

2013 CDBG - DR SUBSTANTIAL AMENDMENT 3

PUBLIC LAW 113-2, JANUARY 29, 2013
FN-5696-N-03; MARCH 5, 2013

January 16, 2018



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INTRODUCTION

Overview of Public Law 113-2

The Commonwealth of Pennsylvania received \$29,986,000 from the Department of Housing and Urban Development (HUD) under The Disaster Relief Appropriations Act, 2013 (Public Law 113-2, approved January 29, 2013). This was the second allocation of CDBG-DR funding to assist the State with recovery from 2011 storm events (April 2011 Storms – FEMA-4003-DR; Hurricane Irene – FEMA-4025-DR; and Tropical Storm Lee – FEMA-4030-DR). The HUD guidance for the funding was published March 5, 2013 in the Federal Register as Docket Number FR-5696-N-01 and the funding appropriation for the Commonwealth of Pennsylvania was published in the Federal Register as Docket Number FR-5696-N-03 on May 29, 2013. The Department of Community and Economic Development (DCED) is the recipient and administrator of CDBG-DR funding for the Commonwealth of Pennsylvania.

The Action Plan guiding the distribution of the \$29,986,000 appropriation was published on August 30, 2013. Since then DCED has published and received approval for one Substantial Action Plan Amendments and one non-Substantial Action Plan Amendment to this CDBG-DR funding under Public Law 113-2. Below is a summary of those Action Plan Amendments and when they were published:

- **Substantial Amendment I (SA1), July 26, 2017:** Updated unmet needs analysis based on the latest available data from the qualifying disaster events. Allocated the entirety of the PL 113-2 appropriation to a mix of Housing and Infrastructure Programs based on the remaining unmet need as well as the Commonwealth of Pennsylvania’s strategic priorities and long-term recovery plans.
- **Non-Substantial 2 (NSA 2), November 6, 2017:** (Originally submitted as Amendment I): Reallocate funding from the Housing Repair, Reconstruction and Elevation line item to the Buyout line item to allow for moving and relocation payments for eligible tenants in the designated buyout areas. *Effective date of the budget revision is Monday November 6, 2017.*

The needs for disaster relief have evolved since the submission of the previous Substantial Action Plan Amendment. The Commonwealth of Pennsylvania has updated its unmet needs analysis and made some changes to the funding allocations under the PL 113-2 appropriation to reflect this new analysis as well as complementing the strategic priorities of the Commonwealth.

Based on input received from citizens, stakeholder groups, local government officials and other partners, the Commonwealth of Pennsylvania reviewed its CDBG-DR funding priorities and established the portfolio of recovery programs set forth on page 4. DCED proposes to dedicate funding to programs currently approved by HUD, and for which demand has exceeded available funding. Integrating additional CDBG-DR funds into these established programs is the most efficient and effective way to get the funding spent in the areas of greatest need. This substantial amendment provides details on the programs to be funded under PL 113-2 appropriation and how much funding is being allocated to each program.

This Action Plan Amendment Number 3 (APA 3) is considered a substantial amendment in accordance with the State's Citizen Participation Plan because it involves a re-allocation of more than \$1,000,000 of CDBG-DR funds and the addition of a new national objective for the Buyout program.

Notice is hereby given for a public comment period to review the proposed substantial amendments to the Commonwealth of Pennsylvania for FY 2013 Community Development Block Grant – Disaster Recovery (PL-113-2) funds. The public comment period is from December 10, 2017 through January 10, 2018.

The original Action Plan guiding the distribution of the \$29,986,000 appropriation was published on August 30, 2013 and allocated \$8.5 million toward Housing Buyouts, \$425,000 towards Administration and outlined additional programs with funding allocations "To be determined after the needs assessment and submittal of applications." Since that time a substantial amendment to the Action Plan was completed in July 2016 and included an updated unmet needs analysis based on the latest available data from the qualifying disaster events. The entirety of the PL 113-2 appropriation has been allocated to a mix of Housing and Infrastructure Programs as reflected in the table below based on the remaining unmet need as well as the Commonwealth of Pennsylvania's strategic priorities and long-term recovery plans.

The 2011 storm events damaged infrastructure throughout the region and the Commonwealth of Pennsylvania has worked and continues to work closely with the impacted municipalities to address infrastructure damage and carry out projects that make infrastructure more resilient in the event of future flooding events. The remainder of the funding has been allocated to Housing programs that will create affordable rental units by providing financing for Low Income Housing Tax Credit (LIHTC) deals (Multifamily Rental Program); help homeowners repair and reconstruct their damaged houses (Housing Repair, Reconstruction and Elevation Program); acquire properties from owners of properties located in flood-prone areas so that the land can be permanently converted to green space (Buyout Program); and provide down payment assistance to homeowners that may not have sufficient funding to purchase replacement housing from their buyout proceeds or who lost their housing due to the storm and are unable to purchase a replacement home (Down Payment Assistance Program).

Prior CDBG-DR Allocation (Public Law 112-55)

The Commonwealth of Pennsylvania received its first allocation of \$27,142,501 in CDBG-DR funding from the Department of Housing and Urban Development (HUD), pursuant to Public Law 112-55 (approved November 18, 2012). The appropriation was announced on April 16, 2012 in the Federal Register as Docket Number FR-5628-N-01. The Action Plan for this appropriation was published on July 12, 2012. The Commonwealth of Pennsylvania has published four Action Plan Amendments for this CDBG-DR allocation, the first on March 24, 2014; the second on May 21, 2014; the third on August 11, 2014 and the fourth on July 26, 2016. The fifth Substantial Action Plan Amendment for this appropriation is being published for a 30 day public comment period from December 10, 2017 through January 10, 2018.

For additional details regarding the PL 112-55 appropriation, please see the draft Action Plan Substantial Amendment 5 located at <https://dced.pa.gov> (select "Programs & Funding" on the homepage. In the "Search for Programs" search bar, enter "Community Development Block Grant – Disaster Recovery (CDBG-DR)" and select "Go to Program." Or, access the page directly at: <https://dced.pa.gov/programs/community-development-block-grant-disaster-recovery-cdbg-dr/> (scroll to

the bottom of the Community Development Block Grant – Disaster Recover (CDBG-DR) page and select the Action Plan bullet).

Summary of Funding Distribution under both CDBG-DR Allocations

The Commonwealth of Pennsylvania has allocated funding under each CDBG-DR Allocation as outlined in the table Table 1 below.

Table 1: Current CDBG-DR Funding Distribution under Both Allocations

Program	PL 112-55 Appropriation	PL 113-2 Appropriation	Total
Housing Repair, Reconstruction and Elevation Program	9,660,501 \$5,386,875	\$6,050,000 \$0	16,660,501 \$5,386,875
Buyout Program	\$1,963,501	8,500,000 \$9,450,000	10,463,501 \$11,413,501
New Housing Construction Program	500,000 \$1,500,000	\$0	500,000 \$1,500,000
Down Payment Assistance Program	1,000,000 \$0	\$0	1,000,000 \$0
Multifamily Rental Housing Program	-500,000 \$487,500	7,500,000 \$5,000,000	-8,000,000 \$5,487,500
Infrastructure Program	11,536,374 \$15,822,500	-5,386,700 \$13,936,700	16,923,074 \$30,259,200
Planning	\$625,000	\$100,000	\$725,000
Administration	\$1,357,125	\$1,499,300	\$2,856,425
Total	\$27,142,501	\$29,986,000	\$57,128,501

Funding Transfers

Funds will be reallocated to the Infrastructure Program to address additional infrastructure needs identified in the most impacted communities. None of the funding transfers affect any existing commitment of program funds to any individual, business, community or project. Table 2 describes how the funds will be reallocated.

Table 2: PL 113-2 Revised Method of Distribution

Approved Pennsylvania Action Plan Program	Activity Previous Allocation	Amount of Transfer	Activity Revised Allocation
Housing			
Housing Repair, Reconstruction and Elevation Program	\$6,050,000	(\$6,050,000)	\$0
Buyout	\$9,450,000	\$0	\$9,450,000
Multi-family Rental Housing	\$7,500,000	\$2,500,000	\$5,000,000
Infrastructure			
Infrastructure	\$5,386,700	\$8,550,000	\$13,936,700
Planning & Services			
Planning	\$100,000	\$0	\$100,000
Administration			
Administration	\$1,499,300	\$0	\$1,499,300
TOTAL	\$29,986,000	--	\$29,986,000

Justification of Funding Transfers

Transfer of funds to the Infrastructure Program

Table 3: Transfer of Funds to the Infrastructure Program

Approved Pennsylvania Action Plan Program	Activity Previous Allocation	Amount of Transfer	Activity Revised Allocation
Infrastructure	\$5,386,700	\$8,550,000	\$13,936,700

As a result of the increased costs associated with multiple infrastructure programs, the infrastructure program requires additional funding. DCED has identified additional infrastructure projects that can benefit from CDBG-DR support and that can be completed within the extended timeframe.

Reduction of funds for the Housing Repair, Reconstruction and Elevation Program

Table 4: Elimination of the Housing Repair, Reconstruction and Elevation Program

Approved Pennsylvania Action Plan Program	Activity Previous Allocation	Amount of Transfer	Activity Revised Allocation
Housing Repair, Reconstruction and Elevation Program	\$6,050,000	(\$6,050,000)	\$0

Under the Housing Repair, Reconstruction and Elevation program, homeowners can use funding to elevate their structure and implement other forms of flood proofing to make primary residences more resistant to future flooding. In order to participate in the program, many properties were required to elevate based on the amount of storm damage and location of property within the 100-year floodplain. Due to the increased number of steps required to enter their home after elevation, many elderly homeowners seeking to “age in place” chose not to elevate their homes. Approximately 23.8% of the households in the five hardest hit counties (Bradford, Columbia, Dauphin, Luzerne, and Wyoming) include individuals 60 years of age or older.¹ Since the potential beneficiaries for this program included significant numbers of senior citizens, the demand for the program did not meet initial projections.

While elevation was cited as a reason that some eligible applicants lacked interest in the Housing Repair, Reconstruction and Elevation Program, a number of the proposed infrastructure projects will reduce the need for elevation. Due to lack of interest, funds previously allocated for the Housing Repair, Reconstruction and Elevation program will be reallocated to the Infrastructure Program. DCED will reallocate the total allocation of \$6,050,000 from the Housing Repair, Reconstruction and Elevation program to the Infrastructure program.

DCED also recognized that cost reasonableness associated with rehabilitation of properties in the Housing Repair, Reconstruction and Elevation Program was a reason for a lack of interest from eligible applicants. The cost associated with rehabilitating and elevating homes often far exceeded the market values of the homes. In addition to the expected costs of rehabilitating and elevating a home, the costs associated with regulatory compliance would deter many applicants from continuing in the program. DCED is also

¹¹¹ American Fact Finder, 2011-2015 American Community Survey, “Households by Presence of People 60 Years of Age and Older.

concerned that elevation would negatively impact the future marketability of elevated homes. For the housing elevations that are not subject to Davis Bacon, the Commonwealth of Pennsylvania requires all workers on state-funded construction projects exceeding \$25,000 be paid the State Prevailing Wage. The impact of applying prevailing wage to the Housing Repair, Reconstruction, and Elevation Program significantly increased cost of construction, making the program unattractive to many homeowners. As a result, many applicants chose not to participate in the program. The only municipality that applied for the funding, Wyoming County, was not able to use the funds due to a lack in interest from eligible homeowners.

Reduction of funds for the Multi-family Rental Program

Table 5: Reduction of funds for the Multi-family Rental Program

Approved Pennsylvania Action Plan Program	Activity Previous Allocation	Amount of Transfer	Activity Revised Allocation
Multi-family Rental Housing	\$7,500,000	\$2,500,000	\$5,000,000

The Multi-family Rental Program focuses on replacing rental housing that was lost as a direct result of the storm or from rental properties lost as a result of the Buyout Program. The Silk Mills Project in Bloomsburg will provide affordable rental housing in one of the most heavily impacted areas. This project provides \$4 - 5 million in CDBG-DR funding for the new construction of a 64 unit rental complex that includes 2 units below 50% AMI, 31 units below 80% AMI, and 31 units at market rate. The remaining funding balance will include PHFA and private equity. The funds will be used for a 0% loan that is forgivable after 10 years. While the majority of replacement units will be designated for LMI households, the properties should consist of a combination of mixed ages and incomes. Since the program only requires \$5,000,000 in funding out of the previous allocation of \$7,500,000 DCED will transfer the remaining \$2,500,000 in funds to the Infrastructure Program.

STORM IMPACT

In 2011, Pennsylvania was impacted by three natural disasters: a flooding event in April; Hurricane Irene in August; and Tropical Storm Lee in September. These three events caused severe flooding in many of Pennsylvania’s communities, damaging or destroying homes, businesses, public facilities and infrastructure.

The flooding that occurred on April 25 through April 28, 2011, impacted five counties in the northern portion of the state, including Bradford, Lycoming, Sullivan, Tioga and Wyoming. These counties were eligible for FEMA Public Assistance to address public facility and infrastructure damage. Then in late August 2011, Hurricane Irene’s heavy winds and severe rains caused major to catastrophic flooding in northeastern Pennsylvania. Roads flooded, requiring evacuation of stranded residents. Lycoming and Wyoming were most significantly impacted. Impacted counties were designated as eligible for both FEMA Public Assistance and Individual Assistance to address damages to infrastructure, homes and businesses. A map of impacted counties is illustrated in Exhibit 1.

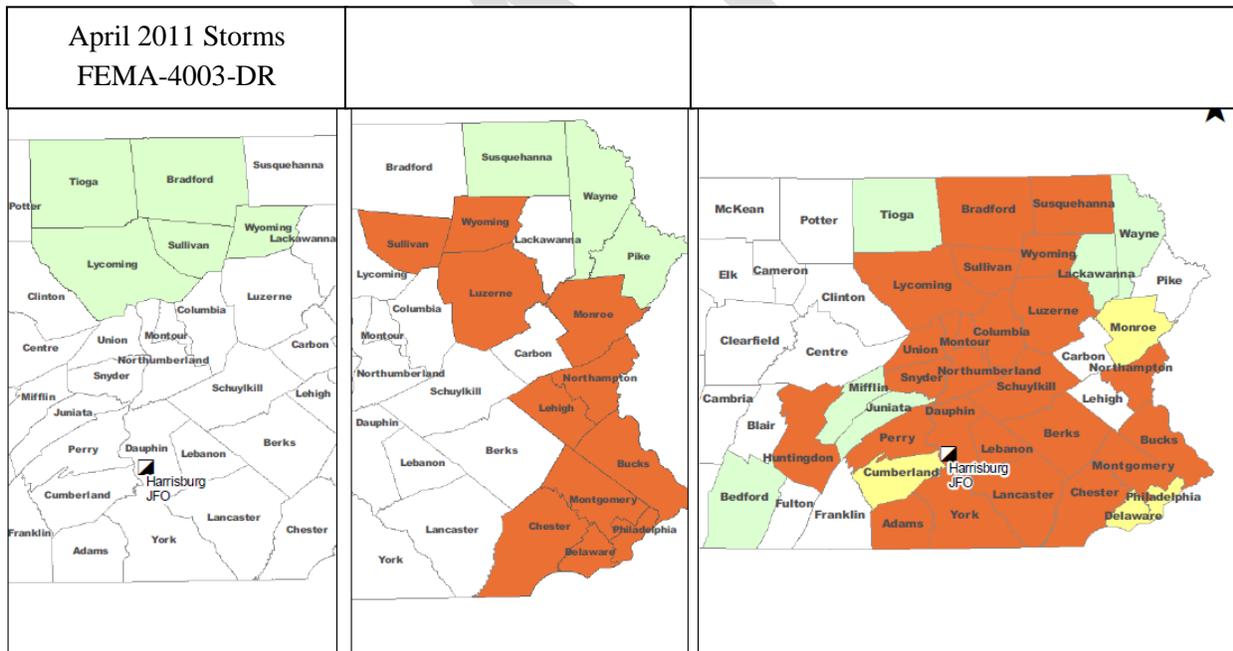
Within weeks of Hurricane Irene, Tropical Storm Lee impacted much of central Pennsylvania, causing widespread flooding along the Susquehanna and Delaware River basins in early September 2011. Of the

three events, Tropical Storm Lee caused the most extensive damage in the state, largely due to heavy rains in central Pennsylvania, ranging between 10 and 15 inches over a three-day period. In particular, the counties of Bradford, Columbia, Dauphin, Luzerne, and Wyoming were most impacted. Flooding predominantly occurred within river towns. Communities like Athens, Towanda, Danville, Bloomsburg, Wilkes-Barre, Sunbury, Harrisburg and Marietta suffered catastrophic flood losses.

As a result of these three Nationally Declared Disasters, 9,059 homes suffered major to severe damage and there were 18 fatalities. Following these disasters:

- 94,385 persons registered for FEMA Individual Assistance and 60,898 received assistance;
- 780 businesses applied for SBA emergency business loans of which 272 received assistance;
- NFIP paid more than \$327 million to cover property and content loss;
- FEMA obligated \$181,520,786 to remove debris, provide emergency relief services, and restore public infrastructure;
- 23 Disaster Recovery Centers were set up and in operation between September 14, 2011 and November 30, 2011; and
- 291 households were placed into temporary housing units provided by FEMA.

Exhibit 1. Counties Eligible for FEMA Assistance



	Individual Assistance Only
	Public Assistance Only
	Individual & Public Assistance

Exhibit 2. Images of Flooding in Impacted Communities



Image 1 Bloomsburg



Image 2 Route 11, Bloomsburg



Image 3 West Pittston



Image 4 Loyalsock Bridge, Loyalsockville



Image 5 Hershey Park Amusement Park, Hershey



Image 6 Lower Swatara Township

Source: See Appendix 4: Image References.

The April 2011 storm, Tropical Storm Lee, and Hurricane Irene caused flooding and wind damage throughout much of Pennsylvania, particularly in the river communities along the banks of the Susquehanna River. Table 2 lists the 10 communities with the greatest number of housing units that suffered major to severe damage.

Table 6: Communities with Major to Severe Damage from the 2011 Disasters

Community	County	Owner-Occupied	Renter-Occupied	Total
West Pittston	Luzerne	350	87	437
Bloomsburg	Columbia	211	148	359
Philadelphia	Philadelphia	117	176	293
Athens	Bradford	157	74	231
Middletown	Dauphin	159	19	178
Espy	Columbia	108	33	141
Duryea	Luzerne	76	27	103
Pine Grove	Schuylkill	64	13	77
Harrisburg	Dauphin	67	8	75
Shickshinny	Luzerne	50	22	72

Source: FEMA Individual Assistance Data effective February 6, 2016.

The most impacted counties of Bradford, Columbia, Dauphin, Luzerne and Wyoming will receive at least 80%, or \$20,509,800 of the funding from this allocation².

UNMET NEEDS ASSESSMENT

The unmet needs analysis included in this amendment represents a revised methodology from two previous Action Plan Amendments published in September 2012 and May 2014. The revisions closely follow the methodology HUD outlines in Federal Register Docket Number 5696-N-03. The revisions are also based on updated data from the following sources:

- FEMA Individual Assistance data as of February 6, 2016;
- FEMA Public Assistance data as of January 3, 2016;
- SBA business loan information as of January 2015;
- SBA housing loan information as of January 2015; and
- DCED State Match for FEMA Public Assistance (at time of program closeout in August 30, 2013).

These data sources serve as the basis for estimates of unmet needs in the most impacted and distressed areas related to:

- Restoration of housing;
- Economic revitalization; and
- Restoration of infrastructure

A detailed description of the methodology used to determine the unmet need and the data sources can be found in Appendix 1: Unmet Need Methodology.

Based on the updated Unmet Needs Analysis, the remaining unmet need is estimated at \$259,933,500.

² For PL 113-2: Per FR 5696-N-03, 80% of the total funding is calculated based on the total PL 113-2 appropriation provided to the Commonwealth of Pennsylvania (\$29,986,000) as well as Luzerne County (\$9,763,000) and Dauphin County (\$7,632,000).

Table 7: Summary of Unmet Needs

	Housing	Businesses	Infrastructure	Total
Estimated Damage	\$1,554,984,424	\$102,718,911	\$237,071,699	\$1,894,775,034
Minus FEMA	\$172,515,559	\$0	\$147,080,976	\$319,596,535
Minus Insurance	\$1,069,441,048	\$27,949,800	NA	\$1,097,390,848
Minus SBA Loans	\$78,481,100	\$26,692,300	\$0	\$105,173,400
Minus State Match		\$0	\$46,900,643	\$46,900,643
Minus State CDBG-DR Allocations	\$22,160,501	\$0	\$7,953,500	\$32,114,001
Minus Dauphin County CDBG-DR Allocations	\$560,000	\$463,000	\$11,691,483	\$12,714,483
Minus Luzerne County CDBG-DR Allocations	\$11,659,602	\$1,292,023	\$10,000,000	\$22,951,625
Remaining Unmet Need	\$200,166,615	\$46,321,788	\$13,445,097	\$259,933,500

Source(s): FEMA Individual Assistance Data effective February 6, 2016; FEMA Public Assistance Data effective January 3, 2016; Small Business Administration Business Loan Data effective January 2015; DCED State Match for FEMA Public Assistance Projects Data effective August 30, 2013; and DCED Survey of Infrastructure Needs administered April 2014.

Housing

The storms of 2011 caused widespread damage to owned and rented homes throughout much of the state, particularly in towns along the Susquehanna and Delaware Rivers. In total, roughly 95,000 individuals applied for FEMA assistance, and according to FEMA, at least 59,793 of these applicants incurred damage to their homes. The majority of this damage was classified as minor damage, but 9,059 homes were determined by FEMA to have major to severe damage. (For a detailed description of methodology for housing damage estimates and unmet need, see Appendix 1: Unmet Need Methodology.)

The counties with the most significant housing damage are listed below in Table 4.

Table 8: Damaged Owner-Occupied Homes and Rental Units by Damage Category by County

County	Minor-Low	Minor-High	Major-Low	Major-High	Severe	Unknown	All Damage	Major and Severe Damage
Grand Total	44,492	6,142	1,707	4,857	2,495	100	59,793	9,059
Luzerne	683	254	106	688	617	3	2,351	1,411
Dauphin	2,881	742	234	643	359	21	4,880	1,236
Columbia	515	233	187	619	225	5	1,784	1,031
Bradford	286	191	87	458	268	15	1,305	813
Lebanon	1,994	669	91	378	186	22	3,340	655
Lycoming	384	167	99	324	187	6	1,167	610
Lancaster	1,769	335	120	249	102	6	2,581	471
Northumberland	746	243	48	287	67	4	1,395	402
Philadelphia	24,849	1,474	211	124	29	2	26,689	364
Wyoming	174	66	31	168	136	11	586	335
Montgomery	1,642	332	96	145	59		2,274	300
York	2,661	403	70	131	32	2	3,299	233
Schuylkill	313	69	49	140	42		613	231
Bucks	1,046	240	73	109	24		1,492	206
Susquehanna	99	54	27	72	33	1	286	132
Snyder	50	27	35	38	35		185	108
Sullivan	92	35	20	53	30		230	103

Source: Analysis using FEMA IA Data effective February 6, 2016.

Homeowners and Renters

According to FEMA Individual Assistance data, 52,611 homeowners experienced some damage to their homes due to the 2011 storms. Of this number, 5,752 owner occupied properties had damage that was considered major or severe. The total homeowner damages are estimated at \$1,323,585,126 with an estimated unmet need of \$178,684,367. A substantial number of rental units were also damaged, with 7,182 renters having verifiable losses, and 1,600 rental units experienced major to severe damage. The total rental damages are estimated at \$231,399,299, with an estimated unmet need of \$55,862,351. A damage count of owned and rented homes by community, county and state can be found in Appendix 2. The statewide summaries of damage counts, damage cost estimates, and estimated unmet need are found in Tables 5, 6 and 7 below.

In total, the estimated unmet housing need is \$234,546,718. To date, the Commonwealth, Luzerne County, and Dauphin County have allocated \$33,820,103 in CDBG-DR funds towards housing recovery, leaving a remaining unmet need of \$200,166,615.

Table 9: Damage Counts for Owned and Rented Homes Damaged in the 2011 Disasters

Damage Category	Owner	Renter	Total
Minor-Low	40,364	4,128	44,492
Minor-High	5,247	895	6,142
Major-Low	1,182	525	1,707
Major-High	3,690	1,167	4,857
Severe	2,062	433	2,495
Unknown	66	34	100
Total	52,611	7,182	59,793

Source: Analysis of FEMA IA Data effective February 6, 2016.

Table 10: Damage Estimates for Owned and Rented Homes Damaged in the 2011 Disasters

Damage Category	Owner	Renter	Total
Minor-Low	\$717,371,313	\$73,365,097	\$790,736,411
Minor-High	\$120,856,737	\$20,614,976	\$141,471,713
Major-Low	\$42,295,010	\$18,785,855	\$61,080,865
Major-High	\$240,845,653	\$76,169,885	\$317,015,538
Severe	\$202,216,412	\$42,463,485	\$244,679,898
Total	\$1,323,585,126	\$231,399,299	\$1,554,984,424

Source: Analysis of FEMA IA Data effective February 6, 2016.

Table 11: Unmet Need for Owned and Rented Homes Damaged in the 2011 Disasters

Damage Category	Owner	Renter	Total
Unmet Need	\$178,684,367	\$55,862,351	\$234,546,718
Minus CDBG-DR allocations			\$34,380,103
Remaining Unmet Need			\$200,166,615

Source: Analysis of FEMA IA Data effective February 6, 2016 and CDBG-DR allocations from the Commonwealth, Luzerne and Dauphin Counties. CDBG-DR allocations include \$22,160,501 from the Commonwealth; \$11,659,602 from Luzerne County; and \$560,000 from Dauphin County.

Repetitive Flood Loss

Much of the 2011 damage impacted riverine communities that experience frequent flooding due to their location within 100-year or 500-year floodplains. The Pennsylvania Emergency Management Agency (PEMA) has identified 1,889 properties that experience Repetitive Flood Loss (RL) or Severe Repetitive Flood Loss (SRL). The Agency is working with communities to mitigate the risks associated with these properties through the Hazard Mitigation Grant Program (HMGP) operated under FEMA. The program enables the Commonwealth to elevate structures, or acquire and demolish structures, preserving the greenspace to mitigate future losses. Not all properties qualify for this program although they are still at risk of repetitive flooding. The Commonwealth intends to use CDBG-DR funds to supplement HMGP. To date, DCED has spent \$1,857,411 of the allocated \$2,000,000 to acquire and demolish 18 RL properties under the Commonwealth's PL 112-55 CDBG-DR allocation. DCED anticipates additional need for CDBG-DR funds to mitigate RL and SRL properties, and has committed an additional \$8,500,000 to address these needs using the 2nd CDBG-DR allocation. These figures are included in the \$34.4 million of CDBG-DR allocations found in Table 7.

Public Housing

In July of 2013, DCED administered a survey to public housing authorities (PHAs) in the affected areas to assess damages and determine unmet needs. Of the 49 surveys sent out, 19 PHAs responded. Of those that responded to the survey, three (3) PHAs identified 56 units in their properties were impacted by storm events, suffering an estimated \$1,366,226 in damage. These include the Lancaster Housing Authority, the Philadelphia Housing Authority, and the Columbia County Housing Authority which had damaged in Lancaster, Philadelphia, and Bloomsburg, respectively. Of the three PHAs reporting damage, survey respondents indicated that all damage has been repaired.

Affordable Rental Housing

DCED initially addressed damages and potential unmet needs for affordable housing using funds from other federal resources, including the Emergency Solutions Grant (ESG) Program, USDA Rural Housing, HUD Project Based Vouchers, and Low-Income Housing Tax Credits (LIHTC).

In late 2011, DCED conducted two application funding rounds for ESG, where applicants had the opportunity to apply for funding to repair properties damaged by the 2011 storms. There were no applicants to this funding round. DCED opened an additional funding round eligible to Continuum of Care providers to fund any repairs needed for transitional and permanent housing damaged in the 2011 storms. There were no applicants for this funding round either. Based on these three funding rounds, and a survey conducted October 10, 2012 at the Summit on Rural Homelessness, DCED estimates there are no remaining unmet needs for shelters or transitional housing.

In 2012, and again in November of 2015, DCED engaged with the Pennsylvania Housing Finance Agency (PHFA) to determine if there are any unmet needs for repairs to rental properties funded through the PHFA. According to surveys, PHFA administered in late 2011, three properties suffered major to severe damage due to Hurricane Irene and Tropical Storm Lee, including two developments in Bloomsburg (one for seniors) and another property in Athens. An estimated total of \$1,510,000 in damages was reported by the management companies at these three properties, with at least three feet of

flooding on the ground floor, and displacement of residents. All developments were insured, and according to the survey responses, all repairs were made by the end of December 2011.

Given the remaining unmet need for affordable rental housing, and the potential loss of affordable rental units through the Buyout Program, DCED intends to provide financing to support PHFA's development of additional affordable units by providing gap financing for LIHTC projects in the upcoming rounds. PHFA intends to give priority to areas that experienced the greatest loss of affordable rental units due to the storm events.

Temporary Housing

As a result of Hurricane Irene and Tropical Storm Lee, 295 households were placed into temporary housing units provided by FEMA. By December 2013, all displaced households were in permanent housing. This was accomplished through FEMA's Direct Housing Mission, working with the Commonwealth of Pennsylvania, local municipalities and various federal agencies. Households were placed within five community sites and 37 commercial parks. As of January 2016, there were no households living in temporary housing units.

Vulnerable Populations

As part of this updated unmet needs assessment, DCED analyzed the demographic and socioeconomic characteristics of areas most impacted by the April 2011 storms, Hurricane Irene, and Tropical Storm Lee. This was accomplished by mapping all damaged homes using the FEMA Individual Assistance data, and analyzing Census Tract information for those damaged areas using American Community Survey 2008 – 2012 information. For the purpose of this analysis, Census Tracts are equivalent to neighborhoods, and communities are synonymous with towns, cities, and Census-designated places.

DCED's intention for this analysis is to identify neighborhoods and communities that were substantially impacted by the storms of 2011 and have significant vulnerable populations. Vulnerable populations may include older adults, persons with cognitive or physical disabilities, persons with limited proficiency in speaking or understanding English, and low or moderate income (LMI) individuals and households. All of these populations are viewed as being more "at risk" of severe financial burden and potential homelessness in the event of a disaster.

DCED analyzed these statistics in Census Tracts where there were at least 10 homes experiencing major or severe damage in the 2011 disasters, and compared those to Census Tracts having a disproportionately higher percentage of vulnerable populations. DCED provides a detailed breakdown of this information by Census Tract and community in Appendix 2, and is using this information to target outreach, planning activities, and prioritization of projects and resources.

According to this analysis, impacted rural communities in Bradford, Sullivan, Northumberland, Lancaster, and Dauphin have a higher concentration of older adults and residents with disabilities than average. In contrast, the impacted urban neighborhoods of Harrisburg, Lebanon and Philadelphia have higher concentrations of poverty.

Businesses

The 2011 storms caused flooding and severe power outages across the central and eastern parts of the state which damaged commercial structures and interrupted business operations. In particular, the flooding along the Susquehanna River had a severe impact on businesses located in riverine communities. Widespread power outages impacting 3.8 million customers caused businesses to shutter for extended periods of time. According to the Pennsylvania Public Utility Commission, the storms of 2011 caused the longest interruption of power in the past nine years, with many customers experiencing outages longer than 72 hours.³

To calculate unmet business needs, DCED focused on business owners who submitted loan applications to the SBA and were denied. These loans typically cover the costs insurance did not cover for real property and real content loss, along with working capital needed to maintain business operations. For many businesses, their insurance was not adequate to cover their aggregated losses. Reasons most often cited for SBA loan rejection were poor credit or perceived inability to repay loans. The unmet business needs is based on these applicants, assuming any business owner who submitted a loan application and was denied likely had unmet needs. (For a detailed description of methodology for business unmet need, see Appendix 1: Unmet Need Methodology.)

According to SBA business loan information, as of January 2015, 780 businesses completed and submitted business loan applications, and 35% were approved (equivalent to 272 businesses). Based on this information, DCED estimates there was up to \$46,321,788 in unmet business needs remaining once insurance payments and SBA loans were processed.

Table 12: Unmet Business Needs

Estimated Business Damage	\$	102,718,911
Minus Insurance Claims Approved	\$	27,949,800
Minus SBA Loans Issued	\$	26,692,300
Business Unmet Needs	\$	48,076,811
Minus CDBG-DR Allocations	\$	1,755,023
Remaining Unmet Business Needs	\$	46,321,788

Source(s): SBA Business Loan data effective January 2015; Insurance Claims by NAICS Code data effective March 20, 2014; and CDBG-DR allocations for the Commonwealth, Luzerne County and Dauphin County.

The unmet business needs figures reported in the chart above rely on SBA loan applications and insurance claims that were likely filed within a year of the storm events. The CDBG-DR allocation is based on Luzerne and Dauphin Counties commitment of funds to economic development activities (both Luzerne and Dauphin received their own CDBG-DR allocation). DCED believes that the status of businesses with unmet needs has changed in the intervening five years between the storm events and today and that the majority of businesses impacted by the disasters have either a) recovered using other resources, or b) have since shuttered.

DCED also analyzed which industry sectors were most impacted by the storms by reviewing insurance claims categorized by NAICS code. This included information on verified real property loss and content loss, the amount approved, and unmet needs. According to this analysis, Real Estate, Manufacturing, and Leisure & Hospitality industries were the most impacted (Table 9). A portion of the unmet business needs includes Real Estate losses for multi-family rental properties which may be duplicated in the unmet housing needs.

Table 13: Five Industries Most Impacted Based on Claims Approved

NAICS Code	Industry	Sum of Total Damage	Sum of Unmet
531	Real Estate	\$22,038,168	\$13,827,592
722	Food Services and Drinking Places	\$6,615,800	\$3,642,598
321	Wood Product Manufacturing	\$2,928,863	\$2,928,863
325	Chemical Manufacturing	\$3,193,018	\$1,710,618
813	Repair and Maintenance	\$4,564,510	\$1,704,705

Source(s): SBA Business Loan data effective January 2015 and Insurance Claims by NAICS Code data effective March 20, 2014.

Further, an examination of U. S. Census County Business Patterns data (Table 10), shows that, within the five most impacted counties, there was a net loss of 360 businesses and a net growth of 12,944 jobs between 2010 and 2013. This suggests that, while many businesses shuttered during this period, the businesses that remained absorbed much of the job loss, and even expanded following national economic recovery patterns post-Recession.

Table 14: Employment, Wages and Businesses in the Five Most Impacted Counties, 2010-2013

County	Total For All Sectors			
	Paid employees for pay period including March 12 (number)	First-quarter payroll (\$1,000)	Annual payroll (\$1,000)	Total establishments
Luzerne County				
2010	122,286	956,507	4,109,900	7,326
2013	129,227	1,151,598	4,696,258	7,175
Net Change	6,941	195,091	586,358	-151
Bradford County				
2010	18,314	142,287	640,760	1,379
2013	19,556	186,276	764,360	1,394
Net Change	1,242	43,989	123,600	15
Dauphin County				
2010	141,587	1,427,809	5,857,626	6,889
2013	142,209	1,717,861	6,450,162	6,728
Net Change	622	290,052	592,536	-161
Columbia County				
2010	21,558	148,138	663,021	1,435
2013	22,851	183,953	792,800	1,373
Net Change	1,293	35,815	129,779	-62
Wyoming County				
2010	8,180	70,062	305,207	647
2013	11,026	158,578	676,092	646
Net Change	2,846	88,516	370,885	-1
All Five Counties				
2010	311,925	2,744,803	11,576,514	17,676
2013	324,869	3,398,266	13,379,672	17,316

Net Change	12,944	653,463	1,803,158	-360
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Source: U.S. Census County Business Patterns, 2010 and 2013

Under the PL 112-55 appropriation, DCED established the Economic Development Business Stimulus and Resiliency Program, a \$2,000,000 loan program to assist businesses with remaining unmet needs. Despite outreach to municipalities and businesses in the impacted area, the program only received 1 application for \$50,000 and the application was later withdrawn by the business owner, and no funds have been expended to date. Anecdotal feedback received from businesses also indicated that the federal requirements for the funds were too complex and time consuming. As a result and based on this unmet needs analysis, DCED has eliminated this program and is focusing its funding on the large amount of remaining unmet Housing and Infrastructure needs.

Infrastructure

The three storm events of 2011 caused widespread damage to public facilities, roads, utilities, and other infrastructure throughout Pennsylvania. To assist in rebuilding, FEMA provided Public Assistance (PA) dollars to eligible public entities, tribal governments, and some qualified Private Non-Profit (PNP) organizations. All three storm events qualified for FEMA Public Assistance, and as of January 3, 2016, FEMA has obligated \$181,520,787 towards recovery in Pennsylvania. Approximately \$147 million was earmarked towards permanent restoration of damaged infrastructure, and the remaining \$28.7 million was obligated towards debris removal and emergency protective measures immediately after the storms.

FEMA requires that state and local governments pay for a portion of most projects (up to 25%). The Commonwealth of Pennsylvania provided all of the match funds required (\$46,900,643) for FEMA PA projects and therefore there is no remaining unmet need associated with projects funded under FEMA PA.

Table 15: FEMA Public Assistance (PA) Obligations

	Total FEMA Public Assistance Grants - Dollars Obligated	Emergency Work (Categories A-B) - Dollars Obligated	Permanent Work (Categories C-G) - Dollars Obligated
Total Amount	\$181,520,786.82	\$28,739,091.85	\$147,080,975.97

Source: FEMA Public Assistance data effective January 3, 2016

However, impacted communities identified projects that did not qualify for FEMA PA but represent unmet infrastructure needs. These projects include hazard mitigation and resilience measures and damages that were addressed using temporary solutions and now require more permanent repairs.

In April 2014, DCED administered a survey to local governments on their remaining infrastructure needs. Based on this survey, local governments identified \$21,398,597 in infrastructure project costs not covered by other sources. Additionally, Luzerne and Dauphin Counties identified \$21,691,483 in infrastructure needs. In total, the Commonwealth has identified \$43,090,080 in unmet infrastructure need which includes projects not covered by FEMA, state funding, local match or insurance.

As of January 2016, DCED, Luzerne County and Dauphin County have collectively allocated \$29,644,983 to repair or replace damaged infrastructure and public facilities, leaving a remaining unmet need of \$13,445,097. As of December 31, 2015, \$6,721,706 has been spent.

Table 16: Infrastructure Unmet Needs

Estimated Infrastructure Damage	\$237,071,699
Minus FEMA Obligations	\$147,080,976
Minus Commonwealth of Pennsylvania Match	\$46,900,643
Unmet Infrastructure Needs	\$43,090,080
Minus CDBG-DR allocations	\$29,644,983
Remaining Unmet Need	\$13,445,097

Source(s): FEMA Public Assistance data effective January 3, 2016; DCED State Match for FEMA Public Assistance Projects effective August 30, 2013; CDBG-DR allocations from the Commonwealth, Luzerne County, and Dauphin County.

METHOD OF DISTRIBUTION

Overview

Based on the revised unmet needs assessment, as well as input received from citizens, stakeholder groups, local government officials and other partners, the Commonwealth of Pennsylvania reviewed its CDBG-DR funding priorities and established the portfolio of recovery programs set forth in the Table on page 4.13 and 14. DCED proposes to dedicate funding to programs currently approved by HUD, and for which demand has exceeded available funding. Integrating additional CDBG-DR funds into these established programs is the most efficient and effective way to get the funding spent in the areas of greatest need.

Housing

Housing Repair, Reconstruction and Elevation Program

Funding Amount:	\$6,050,000
National Objective:	LMI Housing
Eligible Activities:	105(a)(4)
Eligible Applicants:	Units of general local government (UGLG)
Eligible Areas:	36 impacted counties
LMI Estimate:	100%
Estimated Number Served:	65 households

\$— Amend. I (11-6-2017) — Revised budget amounts

Program Overview

Many homeowner units were flooded as a result of the qualifying disaster events. The Housing Repair and Reconstruction Program provides grant assistance to eligible homeowners to rehabilitate or reconstruct their primary residences; and improve resiliency against future disasters by elevating homes and/or other mitigation activities. To date, DCED has obligated \$6,391,250 to Columbia, Bradford, and Lycoming Counties under this program. The updated unmet needs assessment indicates that there is still a significant remaining need for assistance to homeowners in the most impacted counties.

Amend. I (11-6-2017)— This budget line item has been determined to be able to be reduced for the following reasons:

Property Owners—

- Many elderly residents do not want steps added to their property; they would prefer to be bought out.

- ~~Some residents say it has taken too long to get to the point of elevation.~~

~~Unit of Local Government~~

- ~~Impact of Prevailing Wages on contractors and the cost to rehabilitate the units has increased. Small contractors do not want to participate due to the additional paperwork burden. Those that continue to do so, costs have increased...~~
- ~~Cost reasonableness—UGLG are wrestling with the cost to elevate and rehabilitate are far exceeding the FMV of the units after rehab.~~
- ~~Due to the increase in costs for a number of reasons, the number of units that we are able to complete is far fewer~~

~~DCED~~

- ~~Concerned about the cost to rehab and after market values~~
- ~~The time it takes to elevate homes is much longer than a normal rehabilitation~~

Program Administration

Funding is provided to UGLGs who are responsible for administering the program and distributing assistance to households based on need. DCED has standardized the housing rehabilitation process so that all UGLGs that apply for funding follow one process for determining eligibility and use the same property standards for determining assistance. Where applicable, replacement and new construction will meet the 2009 Residential International Code and green building standards by requiring compliance with ENERGY STAR™.

Eligible Beneficiaries

Homeowner households who earn at or below 80% of Area Median Income (AMI) and whose primary residence was damaged by the April 2011 Storm Event, Hurricane Irene and/or Tropical Storm Lee are eligible for assistance. Households participating in the PEMA Buyout Program may not receive assistance under this program.

Eligibility Criteria

In order to receive assistance under this program, homeowners must meet all of the following criteria:

1. ~~Home must have served as the owner's primary residence at the time of the storm event.~~
2. ~~Owner household must have earned at or below 80% of Area Median Income at the time assistance is provided.~~
3. ~~Household must have registered with FEMA for disaster assistance or have other documentation of storm related damage such as proof of claim against homeowner's insurance, proof of loss from flood insurance, dated photos of flood waters in the home, or inspections undertaken by local building officials evidencing storm related damage.~~
4. ~~Improvements must primarily focus on making homes habitable and meeting the applicable building code. Elevation and flood proofing is an eligible use of the funds. Improvements beyond those required to meet building codes may include modest amenities and aesthetic features that are in keeping with housing of similar type in the community and does not include any~~

~~homeowner selected upgrades or improvements such as air jet tubs, saunas, outdoor spas, and granite countertops.~~

Eligible Activities

~~Based on an assessment of the needs of eligible beneficiaries, one or more of the following assistance type of assistance may be provided:~~

- ~~• Funding to rehabilitate or reconstruction the primary residence; and/or~~
- ~~• Elevation or other forms of flood proofing to make the primary residence more resistant to future flooding~~

Buyout Program

Funding Amount:	\$9,450,000
National Objective:	LMI Area Benefit; Urgent Need
Eligible Activities:	105(a)(1); 105(a)(2); 105(a)(4); 105(a)(11); FR-5696-N-01
Eligible Applicants:	Units of general local government (UGLG)
Eligible Areas:	36 impacted counties
LMI Estimate:	50%
Estimated Number Served:	120 90 households

Program Overview

Many homes and commercial structures damaged in the qualifying 2011 storm events are located in flood-prone areas. Household and businesses located in these areas experience frequent flooding, causing extensive financial losses over time due to property damages, and also putting residents and business owners at a great risk of physical harm. One of the State’s primary goals for recovery is to acquire property from willing homeowners ~~and businesses~~ located in flood-prone and hazardous areas, demolish the structures, and preserve the land as open space available for recreation, passive uses and conservation.

The Buyout Program provides CDBG-DR funding to UGLGs to voluntarily acquire property owners and permanently convert the land to open space, accessible to the public for passive recreation and/or conservation purposes. The funding is being used to ~~either (1) purchase flood prone properties and severe repetitive loss and repetitive loss properties or (2) purchase properties located in Harrisburg, Dauphin County that were damaged due to a sinkhole that occurred as a result of Tropical Storm Lee.~~

Program Administration

The program is being overseen by PEMA on behalf of DCED. PEMA is responsible for working with and entering into agreements with UGLGs who will administer the program purchasing properties from qualifying property owners, demolishing the structures, clearing the land, and maintaining the land as open space in perpetuity.

Eligible Beneficiaries

~~Homeowners of residential units that are either a (1) repetitive flood loss property or (2) located in Harrisburg, Dauphin County and damaged due to a sinkhole that occurred as a result of Tropical Storm Lee.~~

To be eligible, properties must be a primary residence or one to four unit rental property and meet one of the following criteria:

- (1) Be a repetitive flood loss property or located within 50 feet of a FEMA identified special flood hazard area; or
- (2) Be located in the City of Harrisburg, Dauphin County and damaged due to a sinkhole that occurred as a result of Tropical Storm Lee.

Homeowners must not have already participated in and received assistance from the PEMA Unified Hazard Mitigation Grant Program.

Eligible Applicants

To be eligible for assistance UGLGs must be located within the federally declared disaster areas; ~~(2) be in a designated PEMA buyout target area; and (3) have documented proof of an impact that occurred as a result of the Presidential declared disaster in the proposed buyout area, as determined by condemnation, flood levels and/or status as beyond reasonable repair for each property.~~

~~Homeowners who receive a buyout, have a household income at or below 80% AMI, and do not have sufficient proceeds from the buyout to purchase replacement housing may apply for funding to purchase another comparable property under the Down Payment Assistance Program which is funded under PL 112-55-CDBG-DR program.~~

New National Objective: Low/Moderate Housing Incentive (LMHI)

In the Federal Register Notice of August 7, 2017 (FR-6039-N-01) HUD established two additional national objectives for buyout programs than grantees may use when buying out low-moderate income owners. These are Low/Mod Buyouts (LMB) and Low/Mod Housing Incentives (LMHI). For a buyout award or housing incentive to meet the LMB or LMHI national objectives, the grantee must demonstrate that CDBG-DR funds were provided for an eligible buyout activity that benefits LMI households by supporting their move from high risk areas.

This section outlines further details about how the Commonwealth may utilize the LMHI National Objective. The grantee must provide documentation that proves the applicant's new property is located in a low risk area outside of the floodplain. Documentation may include the applicant's rental lease or the address of the new home they are purchasing. LMHI properties also count towards the state's overall LMI benefit and eliminates the need for down payment assistance for LMI buyout sellers.

Only LMI homeowner households participating in a voluntary buyout program are eligible for the LMHI housing incentive. Properties are considered eligible for LMHI when the purpose of the incentive tied to a voluntary buyout or acquisition was to move the LMI household outside the affected floodplain to a lower-risk area; or for providing improved structures that will be occupied by an LMI household.

LMHI can also be awarded to landlords that commit to leasing units built or acquired after the buyout to LMI households. To receive incentive payments, landlords must provide affordable housing units equal to the amount that participated in the buyout program and each unit must remain affordable for a period of 5 continuous years. Properties in the 5 year affordable housing period require monitoring by the state.

When a property's pre-storm value is insufficient to enable the household to acquire housing outside the floodplain to a lower-risk area, the grantee should use a housing incentive payment permissible under the new LMHI National Objective. Incentive payments and maximum housing incentives should be based on

the statutory mortgage limits. When the purchase price of a property exceeds the current Fair Market Value, CDBG-DR funds in excess of the Fair Market Value may impact duplication of benefits calculations.

Multifamily Rental Housing Program

Funding Amount:	\$7,500,000 \$5,000,000
National Objective:	LMI
Eligible Activity:	105(a)(4); FR-5696-N-01
Eligible Applicants:	Pennsylvania Housing Finance Agency (PHFA), units of general local government, and nonprofit developers
Eligible Areas:	36 impacted counties
LMI Estimate:	100%
Estimated Number Served:	33 households

Program Overview

The program will provide multiple funding mechanisms to facilitate the creation of quality, affordable housing units to help Pennsylvania recover from the loss of affordable multi-family housing. CDBG-DR funds will be provided as zero- and low-interest loans to qualified developers to leverage 9% and 4% low income housing tax credits, tax-exempt bonds and stand-alone financing to support development.

Development may include new construction, conversion of vacant commercial/industrial buildings, or substantial rehabilitation of uninhabitable dwellings. In addition, a portion of the fund will be used to assist in the development of new permanent supportive housing units for people with special needs as well as public housing and other federally-supported housing. Funding will be allocated to the individual program components within the fund as needed in order to maximize the effectiveness of the fund and ensure that those with the greatest needs are assisted as rapidly as possible.

- The first component of the fund will leverage zero- and low-interest CDBG-DR loans (or forgivable loans) with 9% low income housing tax credits in order to leverage funding
- Resources.
- The second component will combine zero- and low-interest CDBG-DR loans (potentially forgivable) with the State’s allocation of tax-exempt bonds and 4% low income housing tax credits to create or rehab affordable housing units. The program will incentivize developers to produce mixed income buildings providing opportunities for the full spectrum of Pennsylvania’s citizens including extremely low-income households usually overlooked in traditional tax credit projects; households with incomes between 60% and 80% of AMI (not eligible for tax credit assistance) and market rate tenants.
- The third component will be a program that utilizes stand-alone CDBG-DR funds to provide zero- and low-interest loans (potentially forgivable) to create new multi-family projects that will be safer, stronger, and more resilient.

Program Administration

DCED will designate subrecipients to administer this program which may include the Pennsylvania Housing Finance Agency, units of general local government, and/or nonprofit developers.

Eligible Applicants

Private for-profit and nonprofit housing developers and public housing authorities capable of developing and managing large multi-family developments can apply for this funding.

Eligibility Criteria

The projects must help replenish the supply of affordable rental units lost in the most impacted counties, or other areas deemed a priority by the State.

Infrastructure

Infrastructure Program

Funding Amount:	\$5,386,700 \$13,936,700
National Objective:	LMI Area Benefit; Urgent Need
Eligible Activities:	105(a)(1); 105(a)(2);105(a)(4)
Eligible Applicants:	Units of general local government
Eligible Areas:	Luzerne, Columbia, Schuylkill Counties
LMI Estimate:	0%
Estimated Number Served:	3 projects

The Infrastructure Program provides CDBG-DR funding to address unmet infrastructure needs which arose due to the qualifying 2011 disaster event(s). At DCED’s request, units of local government will apply for CDBG-DR funds for bridge repairs/replacements, storm water/culvert improvements, sanitary sewer improvements, road reconstruction, public facilities, and other improvements to provide mitigation measures and resilience measures for future disasters. Projects that address damage and create enhancements to commercial corridors or Main Street areas, and that have the ability to encourage and support business retention and development are also encouraged.

Program Administration

The program will be administered by DCED which will provide grants to units of local government and other eligible entities for programs meeting the threshold criteria.

Eligible Beneficiaries

Units of general local government and governmental authorities and agencies will be eligible beneficiaries of these funds.

Eligibility Criteria

To be funded, projects will need to meet the following criteria:

- Project will address need arising from the 2011 disasters
- Sufficient other local, state, or federal funds are not available
- Use of additional local taxes or user fees in place of the requested assistance would place undue burden on residents, especially low- and moderate-income households
- Project must be able to be completed within the two-year timeframe.

Projects benefiting low and moderate-income communities or neighborhoods will receive priority.

Planning and Administration

Planning

Funding Amount:	\$100,000
National Objective:	Not applicable
Eligible Activity:	105(a)(12)

DCED is allocating planning funds for substantial and non-substantial updates to this Action Plan.

Administration

Funding Amount:	\$1,499,300
National Objective:	Not applicable
Eligible Activity:	105(a) (13)

DCED as the state-designated grantee will oversee all activities and expenditures of the CDBG-DR funds. Existing Commonwealth employees will be used and additional personnel and contractors have been hired to aid in the administration of, and to carry out, recovery programs. Not only will these personnel remain involved in ensuring that there are layers of financial control, they also will undertake administrative and monitoring activities to better assure compliance with applicable requirements, including, but not limited to, meeting the disaster threshold, eligibility, national objective compliance, fair housing, nondiscrimination, labor standards, environmental regulations, and procurement requirements found in the uniform administrative requirements at 24 CFR Part 200.

Pennsylvania has implemented oversight and monitoring processes to ensure proficient financial controls and procurement processes; adequate procedures to prevent any duplication of benefits as defined by Section 312 of the Stafford Act; processes to ensure timely expenditure of funds; processes to detect and prevent waste, fraud, and abuse of funds; and processes ensuring all projects are compliant with the Uniform Act (relocation), Davis-Bacon and other labor standards, fair housing, Section 3, uniform administrative requirements at 24 CFR Part 200, and other applicable federal laws.

DCED will maintain a high level of transparency and accountability by using a combination of risk analysis of programs and activities, desk reviews, site visits, and checklists modeled after HUD’s Disaster Recovery Monitoring Checklists and existing monitoring checklists used in monitoring regular program activities. DCED will determine appropriate monitoring of grants, taking into account prior CDBG-DR grant administration performance, audit findings, as well as factors such as the complexity of the project.

Some of the CDBG-DR funding will also be utilized to provide technical assistance to staff and subrecipients receiving CDBG-DR funds so that recovery programs will be implemented efficiently, effectively and in compliance with the federal, state and local regulations.

DEFINITION OF “NOT SUITABLE FOR REHABILITATION”

HUD requires that the State define what constitutes a unit “not suitable for rehabilitation” that may be demolished or converted in connection with a CDBG-DR assisted activity without a replacement requirement, consistent with the waiver and allowances in FR-5696-N-01. For these purposes, “not suitable for rehabilitation” is defined as follows:

- Substandard dwellings that cannot be brought into compliance with the Pennsylvania recovery program housing rehabilitation standards and/or applicable state and local code requirements shall be deemed not suitable for rehabilitation and shall not be rehabilitated. The determination may be established if the cost of rehabilitation exceeds 75% of the market value of the property or the property is deemed a blighted structure consistent with state or local ordinance, the property would be a candidate for demolition and/or reconstruction.

OR

- A blighted structure unfit for use, habitation, or dangerous to persons or other property. In addition, a structure is blighted when it exhibits objectively determinable signs of deterioration sufficient to constitute a threat to human health, safety, and public welfare. This includes structures showing evidence of physical decay or neglect, excessive use, or lack of maintenance.

OR

- Residential properties that have experienced repetitive losses under FEMA’s National Flood Insurance Program (NFIP) or be located within 50 feet of a FEMA identified special flood hazard area.

GREEN BUILDING

The State will require replacement and new construction to meet green building standards by requiring compliance with ENERGY STAR™. Pennsylvania will further encourage green building practices throughout all other proposed programs.

PROJECTED EXPENDITURES AND ANTICIPATED OUTCOMES

As outlined in the Introduction and Method of Distribution – Overview, DCED plans to expend funding under each program as outlined below and based on these projected expenditures, the table also outlines the anticipated outcomes for each program. These estimates and anticipated outcomes are preliminary and may change. Some of the factors that may impact expenditure projections and outcomes include completing federally-required environmental and historical reviews, contractor availability, weather, and availability of other funding sources.

Table 18: PL 113-2 Funding and Anticipated Outcomes

Program Category	Total Funding	Anticipated Outcomes
Housing Repair, Reconstruction and Elevation Program	\$6,050,000	65 households
Buyout Program	\$9,450,000	90 120 households
Multifamily Rental Program	\$7,500,000 \$5,000,000	33 30 households
Infrastructure Program	\$5,386,700 \$13,936,700	3 projects
Planning	\$100,000	1 entity assisted
Administration	\$1,499,300	N/A
Total	\$29,986,000	

OUTREACH AND CITIZEN PARTICIPATION

Citizen Participation Plan Requirements

DCED certifies that it is following a detailed citizen participation plan that satisfies the requirements of 24 CFR 91.105 or 91.115, as applicable (except as provided for in notices providing waivers and alternative requirements for this grant). Each unit of 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 notices providing waivers and alternative requirements for this grant) pursuant to FR-5696-N-01. During the term of the grant, the grantee will provide citizens, affected local governments, and other interested parties with reasonable and timely access to information and records relating to the Action Plan and to the grantee's use of grant funds.

Public Notices, Outreach and Comment Period

~~This Substantial Amendment was made available for public comment for a period of 30 days from June 26, 2016 to July 26, 2016. The link to the Substantial Amendment is posted on the grantee's official website at www.newPA.com. Please scroll to the bottom of the page and click on *Disaster Relief Assistance Programs* to get to the link for the amendment.~~ DCED will continue to conduct extensive public outreach to inform affected individuals, organizations and municipalities of substantial amendments to the Action Plan; and to solicit their input in developing these amendments. The Notice of Availability of the Draft Substantial Amendment for Citizen Comment and Public Hearing was published in the Pennsylvania Bulletin, on December 9, 2017. It was also placed on DCED's website on December 8, 2017 so that citizens, affected local governments, and other interested parties are provided a 30-day opportunity to examine the amendment's contents and make comments. DCED will notify affected citizens through their elected officials, contacts with neighborhood organizations, and public libraries with an electronic mail the week of December 11, 2017. This includes the following individuals and organizations:

- Chief Elected Officials in 36 disaster-declared counties
- CDBG administrators in federal entitlement counties and municipalities within 36 disaster-declared counties
- CDBG administrators in non-entitlement counties and municipalities statewide
- State associations of Counties, Cities & Municipalities, Boroughs, and Townships
- Local Development Districts & Economic Development Districts in 36 disaster-declared counties
- Members of PA Housing Advisory Committee and Regional Housing Advisory Committees
- Members of Community Development and Housing Practitioners Advisory Committee
- Representatives of Federal Emergency Management Agency and Pennsylvania Emergency Management Agency
- Pennsylvania Association of Housing and Redevelopment Agencies
- Pennsylvania Housing Alliance
- Public Libraries (Statewide)
- Six (6) DCED Regional Offices
- Members of a Stakeholders Group for Fair Housing Issues (Statewide)

DCED ensures that all citizens have equal access to information about the programs, including persons with disabilities and Limited English proficiency. The substantial amendment has been translated into Spanish and both versions of this document will be posted on DCED's website along with the previous Action Plan and Amendments. The Amendments posted on the DCED website are compatible with telecommunication devices to persons with visual impairments.

A public hearing was held on July 25, 2016 to receive comments on the Action Plan Substantial Amendment. DCED has reviewed public comments provided during the comment period and at the public hearing, summarize them and provide responses. A summary of these are outlined below with the complete documentation attached and made part of this document as Appendix 5. Written comments or complaints on the program may still be submitted by mail to DCED, ATTN: MJ Smith, 400 North St. 4th Floor, Keystone Building, Harrisburg, PA 17020 or via email to: PA:dcEDCDBGhomequestions@pa.gov.

Public Review and Comment

The substantial amendment to the PL-113-2 Action Plan and supporting documentation will be available for a 30-day public comment period and can be viewed on DCED's website:

<https://dcED.pa.gov/programs/community-development-block-grant-disaster-recovery-cdbg-dr/>

<http://dcED.pa.gov> Copies of the Amendments may be found in Library section on the DCED home page or by clicking on the Disaster Recovery Assistance Program. The final version of the Substantial Amendment 3 will be submitted to HUD no later than January 16, 2018.

Public Hearing

The public hearing for the Substantial Amendment will be conducted electronically, via the web on Thursday, January 4, 2018. This more widely available computer/conference call access will replace the on-site public hearing. The format will be more accessible than an in-person meeting because those who wish to make comment or discuss policy may participate directly from their electronic device or from a computer located at their public library.

Any individual or organization may give testimony or comments via the web/telephone about the proposed changes to the Action Plans for the CDBG-DR funding. The Commonwealth encourages public participation in this process.

Anyone who wants to participate must register in advance. Contact Megan L. Snyder at 717-720-7404 to receive registration instructions for the web hearing at least 24 hours prior to the hearing date. During the hearing, if support is required, please call 717-787-5327. The hearing will be shortened if there is no one to testify or there is minimal response.

Persons with a disability or Limited English Proficiency who wish to participate in the public hearing should contact Megan L. Snyder, DCED, Commonwealth Keystone Building, 400 North Street – 4th Floor, Harrisburg, PA 17120-0225 or at (717) 720-7404 or TDD at (717) 346-0308 to discuss how the Department of Community and Economic Development can accommodate his/her needs.

Written Comments

Persons who would like to provide written comment on the Substantial Amendment 3 to the CDBG-DR Action Plan may send those comments electronically to RA-DCEDcdbghomequestions@pa.gov or mail to the attention of Megan L. Snyder, Department of Community and Economic Development, Center for Compliance, Monitoring and Training, 400 North Street, 4th Floor, Harrisburg, PA 17120. Comments must be received before 4:00 p.m. on January 10, 2018. Please indicate which year of funding (PL-113-2) your comments are addressing.

Mode of Outreach	Summary of response/ attendance	Attendance or Number of comments received	Summary of Comments	URL (if applicable)
PA Bulletin	No response. This mode was used to advertise the public hearing, and the availability of the draft for citizen comment.	None	N/A	See Appendix 5 for copy of the Notice
Internet Outreach	The draft Substantial Amendment #1 was placed on the DCED website	No comments were received via this mode of citizen participation.	N/A	http://dced.pa.gov -Scroll to the Library Section of the Home page-
Public Hearing	Held via on-site, WebX and conference call July 25, 2016	23 Attended in person Six (6) persons attended via phone/computer	<u>Statements and/or Questions</u> On-site a. Mayor Pappenfuse of the City of Harrisburg supported the efforts of remediating the sinkhole problem on S 14 th Street of the City. b. Wayne Martin, City Engineer, read a prepared statement on the history of the problem on S 14 th St. of Harrisburg and agreed that the buyout program may be the only feasible and economical solution to the problem. c. Cornelius Johnson, city council, expressed his support and thanks to the state for including the Harrisburg project as a priority of the DR funding. d. Fred Reddig, DCED & Harrisburg's Act 47 Coordinator, expressed his support of the Harrisburg program and stated it was critical for the city's recovery under Act 47.	Complete Copies of statements, questions and answers are included as Appendix 5 of this document.

<p>Public Hearing Hearing (continued)</p>	<p>Held via on-site, WebX and conference call July 25, 2016</p>		<p>e. Numerous Harrisburg residents spoke about the length of time it has taken and how many promises have not been met in helping them with the issue. They were hoping that now something will be done. These included Maria Vargas Graver, Annette Coleman, Antonio Eubanks, and Darian Graver Many Harrisburg residents had questions about the process of the buyout. Answers were given out during the hearing. A FAQ sheet can be found in the Appendix 5 that answers many of these questions. f. Roy Crist, Director of Building and Housing for the city asked who will take care of the Section 104(d) requirements? Answer DCED will engage a third party contractor to take of the relocation issues for the project. g. Chris Crittenden, resident, asked how will people be notified of meetings and important information, as the people on his block received such short notice for this hearing. Answer: Through their local government bodies. DCED will work with them to make sure everyone involved in the program is made aware of all information and progress. Via the phone: g. Dan Lyons, Lebanon County, what is available for new buyouts? Answer: All the buyout \$\$ has been allocated to the four (4) programs</p>	<p>A CD copy of the recording of the hearing may be requested via DCED's mailbox RA-DCEDcd@homequestions@pa.gov</p>
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Mode of Outreach	Summary of response/ attendance	Attendance or Number of comments received	Summary of Comments	URL (if applicable)
Electronic mailings	All notices of public meetings, public hearings, citizen comment period, and availability of the draft plan on the website are sent out electronically to all of the Con Plan citizen participation contact lists.	Three persons/group responded with written comments/questions Comments and responses are included in Appendix 5.	Two Harrisburg residents wrote to request answers to buyout questions. Ben Lauder Milch, Dept. of Human Services asked questions on the use of the planning funds from both the 2012 & 2013 grants and if money can be set aside for future housing issues.	-DCED mailbox: RA-DCEDcdbghomequestions@pa.gov Responses are attached in Appendix 5.
Amendment I (11-6-2017)				
PA Bulletin	November 4, 2017		Will be added as received	
Electronic mailing	November 3, 2017		Will be added as received.	DCED mailbox: RA-DCEDcdbghomequestions@pa.gov

APPENDICES

Appendix 1: Unmet Need Methodology

The calculations and assumptions for the unmet needs analysis are based on the methodology used by HUD, outlined in FR-5696-N-03 and modified as reflected in this summary. The estimates use data provided by the Small Business Administration (SBA); Federal Emergency Management Agency (FEMA); the National Flood Insurance Program (NFIP); and the Pennsylvania Department of Community and Economic Development (DCED).

The specific assumptions and calculations are as follows:

Housing

To calculate how many units were damaged, DCED relied on FEMA Individual Assistance (IA) records dated February 6, 2016. In this dataset, FEMA provides damage estimates for all FEMA IA applicants using information collected by FEMA inspectors shortly after the disaster event. This includes damage to the housing unit itself (Real Property Loss or RPL) and damage to contents of the home (Personal Property Loss or PPL). DCED categorizes the damage for each IA applicant that received FEMA funds using the categories outlined below. For example, if FEMA estimated the Real Property Loss for a home at \$4,000, then that home has a damage category of 2, or Minor-Low. Similarly, if FEMA estimated the PPL for a renter to be \$4,000, then that home has a damage category of 4, or Major-High. In total, 95,052 applications were assigned values ranging from 0 (no damage) to 5 (severe damage).

Damage Categories for Owner-Occupied Units Based on FEMA Damage Estimates

Real Property Loss Minimum	Real Property Loss Maximum	Damage Category	Damage Category Classification
\$ -	\$ -	0	None
\$ 1	\$ 2,999	1	Minor - Low
\$ 3,000	\$ 7,999	2	Minor - High
\$ 8,000	\$ 14,999	3	Major - Low
\$ 15,000	\$ 28,800	4	Major - High
\$ 28,801	∞	5	Severe

Damage Categories for Renter-Occupied Units Based on FEMA Damage Estimates

Personal Property Loss Minimum	Personal Property Loss Maximum	Damage Category	Damage Category Classification
\$ -	\$ -	0	None
\$ 1	\$ 999	1	Minor - Low
\$ 1,000	\$ 1,999	2	Minor - High
\$ 2,000	\$ 3,499	3	Major - Low
\$ 3,500	\$ 7,499	4	Major - High
\$ 7,500	∞	5	Severe

DCED adjusts the damage category upwards for homes that flooded more than four feet. Homes that experienced flooding between four and six feet are categorized as having Major-High damage, while homes that experienced flooding in excess of six feet are categorized as having Severe damage, regardless of the FEMA damage estimate.

DCED calculates the damage estimates using SBA loans made to homeowners to cover the cost of damage to their homes. Because the SBA inspects properties and documents the full cost of repair, as opposed to FEMA’s initial estimates, the SBA figures are a more reliable figure for estimating actual damage costs. It should be noted that SBA does not inspect all properties; only a small subset reflecting who actually applied for and received an SBA home loan. Therefore, DCED used the average SBA loan amount by damage category, for those 2,161 FEMA IA registrants that received an SBA loan and a FEMA grant, and assumed the average damage estimate for all homeowners who did not receive an SBA loan. The averages are provided below.

Inflation Rate for Damaged Homes without an SBA loan

Damage Category	FEMA IA Applicants with an SBA loan	Average SBA Loan Amount
Minor-Low	1,093	\$17,773
Minor-High	418	\$23,033
Major-Low	155	\$35,783
Major-High	285	\$65,270
Severe	210	\$98,068

To calculate unmet need, DCED estimates the amount of resources provided by other sources, including FEMA grants, SBA home repair loans, and insurance proceeds. The first two sources – FEMA grants and SBA home repair loans – are provided in the FEMA Individual Assistance dataset. To estimate the amount insurance covers homeowners, DCED assumes a 50% gap for major-high damage and a 70% gap for severe damage. The FEMA grants, SBA home repair loans, and estimated insurance coverage allocated within each Census Tract are subtracted from the damage estimate within each Census Tract, and then aggregated to Place and County level jurisdictions. For renters, the analysis follows HUD methodology, and assumes unmet need is for rental units with major-high to severe damage, and where the renter earns less than \$30,000 per year. For these units, the analysis assumes there is a 75% gap between damage costs and what is covered by insurance.

Businesses

To calculate unmet needs for businesses, DCED relied on SBA Physical Disaster Business loan information dated March 20, 2014. The intention of this program is to fund the repair or replacement of damage not covered by insurance. The calculation follows the general methodology outlined by HUD in Federal Register 5696 N 03, using the estimated sum of real property and real content loss of small businesses that did not receive an SBA disaster loan. SBA did not calculate content and property loss for loans that were denied based on the applicants’ poor credit or inability to repay the loan. The methodology assumes businesses that completed the paperwork for a business loan but were denied have unmet needs. The total estimated damage to small businesses is equal to the average small business award by county, multiplied by SBA business loan applicants that were denied a loan within each county, plus the value of all SBA business loans. For example, in Lycoming County, 35 businesses applied for an SBA loan, and 11 were approved. The average loan amount for those 11 approved applicants is \$138,945. The total damage equals $(1 + (24 / 35)) \times (11 \times \$138,945)$. The unmet need equals this value $(11 \times \$138,945)$. The analysis applied the calculation to each county and summed all counties to calculate state unmet business needs.

Infrastructure

DCED determined infrastructure damage using the FEMA Public Assistance (PA) dataset dated January 3, 2016 and the results of a survey DCED administered between April 6 and April 16, 2014 to assess unmet infrastructure needs for projects or costs that do not qualify for FEMA PA assistance. This survey garnered 163 responses; 37 responses from counties and 119 from boroughs, townships and cities. The estimated infrastructure damage equals the funds FEMA obligated for the PA Program for permanent work (Categories C through G) + FEMA PA match requirements paid for by the Commonwealth + additional cost estimates for projects not covered by the FEMA PA program as described by counties, boroughs and townships + the CDBG-DR amount allocated to infrastructure projects by Luzerne and Dauphin Counties. The unmet need equals the costs of projects described in the survey results that are not covered by the FEMA PA program. The estimated damages used as the baseline to calculate remaining unmet need do not include damages covered by insurance.

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Appendix 2: Impacted Communities

Note: Tables represent housing units in Pennsylvania that experienced major to severe damage from the 2011 nationally declared disasters (April 2011 storms, Hurricane Irene, and Tropical Storm Lee).

County	Census-Designated Place	Owner - Major and Severe Damage	Renter - Major and Severe Damage	All Major and Severe Damage
Adams	Gettysburg		1	1
	NA	3	1	4
Adams Total		3	2	5

County	Census-Designated Place	Owner - Major and Severe Damage	Renter - Major and Severe Damage	All Major and Severe Damage
Berks	Fristown	1		1
	NA	8	5	13
	Reading	1		1
	Robesonia	1	1	2
	Shoemakersville		1	1
Berks Total		11	7	18

County	Census-Designated Place	Owner - Major and Severe Damage	Renter - Major and Severe Damage	All Major and Severe Damage
Bradford	Athens	157	74	231
	Canton	2		2
	Greens Landing	2	1	3
	Le Raysville	2		2
	Monroe	4	3	7
	NA	232	37	269
	New Albany	2		2
	Rome	7	1	8
	Sayre	37	4	41
	Towanda	5		5
	Troy		1	1
	Wyalusing	1		1
Bradford Total		121	572	451

County	Census-Designated Place	Owner - Major and Severe Damage	Renter - Major and Severe Damage	All Major and Severe Damage
Bucks	Bristol		1	1
	Churchville	1		1
	Cornwells Heights		2	2
	Croydon	1		1
	Hulmeville	1		1
	Langhorne Manor	1		1
	Levittown	13	4	17
	NA	85	19	104

County	Census-Designated Place	Owner - Major and Severe Damage	Renter - Major and Severe Damage	All Major and Severe Damage
	New Hope	2	1	3
	Penndel	1		1
	Quakertown	2	1	3
	Trevoise	1	1	2
	Warminster Heights	1		1
	Woodbourne	1		1
	Yardley	4	8	12
Bucks Total		114	37	151

County	Census-Designated Place	Owner - Major and Severe Damage	Renter - Major and Severe Damage	All Major and Severe Damage
Chester	Avondale		4	4
	Exton	3		3
	NA	17		17
	Paoli		1	1
	Parkesburg	1		1
Chester Total		21	5	26

County	Census-Designated Place	Owner - Major and Severe Damage	Renter - Major and Severe Damage	All Major and Severe Damage
Columbia	Almedia	20	2	22
	Benton	6	1	7
	Berwick	6	1	7
	Bloomsburg	211	148	359
	Briar Creek	10	1	11
	Catawissa	11	8	19
	Espy	108	33	141
	Fernville	46	14	60
	Iola	1	1	2
	Jamison City	2		2
	Jonestown	6		6
	Lightstreet	1	1	2
	Lime Ridge	4	3	7
	Mifflinville	1	1	2
	NA	81	29	110
	Orangeville	1		1
	Rohrsburg	1		1
	Rupert	5		5
	Slabtown	1		1
	Stillwater	2		2

Columbia Total		524	243	767
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County	Census-Designated Place	Owner - Major and Severe Damage	Renter - Major and Severe Damage	All Major and Severe Damage
Cumberland	Camp Hill	3		3
	Lemoyne		1	1
	NA	4	1	5
	New Cumberland	12	12	24
	West Fairview	2		2
	Wormleysburg	2		2
Cumberland Total		23	14	37

County	Census-Designated Place	Owner - Major and Severe Damage	Renter - Major and Severe Damage	All Major and Severe Damage
Dauphin	Colonial Park	3	1	4
	Harrisburg	67	8	75
	Hershey	19	6	25
	Highspire	8	8	16
	Hummelstown	23	8	31
	Lawnton	5	5	10
	Lenkerville	3		3
	Linglestown	2	1	3
	Lykens	2		2
	Middletown	159	19	178
	Millersburg	2		2
	NA	289	61	350
	Palmdale	15	1	16
	Paxtonia	3		3
	Royalton	25	3	28
	Rutherford	2	3	5
	Skyline View	6		6
Steelton	3	1	4	
Union Deposit	19	9	28	
Dauphin Total		655	134	789

County	Census-Designated Place	Owner - Major and Severe Damage	Renter - Major and Severe Damage	All Major and Severe Damage
Delaware	Chester	5	9	14
	Clifton Heights	1		1

	Collingdale	1	1	2
	Colwyn	6	1	7
	Darby	3	1	4
	Drexel Hill	3		3
	East Lansdowne	1		1
	Folcroft		2	2
	Folsom	2		2
	Lansdowne	1		1
	Media	1		1
	NA	5	10	15
	Sharon Hill	1		1
	Upland		2	2
	Yeadon	2		2
Delaware Total		32	26	58

County	Census-Designated Place	Owner - Major and Severe Damage	Renter - Major and Severe Damage	All Major and Severe Damage
Huntingdon	NA	5		5
	Saltillo	1		1
Huntingdon Total		6		6

County	Census-Designated Place	Owner - Major and Severe Damage	Renter - Major and Severe Damage	All Major and Severe Damage
Lackawanna	Moosic		1	1
	Taylor		1	1
Lackawanna Total			2	2

County	Census-Designated Place	Owner - Major and Severe Damage	Renter - Major and Severe Damage	All Major and Severe Damage
Lancaster	Akron	3		3
	Bainbridge	1		1
	Brickerville	1		1
	Brownstown	1		1
	Clay	1		1
	Denver	2		2

	Elizabethtown	2	3	5
	Ephrata	24	8	32
	Falmouth	1		1
	Lancaster		22	22
	Landisville		1	1
	Leola	6	2	8
	Manheim	45	17	62
	Marietta	27	1	28
	Maytown	1		1
	Mount Joy	4	1	5
	Mountville	1		1
	NA	81	36	117
	Salunga	1		1
	Willow Street	2		2
Lancaster Total		204	91	295

County	Census-Designated Place	Owner - Major and Severe Damage	Renter - Major and Severe Damage	All Major and Severe Damage
Lehigh	Ancient Oaks	2		2
	Emmaus		1	1
	Fullerton	1		1
	NA	2		2
Lehigh Total		5	1	6

County	Census-Designated Place	Owner - Major and Severe Damage	Renter - Major and Severe Damage	All Major and Severe Damage
Lebanon	Annville	45	14	59
	Avon	14	1	15
	Cleona	5		5
	Cornwall	3	1	4
	Fort Indiantown Gap		4	4
	Hebron	2		2
	Jonestown	4	3	7
	Lebanon	23	13	36
	Lebanon South	7		7
	Myerstown	7	2	9
	NA	166	27	193
	Palmyra	2	1	3
	Pleasant Hill	1		1
	Sand Hill	5	2	7

County	Census-Designated Place	Owner - Major and Severe Damage	Renter - Major and Severe Damage	All Major and Severe Damage
Lebanon Total		284	68	352

County	Census-Designated Place	Owner - Major and Severe Damage	Renter - Major and Severe Damage	All Major and Severe Damage
Lycoming	Garden View	18	7	25
	Hughesville	22	2	24
	Montgomery	1		1
	Montoursville	15	14	29
	Muncy	16	2	18
	NA	231	41	272
	Picture Rocks	3		3
	Williamsport		1	1
Lycoming Total		306	67	373

County	Census-Designated Place	Owner - Major and Severe Damage	Renter - Major and Severe Damage	All Major and Severe Damage
Luzerne	Duryea	76	27	103
	Exeter	13	1	14
	Harveys Lake	3	1	4
	Hilldale	2		2
	Hughestown	1	1	2
	Larksville	3	1	4
	Mocanaqua	51	18	69
	Mountain Top	2		2
	NA	169	47	216
	Nanticoke	3		3
	Nescopeck	7	2	9
	Nuangola	1		1
	Pittston	7	1	8
	Plains	17	7	24
	Plymouth	8		8
	Pringle		1	1
	Sheatown	1	1	2
	Shickshinny	50	22	72
	Silkworth	1		1
	Upper Exeter	6		6
	West Nanticoke	47	22	69
	West Pittston	350	87	437
	Wilkes-Barre	17	1	18

	Wyoming	2		2
Luzerne Total		837	240	1,077

County	Census-Designated Place	Owner - Major and Severe Damage	Renter - Major and Severe Damage	All Major and Severe Damage
Monroe	Mountainhome	1		1
	NA	9	1	10
Monroe Total		10	1	11

County	Census-Designated Place	Owner - Major and Severe Damage	Renter - Major and Severe Damage	All Major and Severe Damage
Montgomery	Ambler	16		16
	Ardmore		1	1
	Collegeville	4	1	5
	Evansburg	1		1
	Flourtown	1		1
	Fort Washington		1	1
	Glenside	5		5
	Hatboro	27	6	33
	Horsham	6	1	7
	NA	106	13	119
	Norristown	2	5	7
	Oreland	3		3
	Penn Wynne	1		1
	Plymouth Meeting	1		1
	Pottsgrove		1	1
	Pottstown		1	1
	Trappe	3	2	5
	Willow Grove	1		1
	Wyncote	2		2
Montgomery Total		179	32	211

County	Census-Designated Place	Owner - Major and Severe Damage	Renter - Major and Severe Damage	All Major and Severe Damage
Montour	Danville	8		8
	NA	13	2	15
Montour Total		21	2	23

County	Census-Designated Place	Owner - Major and Severe Damage	Renter - Major and Severe Damage	All Major and Severe Damage
Northampton	Bethlehem	2	1	3
	Easton	1		1
	Glendon	2		2
	NA	8	1	9
Northampton Total		13	2	15

County	Census-Designated Place	Owner - Major and Severe Damage	Renter - Major and Severe Damage	All Major and Severe Damage
Northumberland	Dewart	3		3
	Herndon	5		5
	Kapp Heights	1		1
	Milton	4	1	5
	Mount Carmel	2		2
	NA	76	6	82
	Northumberland	2		2
	Ranshaw	2		2
	Riverside	1		1
	Shamokin	16	1	17
	Sunbury	2		2
	Tharptown (Uniontown)	5	1	6
	Trevorton	5		5
Northumberland Total		124	9	133

County	Census-Designated Place	Owner - Major and Severe Damage	Renter - Major and Severe Damage	All Major and Severe Damage
Perry	Duncannon	8	3	11
	Marysville	7	1	8
	NA	11	1	12
	New Buffalo	1		1
Perry Total		27	5	32

County	Census-Designated Place	Owner - Major and Severe Damage	Renter - Major and Severe Damage	All Major and Severe Damage
Philadelphia	Philadelphia	117	176	293

Philadelphia Total		117	176	293
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County	Census-Designated Place	Owner - Major and Severe Damage	Renter - Major and Severe Damage	All Major and Severe Damage
Schuylkill	Klingerstown	20		20
	Minersville	1		1
	NA	27	1	28
	Pine Grove	64	13	77
	Ravine	2		2
	Shenandoah	1		1
	Tremont	2	1	3
	Valley View	1		1
Schuylkill Total		118	15	133

County	Census-Designated Place	Owner - Major and Severe Damage	Renter - Major and Severe Damage	All Major and Severe Damage
Snyder	Freeburg	1		1
	Hummels Wharf	4		4
	NA	8	5	13
	Port Trevorton	1		1
	Selinsgrove	37	11	48
	Shamokin Dam	5		5
Snyder Total		56	16	72

County	Census-Designated Place	Owner - Major and Severe Damage	Renter - Major and Severe Damage	All Major and Severe Damage
Sullivan	Dushore	2		2
	Forks ville	2		2
	NA	50	8	58
Sullivan Total		54	8	62

County	Census-Designated Place	Owner - Major and Severe Damage	Renter - Major and Severe Damage	All Major and Severe Damage
Susquehanna	Great Bend	1	1	2
	Lanesboro	5		5
	Little Meadows	6	1	7
	NA	43	27	70
	New Milford	3		3

	Susquehanna Depot	5		5
Susquehanna Total		63	29	92

County	Census-Designated Place	Owner - Major and Severe Damage	Renter - Major and Severe Damage	All Major and Severe Damage
Union	Lewisburg	2	3	5
	Linntown	3		3
	NA	8	2	10
	New Columbia	1		1
	West Milton	1		1
	Winfield	4		4
Union Total		19	5	24

County	Census-Designated Place	Owner - Major and Severe Damage	Renter - Major and Severe Damage	All Major and Severe Damage
Wyoming	Laceyville	4	5	9
	Meshoppen	4	2	6
	NA	170	29	199
	Noxen	19	1	20
	Tunkhannock	5	13	18
Wyoming Total		202	50	252

County	Census-Designated Place	Owner - Major and Severe Damage	Renter - Major and Severe Damage	All Major and Severe Damage
York	Dover	2		2
	Glen Rock		2	2
	Goldsboro	1		1
	Hallam	2	10	12
	Manchester	1		1
	Mount Wolf		1	1
	NA	71	8	79
	New Freedom	2		2
	New Market	4	2	6
	Pennville	1		1
	Shiloh	3		3
	Stonybrook	1		1
	Valley Green	4	1	5
	Weigelstown	8	10	18
	West York	2		2

County	Census-Designated Place	Owner - Major and Severe Damage	Renter - Major and Severe Damage	All Major and Severe Damage
	York	4	2	6
York Total		106	36	142

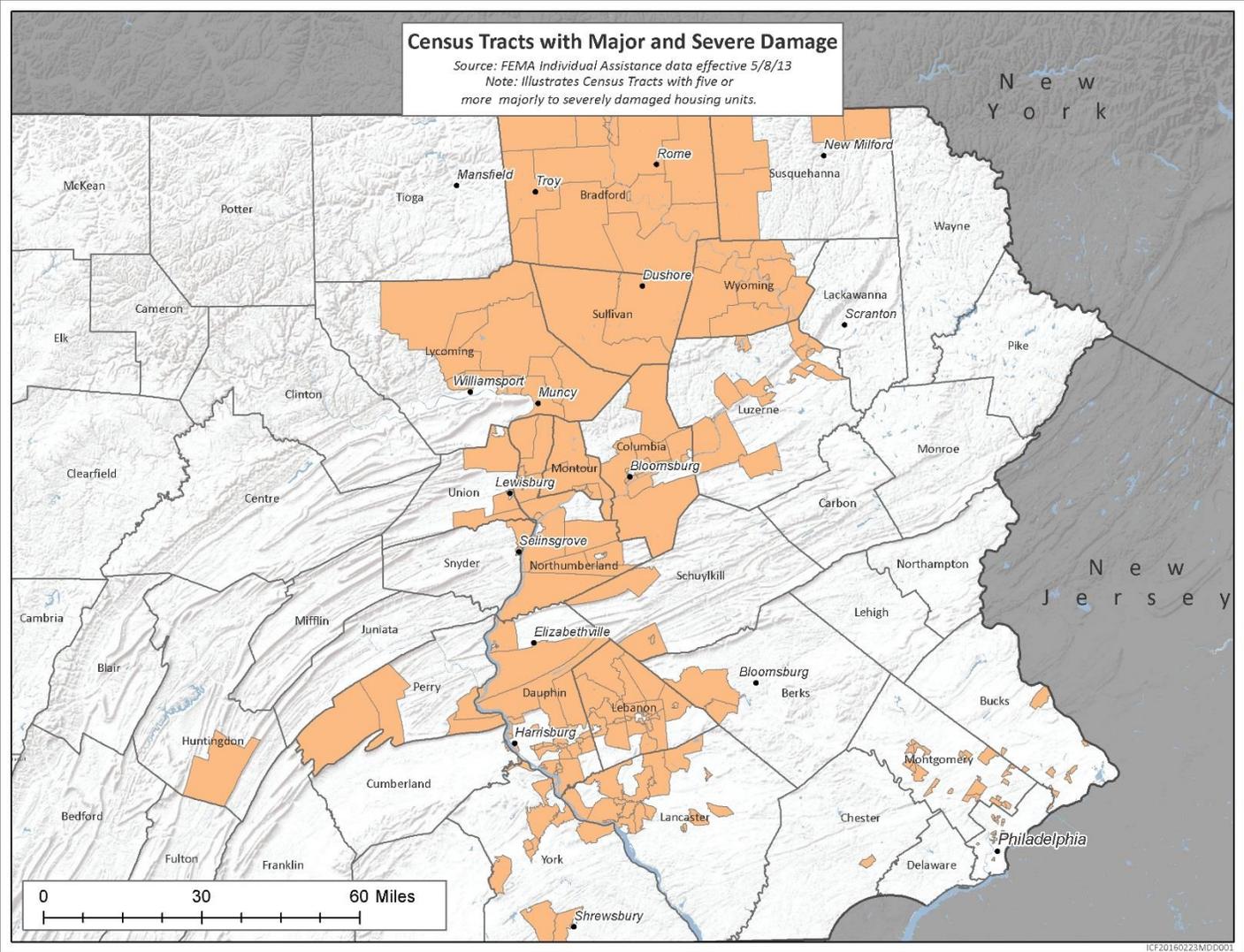
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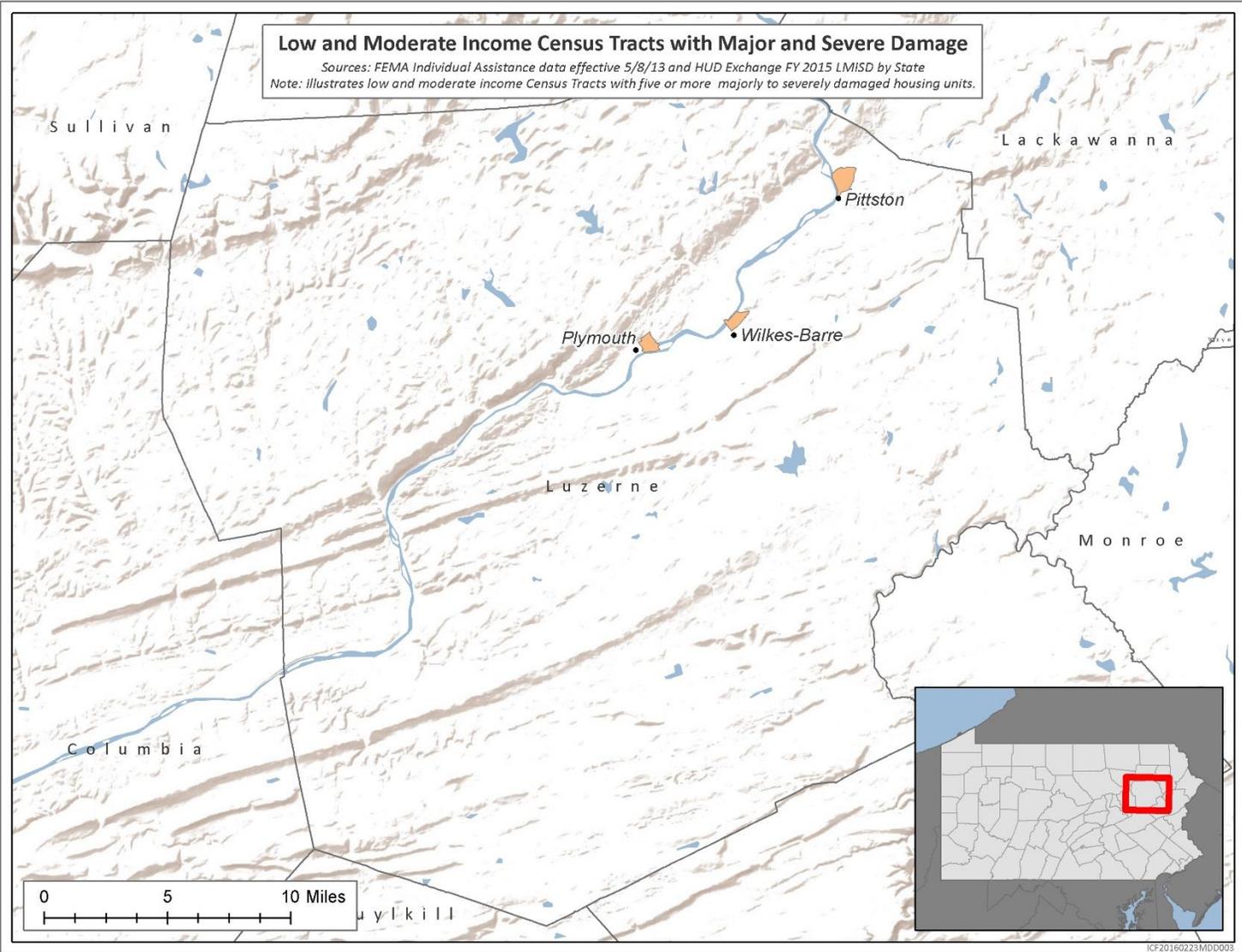
Appendix 3: Vulnerable Populations

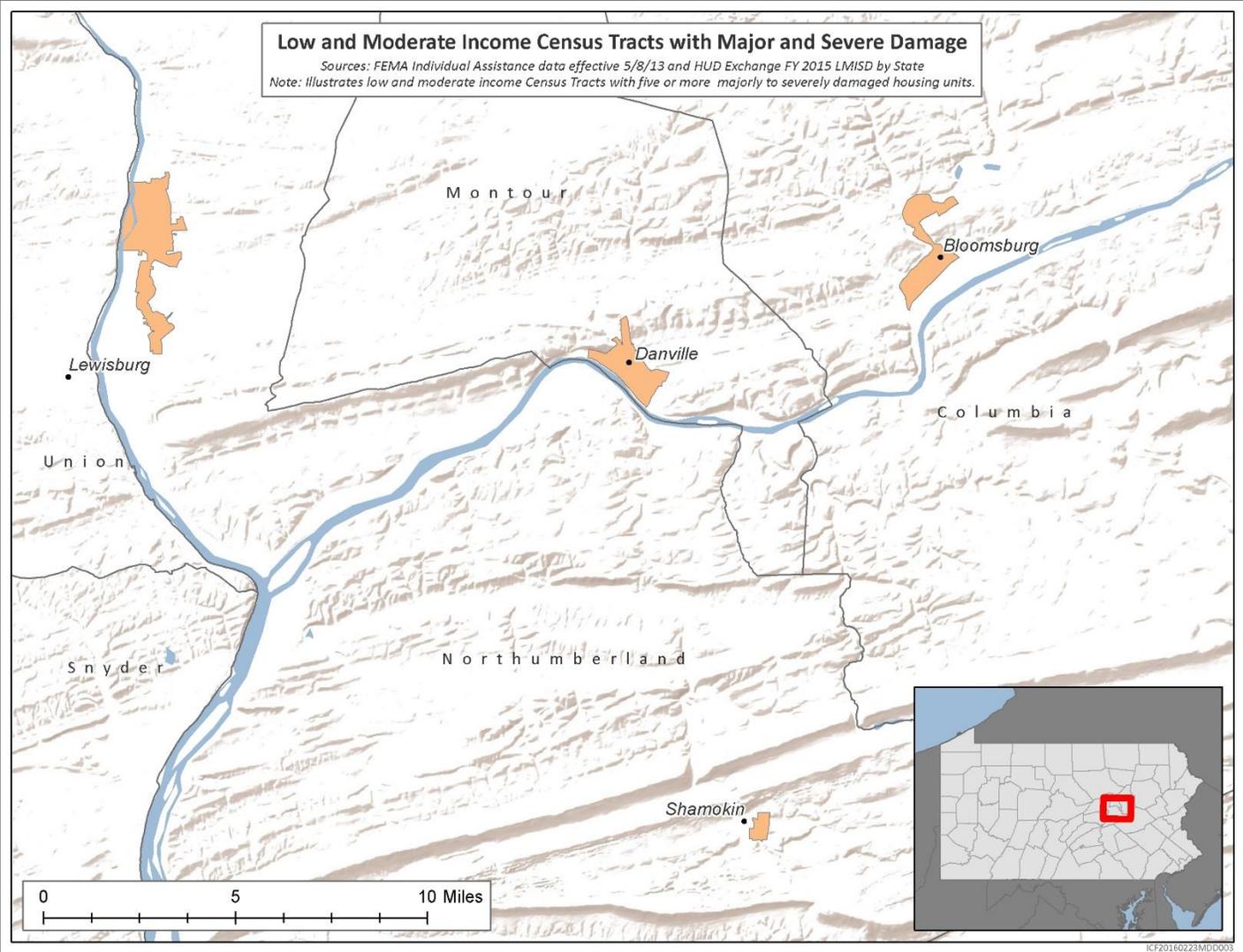
Census Tract Name	Owner-occupied homes with Major and Severe Damage	Rentals with Major and Severe Damage	All Homes, Major and Severe Damage	% Low and Moderate Income	% Persons in Poverty	% Persons with a Disability	% Persons 65+ Years Old
Census Tract 2110, Luzerne County	397	132	691	31.5%	4.9%	18.4%	25.3%
Census Tract 9504, Bradford County	173	140	376	46.2%	18.7%	14.6%	17.8%
Census Tract 508, Columbia County	155	40	259	36.3%	14.0%	13.0%	18.6%
Census Tract 512, Columbia County	102	95	257	67.0%	40.7%	7.9%	9.0%
Census Tract 510, Columbia County	148	76	253	38.4%	22.4%	9.3%	13.8%
Census Tract 239, Dauphin County	136	9	209	38.0%	10.7%	12.0%	19.1%
Census Tract 236.02, Dauphin County	101	19	198	26.1%	4.5%	9.0%	16.6%
Census Tract 105, Lycoming County	116	19	198	25.0%	6.5%	11.2%	14.9%
Census Tract 2105, Luzerne County	107	37	172	34.1%	12.2%	15.6%	17.7%
Census Tract 503, Columbia County	99	35	160	25.1%	10.2%	10.6%	14.9%
Census Tract 2117.01, Luzerne County	57	21	146	29.6%	6.7%	18.6%	26.2%
Census Tract 2139, Luzerne County	60	41	126	28.2%	10.4%	19.2%	19.9%
Census Tract 4001, Wyoming County	30	10	124	46.7%	17.0%	15.7%	12.5%
Census Tract 2162, Luzerne County	82	32	120	42.9%	10.7%	15.5%	17.3%
Census Tract 38, Schuylkill County	112	31	119	27.5%	7.4%	11.3%	17.9%
Census Tract 4006, Wyoming County	63	23	114	32.9%	10.9%	17.2%	20.1%
Census Tract 228, Dauphin County	58	24	110	28.9%	7.8%	9.5%	11.1%
Census Tract 2160, Luzerne County	59	42	107	45.4%	12.7%	25.2%	24.2%
Census Tract 245.03, Dauphin County	52	18	103	18.8%	5.3%	13.2%	12.2%
Census Tract 2119, Luzerne County	42	16	98	27.5%	7.7%	18.4%	22.4%

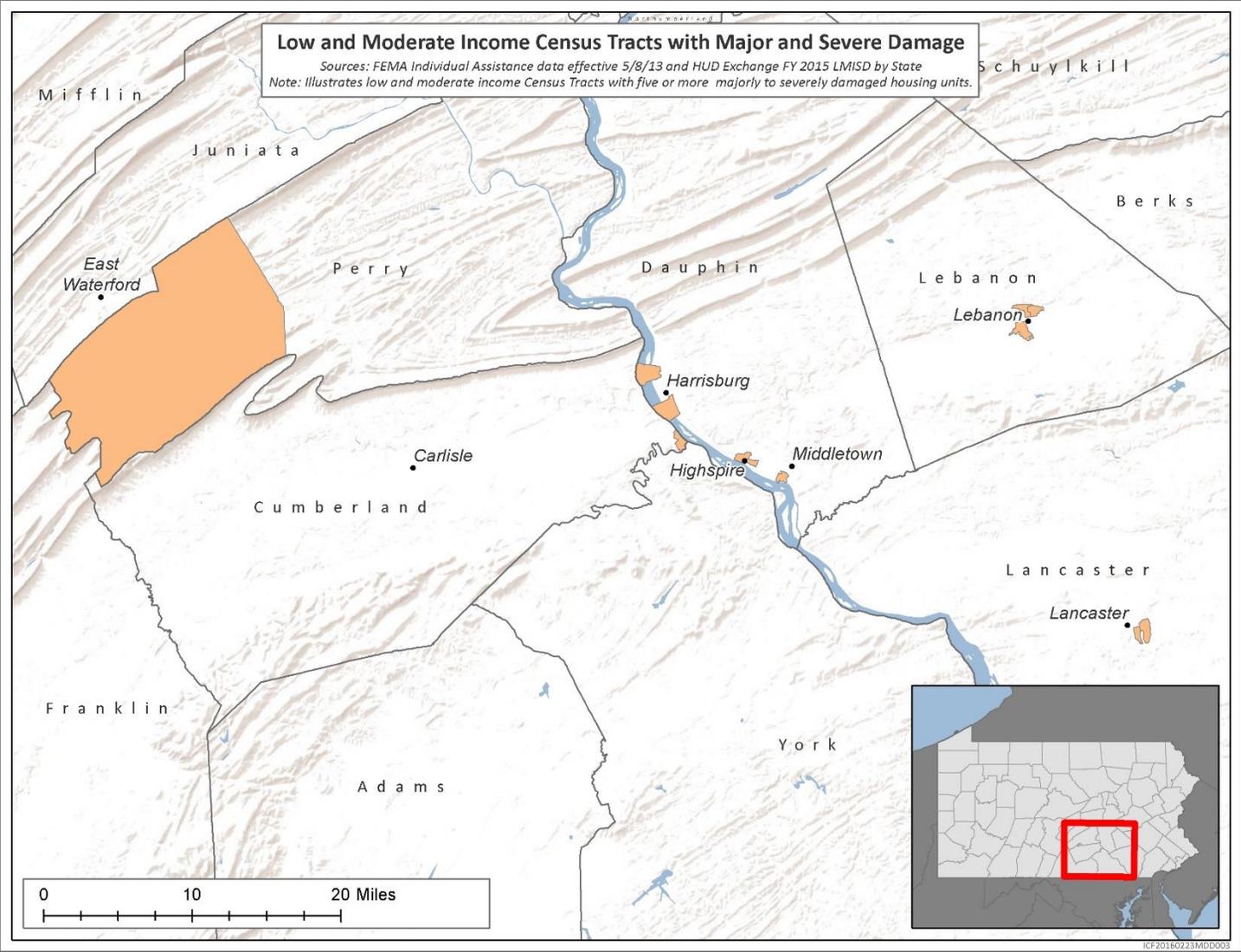
Census Tract Name	Owner-occupied homes with Major and Severe Damage	Rentals with Major and Severe Damage	All Homes, Major and Severe Damage	% Low and Moderate Income	% Persons in Poverty	% Persons with a Disability	% Persons 65+ Years Old
Census Tract 25, Lebanon County	87	17	97	25.6%	11.2%	7.1%	12.7%
Census Tract 4005, Wyoming County	54	3	97	31.1%	12.4%	15.0%	20.3%
Census Tract 104, Lancaster County	92	31	90	37.5%	9.6%	8.6%	15.2%
Census Tract 9512, Bradford County	59	6	89	38.0%	16.4%	12.9%	18.3%
Census Tract 9602, Sullivan County	71	12	87	44.6%	9.1%	20.7%	27.8%
Census Tract 104, Lycoming County	70	15	84	29.6%	6.5%	11.6%	15.8%
Census Tract 2111.02, Luzerne County	51	15	81	21.7%	2.1%	11.9%	12.7%
Census Tract 108, Lycoming County	93	9	78	38.8%	8.2%	13.6%	19.2%
Census Tract 9503, Bradford County	54	7	75	41.5%	11.1%	14.8%	15.9%
Census Tract 240.01, Dauphin County	69	5	74	40.6%	10.4%	15.1%	14.3%
Census Tract 4002, Wyoming County	42	21	70	36.9%	13.4%	18.1%	13.8%
Census Tract 9505, Bradford County	44	15	64	39.0%	12.5%	12.5%	18.9%
Census Tract 9511, Bradford County	56	13	62	34.3%	9.2%	12.7%	19.1%
Census Tract 9509, Bradford County	51	8	62	37.1%	11.1%	18.4%	20.3%
Census Tract 22, Lebanon County	30	4	59	33.9%	9.5%	8.9%	10.3%
Census Tract 9502, Bradford County	39	6	59	38.4%	11.3%	13.2%	16.2%
Census Tract 201, Dauphin County	82	9	59	63.7%	27.0%	19.8%	14.1%
Census Tract 707.01, Snyder County	51	13	58	44.5%	16.4%	12.6%	21.1%
Census Tract 24, Lebanon County	24	5	56	35.1%	2.8%	6.7%	20.0%
Census Tract 501, Columbia County	112	12	53	40.0%	9.9%	12.2%	21.2%

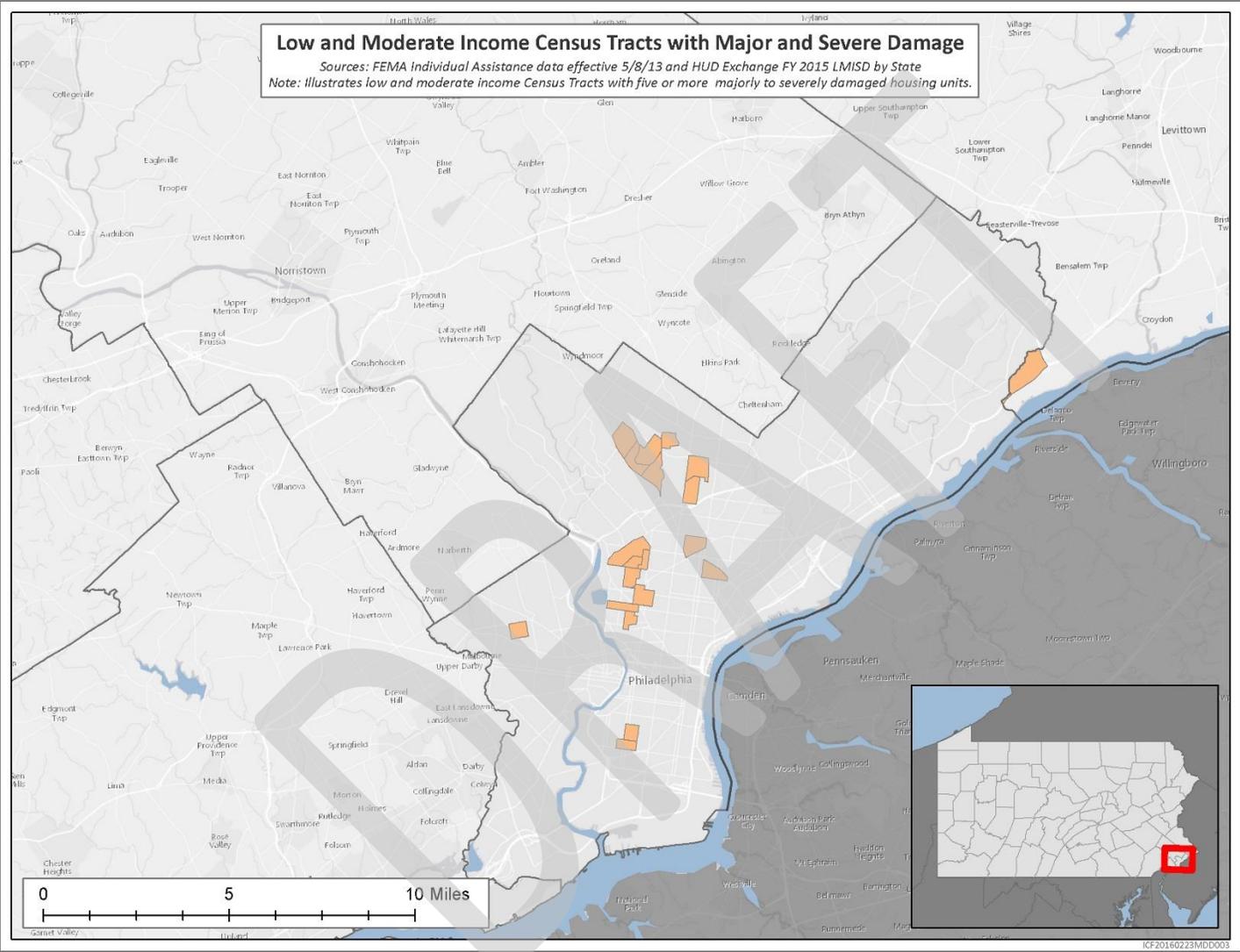
Appendix 3: Map Series

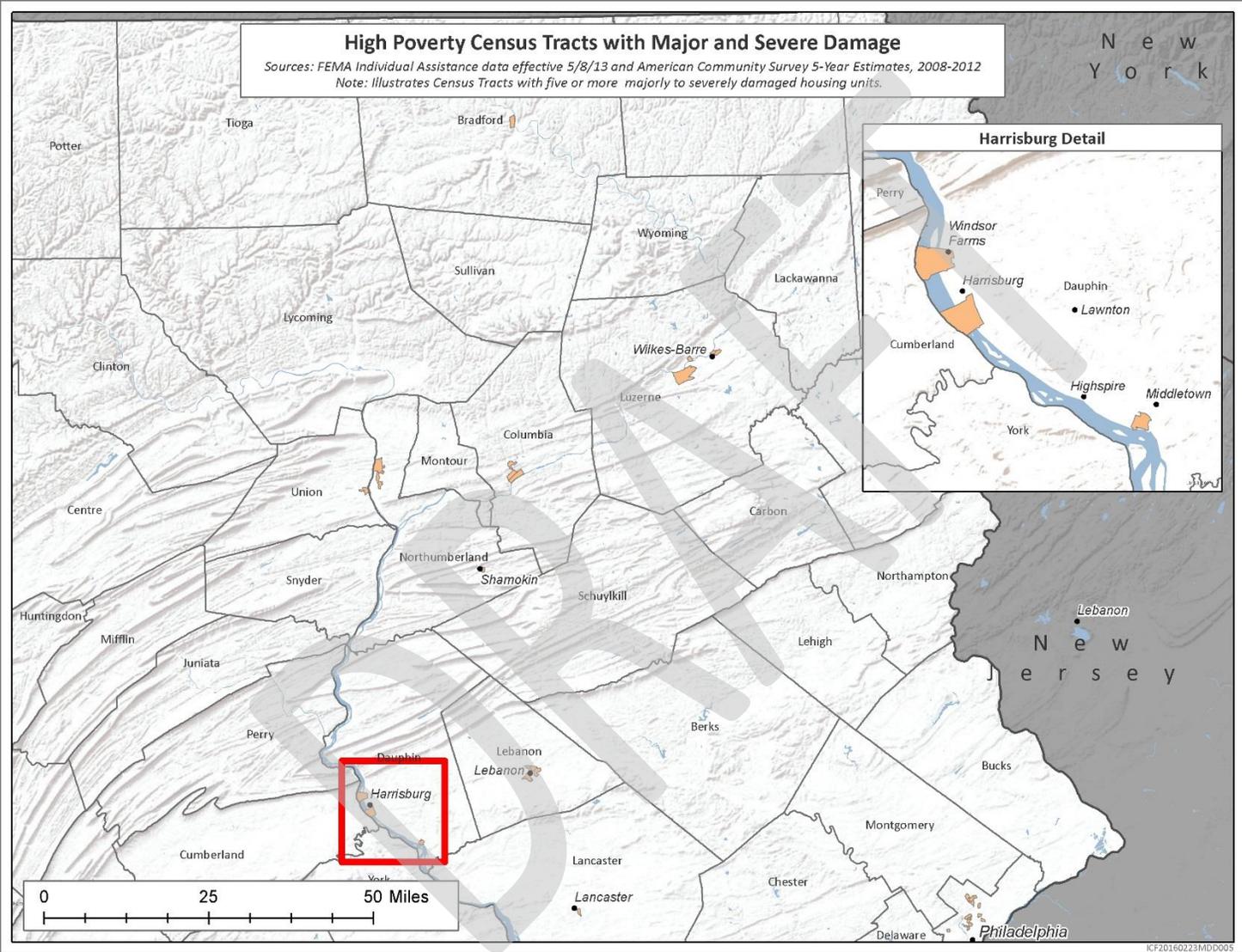


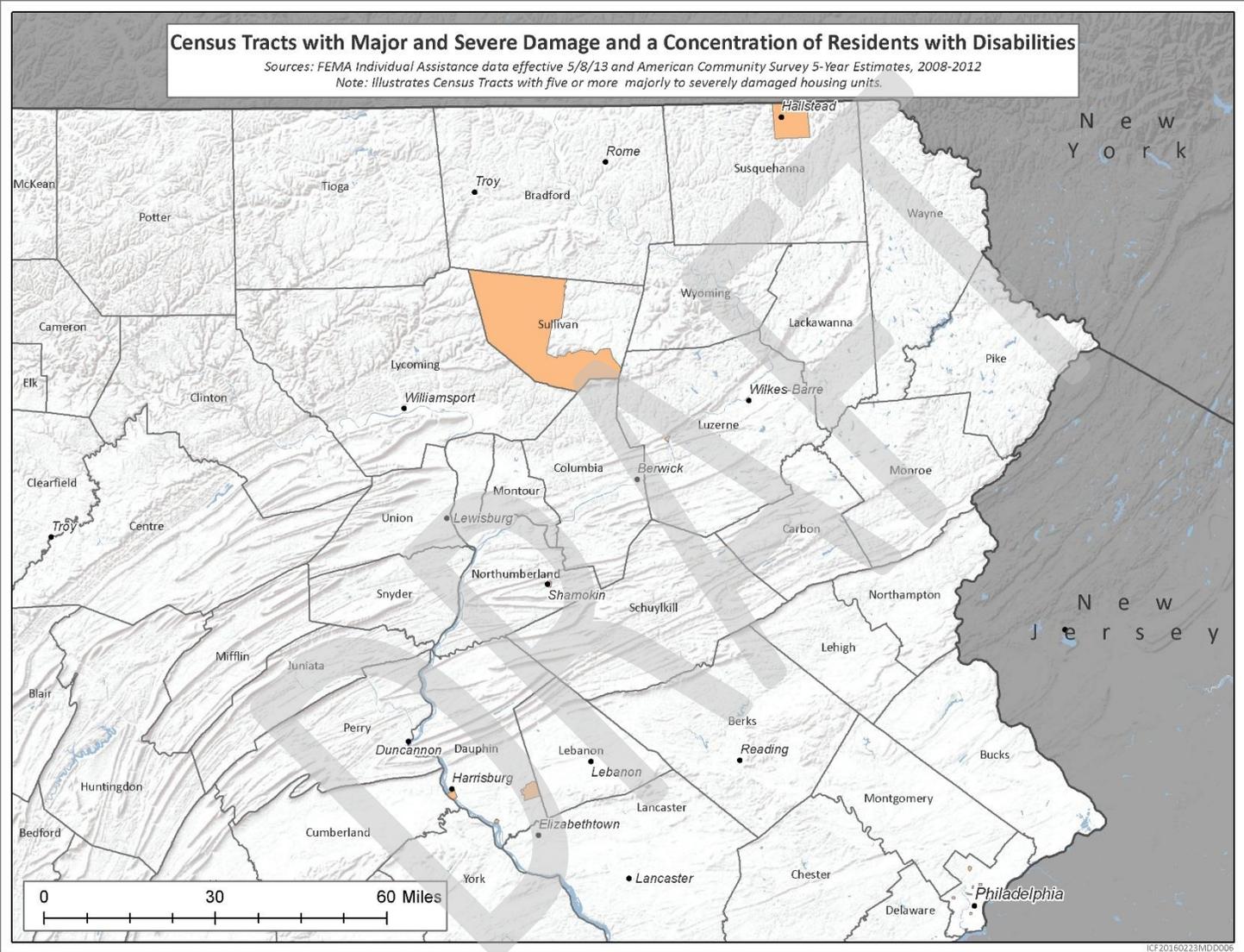


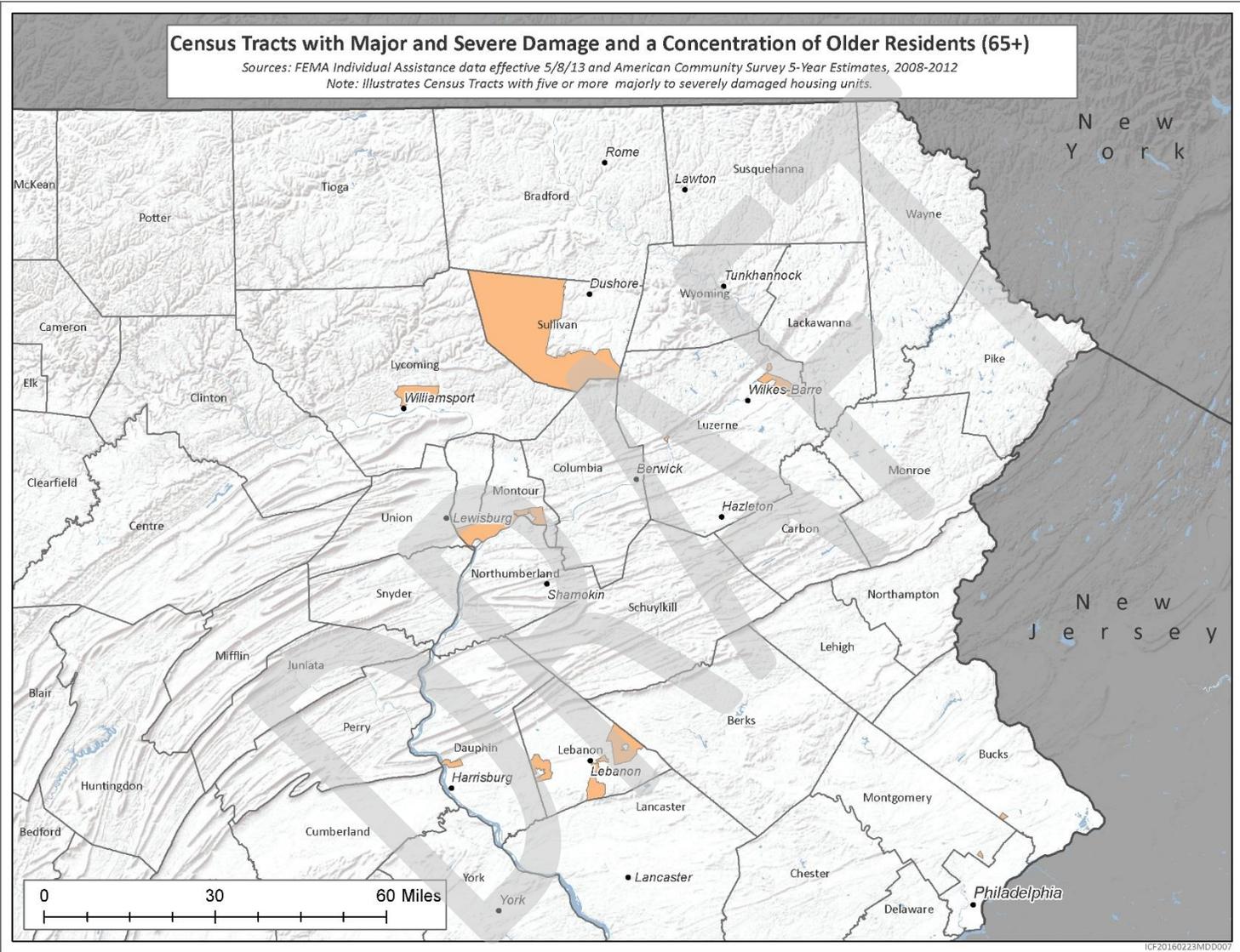












Appendix 4: Image References

Image 1: Simmers, Sean (Photographer). (2011, September 9). *Flooding in the Shipoke neighborhood bordering the Susquehanna [digital image]*. Retrieved January 14, 2016 from <http://www.weather.gov/ctp/TSLeeFlooding>.

Image 2: Photo courtesy of WNEP (2012, May 12). *Home in Bloomsburg damaged from Tropical Storm Lee. [digital image]*. Retrieved January 14, 2016 from <http://bloomutoday.com/help-for-flood-victims-in-bloomsburg-p1807-1.htm>.

Image 3: May, Jimmy (Photographer). (2011, September 29). *The ramps from Route 42 going on and off Route 11 in Bloomsburg, PA [digital image]*. Retrieved January 14, 2016 from http://www.cleveland.com/nation/index.ssf/2011/09/flood_waters_in_new_york_penns.html.

Image 4: Rourke, Matt (Photographer). (2011, September 9). *Floodwaters of the Susquehanna River submerge a fence in West Pittston, PA. [digital image]*. Retrieved January 14, 2016 from <http://en.occa.mard.gov.vn/crawl-content/floods-swamp-east-coast-standardnet/2011/9/10/61958.news>.

Image 5: Photo courtesy of PA State Police. (2011, September 9). *The washed-out PA 973 bridge over Loyalsock Creek near Loyalsockville*. Retrieved January 14, 2016 from <http://www.weather.gov/ctp/TSLeeFlooding>.

Image 6: Simmers, Sean (Photographer). (2011, September 9). *The waters receded in Hershey Park after the remains of Tropical Storm Lee caused flooding in the area. [digital image]*. Retrieved January 14, 2016 from http://blog.pennlive.com/patriotnewssports/2011/09/flooding_strikes_penn_hotel_sp.html.

Image 7: Baker, Christine (Photographer courtesy of AP). (2011, September 8). *Mobile homes on Lake Drive in Lower Swatara Twp., Pa., are flooded on Sept. 8. [digital image]*. Retrieved January 14, 2016 from <http://www.csmonitor.com/Photo-Galleries/In-Pictures/Tropical-storm-Lee-flooding>.

Appendix 5: Citizen Participation Documents, Comments, Questions and Responses

From June 25, 2016 to July 26, 2016, The Commonwealth of Pennsylvania through the department of Community and Economic Development (DCED) conducted a period of citizen participation for the Substantial Amendment (1) for the PL 113-2 Action Plan. In this section the reader will find:

PA Bulletin Notice of Availability of the Draft and Public Hearing

- CD & H Alert — June 27, 2016 Availability of the Draft for Comment and public Hearing
- Public Hearing Sign In sheet — July 25, 2016
- Registration list of Attendees to Public Hearing on the Phone
- Opening of Public Hearing by DCED
- Listing of Citizen Comments
- Written Statement of Harrisburg's Engineer
- Responses to Written Comments
- Q&A from Citizen Comments and Questions during the Public Hearing