil Rights Act of 1964 (42 U.S.C. 2000d), the Fair Housing Act (42 U.S.C. 3601–3619), and implementing regulations, and that it will affirmatively further fair housing. An Indian tribe grantee certifies that the grant will be conducted and administered in conformity with the Indian Civil Rights Act.
- k. The grantee certifies that it has adopted and is enforcing the following policies, and, in addition, state grantees must certify that they will require local governments that receive their grant funds to certify that they have adopted and are enforcing: (1) A policy prohibiting the use of excessive force by law enforcement agencies within its jurisdiction against any individuals engaged in nonviolent civil rights demonstrations; and (2) A policy of enforcing applicable state and local laws against physically barring entrance to or exit from a facility or location that is the subject of such nonviolent civil rights demonstrations within its jurisdiction.
- l. The grantee certifies that it (and any subrecipient or administering entity) currently has or will develop and maintain the capacity to carry out disaster recovery activities in a timely manner and that the grantee has reviewed the requirements applicable to the use of grant funds.
- m. The grantee certifies to the accuracy of its Financial Management and Grant Compliance Certification Requirements, or other recent certification submission, if approved by HUD, and related supporting documentation as provided in section III.A.1. of the Consolidated Notice and the grantee’s implementation plan and related submissions to HUD as provided in section III.A.2. of the Consolidated Notice.
- n. The grantee certifies that it will not use CDBG–DR funds for any activity in an area identified as flood prone for land use or hazard mitigation planning purposes by the state, local, or tribal government or delineated as a Special Flood Hazard Area (or 100-year floodplain) in FEMA’s most current flood advisory maps, unless it also ensures that the action is designed or modified to minimize harm to or within the floodplain, in accordance with Executive Order 11988 and 24 CFR part 55. The relevant data source for this provision is the state, local, and tribal government land use regulations and hazard mitigation plans and the latest-issued FEMA data or guidance, which includes advisory

data (such as Advisory Base Flood Elevations) or preliminary and final Flood Insurance Rate Maps.

- o. The grantee certifies that its activities concerning lead-based paint will comply with the requirements of 24 CFR part 35, subparts A, B, J, K, and R.
- p. The grantee certifies that it will comply with environmental requirements at 24 CFR part 58.
- q. The grantee certifies that it will comply with the provisions of title I of the HCDA and with other applicable laws.

Warning: Any person who knowingly makes a false claim or statement to HUD may be subject to civil or criminal penalties under 18 U.S.C. 287, 1001, and 31 U.S.C. 3729.

## **b. Summary and Response of Public Comments**

The following section will provide a summary of public comments received for the Action Plan in response to Tropical Storm Fred during the public comment period of August 1, 2022 through August 30, 2022. NCORR will catalogue and summarize the comments received during the 30 calendar days in the submission of the Action Plan to HUD.

## **c. Data Sources/Methodologies**

HUD Methodology for Calculation of Unmet Needs – Damage Categories

Owner Occupied Households:

- Minor-Low:
  - Less than \$3,000 of FEMA inspected real property damage
- Minor-High:
  - \$3,000 to \$7,999 of FEMA inspected real property damage
- Major-Low:
  - \$8,000 to \$14,999 of FEMA inspected real property damage
- Major-High:
  - \$15,000 to \$28,800 of FEMA inspected real property damage
- Severe:
  - Greater than \$28,800 of FEMA inspected real property damage

Renter Occupied Households:

- Minor-Low:
  - Less than \$1,000 of FEMA inspected personal property damage
- Minor-High:
  - \$1,000 to \$1,999 of FEMA inspected personal property damage
- Major-Low:
  - \$3,500 to \$4,999 of FEMA inspected personal property damage
- Major-High:
  - \$5,000 to \$8,999 of FEMA inspected personal property damage
- Severe:

- o Greater than \$9,000 of FEMA inspected personal property damage

#### NCORR Methodology for Unmet Needs Analysis

NCORR has modeled our methods for analyzing housing unmet recovery needs after the housing unmet recovery needs analysis conducted in 2022 by other State grantees, such as California and Oregon, for their own CDBG-DR Public Action Plans, while following HUD guidance and the details of the Federal Register Notice.

#### *Data Sources and Limitations*

This Action Plan and unmet needs analysis reflects the best available datasets at the time it was prepared in June of 2022. At this time, a breakdown of Small Business Administration disaster loan data was not available to NCORR. FEMA Individual Assistance data only includes applicants who volunteered to register and apply, and this official dataset may not capture the true disaster impact on unsheltered persons or migrant workers, as outlined in previous sections. American Community Survey data provides a helpful resource for demographic and population data between the 10-year census, but the data is based on a sample rather than population count data like the census, and therefore incorporates a degree of uncertainty (sampling error). CDC social vulnerability data is a helpful planning resource that provides indexed ranks for census tract based on a series of 15 social factors, but 2018 was the last year in which it was updated, so it does not represent the most current conditions.

#### *HUD Data Sharing Agreements*

NCORR has noted changes to the data sharing process for CDBG-DR and CDBG-MIT grantees that began in June 2022. As of the drafting of this plan, NCORR does not have access to newly-updated FEMA data as formal agreements with HUD are still being signed and executed.

### **e. Important Definitions and Terms**

**AMI:** Area Median Income

**CBDO:** Community Based Development Organization

**CDBG:** Community Development Block Grant

**CDBG-DR:** Community Development Block Grant- Disaster Recovery

**CFR:** Code of Federal Regulations

**CHDO:** Community Housing Development Organization

**CO:** Certifying Officer

**DOB:** Duplication of Benefits

**DRGR:** Disaster Recovery and Grant Reporting System

**FEMA:** Federal Emergency Management Agency

**HCD Act:** Housing and Community Development Act of 1974, as amended

**HMGP:** Hazard Mitigation Grant Program

**IA:** (FEMA) Individual Assistance

**LIHTC:** Low-Income Housing Tax Credit

**LMI:** Low and moderate-income

**NFIP:** National Flood Insurance Program

**PA:** (FEMA) Public Assistance

**RE:** Responsible Entity

**RFP:** Request for Proposals

**SBA:** U.S. Small Business Administration

**SFHA:** Special Flood Hazard Area

**UGLG:** Unit of general local government

**URA:** Uniform Relocation Assistance and Real Property Acquisition Act of 1970, as amended

**USACE:** U.S. Army Corps of Engineers

#### **d. Standard Form 424**

This is a standard form required for use as a cover sheet for submission of grant applications for federal assistance that provides required information about the applicant organization. NCORR submits this form to HUD at the time of Action Plan submission through the HUD DRGR system.

The State also submits Standard Form 424-D, which provides assurances for construction programs.

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