



## **CDBG-DR Public Action Plan**

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CDBG-DR Action Plan  
City of Philadelphia  
July 14, 2023

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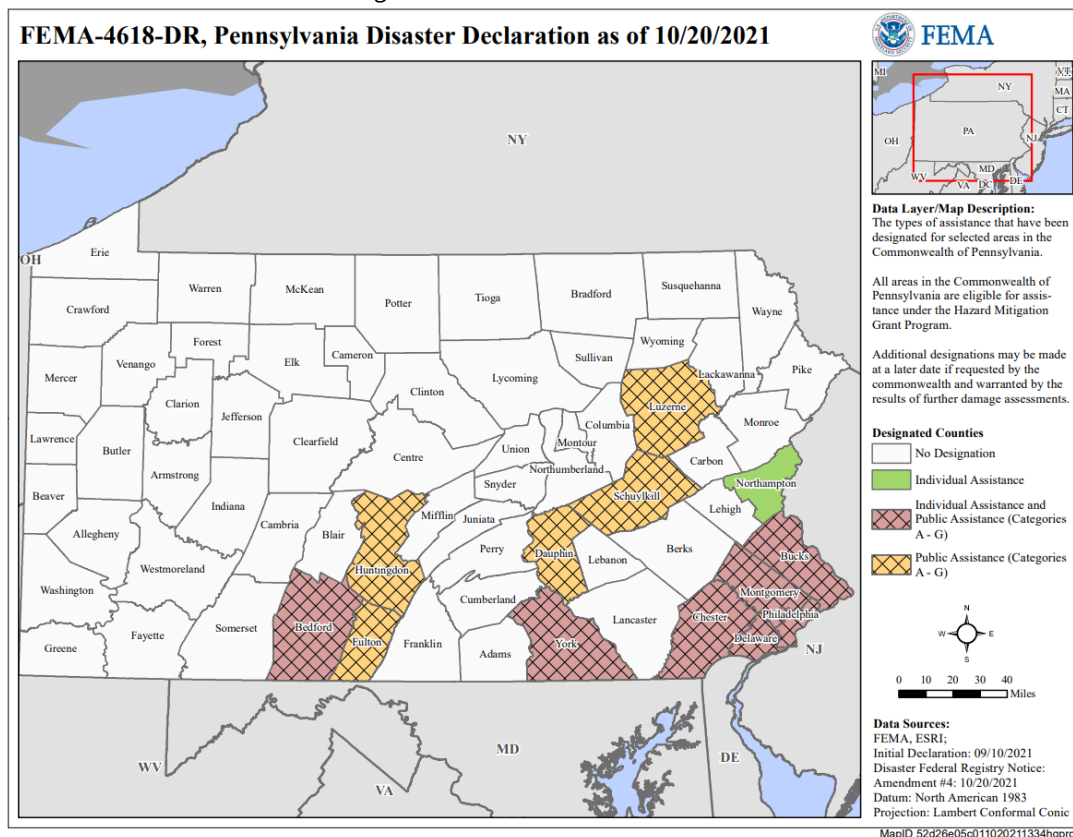
# SECTION 1. EXECUTIVE SUMMARY

## 1.1 Overview

The U.S. Department of Housing and Urban Development (HUD) announced that the City of Philadelphia will receive \$163,204,000 in funding to support long-term recovery efforts following the Remnants of Hurricane Ida (Hurricane Ida) and Disaster Declaration FEMA-4618-DR. Community Development Block Grant - Disaster Recovery (CDBG-DR) funding is designed to address needs that remain after all other assistance has been exhausted. This plan details how funds will be allocated to address remaining unmet need in Philadelphia.

To meet disaster recovery needs, the statutes making CDBG-DR funds available have imposed additional requirements and authorized HUD to modify the rules that apply to the annual CDBG program to enhance flexibility and allow for a quicker recovery. HUD has allocated \$163,204,000 in CDBG-DR funds to the *City of Philadelphia* in response to Hurricane Ida, through the publication of the [Federal Register, Vol. 87, No. 100, May 24, 2022](#) and [Federal Register, Vol. 88, No. 11, January 23, 2023](#). This allocation was made available through the [Disaster Relief Supplemental Appropriations Act, 2022 \(Public Law 117-43\)](#) and the [Continuing Appropriations Act, 2023 \(Public Law 117-180\)](#).

Figure 1: FEMA Disaster Declaration



## 1.2 Disaster Specific Overview

In September 2021, Hurricane Ida, which was later downgraded to a tropical storm, reached southeastern Pennsylvania. The Philadelphia area experienced heavy rains, high winds, and severe flooding. A total of 3.97 to 5.69 inches of rain fell in certain parts of the city within a 12-hour period. Of the six waterways in Philadelphia with water gages, both the Schuylkill River and Pennypack Creek significantly exceeded major flood stage with the Schuylkill River reaching 16.35 feet and the Pennypack Creek reaching 14.57 feet. Impacts caused numerous emergency evacuations and temporary sheltering and necessitated the closure of many local roads and major roadways. This excessive rainfall overwhelmed the local stormwater management systems and waterways, leading to widespread flooding across the region. For specific flood height information for each of the monitored waterways, please refer to the table provided below.

Table 1: Water Levels

Body of water	Highest level during Ida	Major flood stage
<b>Schuylkill River</b>	<b>16.35</b>	<b>15.5</b>
Cobb's Creek	2.52	X
Wissahickon Creek	9.34	X
Delaware River	9.72	10.2
<b>Pennypack Creek</b>	<b>14.57</b>	<b>11</b>
Frankford Creek	8.97	10

Overall, Hurricane Ida's arrival in southeastern Pennsylvania, particularly in Philadelphia, resulted in significant damage due to heavy rains, strong winds, and severe flooding. The rainfall rates observed were historically high, causing the inundation of stormwater management systems and waterways. In the table provided above, it is evident that the Schuylkill River and Pennypack Creek significantly exceeded major flood stage levels. The storm brought heavy rainfall across the region, resulting in extensive flooding, particularly along waterways, which experienced the most significant impacts during and immediately after the storm. Even after the peak rainfall, flooding persisted as water drained into local waterways, and the swelling rivers forced stormwater back through the stormwater systems.

While Hurricane Ida affected the entire city of Philadelphia, certain sections experienced the most significant impact. These areas include Manayunk, East Falls, South and Southwest Philadelphia, West Philadelphia, North Philadelphia, Center City, and Northwest Philadelphia. One of the major consequences of the extensive flooding was the complete inundation of I-676, a significant transportation corridor that traverses Center City, connecting the two largest interstate roads in the area, namely I-95 on the eastern edge of the city and I-76 along the eastern edge of Center City. Moreover, dozens of roads across nearly a dozen police districts were closed, causing disruptions in local transportation. Some of the major roads that were closed included Lincoln Drive, Cobbs Creek Parkway, Christopher Columbus Boulevard, Flat Rock Road, Ridge Avenue, Kelly Drive, and Main Street.

Figure 2: Flood Impacts



Schuylkill River looking north



Schuylkill River Flooding



Aerial footage from Manayunk



River Road in northwest Philadelphia

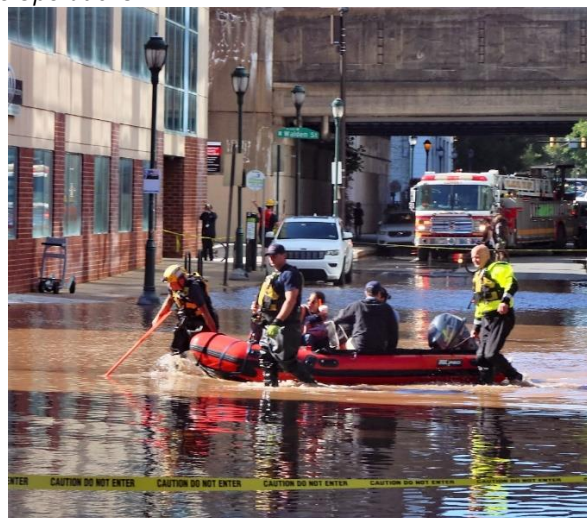
According to the Philadelphia Office of Emergency Management (OEM), the flooding resulted in the evacuation of over 1,100 residents and numerous water rescues. The Philadelphia Fire Department's boat rescue team responded to over 50 calls and conducted 29 transports of residents. The FEMA Preliminary Damage Assessment Report, covering all Pennsylvania counties identified in the Presidential declaration of a major disaster (Bucks, Chester, Delaware, Montgomery, Philadelphia, and York Counties), indicated that approximately 1,200 residences were impacted by flooding from the storm, with 81 being destroyed and over 500 suffering major damage. In Philadelphia, nearly 200 structures were assessed during the joint preliminary damage assessment with FEMA. To accommodate displaced residents, the City opened two shelters at local high schools: West Philadelphia High School and Roxborough High School. In total, approximately 55,000 households, including 20,000 homeowner households and 35,000 renter households, applied for individual assistance

from FEMA. Out of the total applications, nearly 11,000 properties had FEMA-verified real property loss.

*Figure 3: Rescue Operations*



*National Guard in Center City*



*Philadelphia Fire Department conducting rescues*

The storm event also impacted public facilities and utilities. For instance, the Belmont Raw Water Pump Station, which serves a substantial portion of Philadelphia, lost power. Additionally, other Philadelphia Water Department (PWD) facilities, such as the Queen Lane Water Treatment Plant, 42nd Street Pumping Station, and Lardner's Point Fresh Water Pumping Station, were indirectly affected. The failure of the Belmont Pump Station strained the City's other facilities and highlighted the need to increase capacity and fortify existing infrastructure to manage major storms like Hurricane Ida. Utility infrastructure and key healthcare facilities were also impacted, and multiple fire stations required the relocation of personnel and equipment.

The severe flooding, particularly in densely urbanized areas, adversely impacted local businesses. Businesses located near waterways and along flooded transportation corridors suffered extensive damage. The Manayunk neighborhood, a densely developed commercial and residential riverfront area along the Schuylkill River in northwestern Philadelphia, experienced some of the most severe impacts on local businesses. The vibrant commercial corridor along Main Street in Manayunk, which runs parallel to the Schuylkill River, was submerged under several feet of floodwaters. Offices in Manayunk remain without electricity, internet, gas, and telephone access as a result of the storm. According to the City's Individual Assistance Impact Statement for Tropical Storm Ida, approximately 22 percent of commercial spaces in the Manayunk neighborhood suffered severe damage and over half of the gross leasable area suffered severe damage. Data from the U.S. Small Business Administration's (SBA) Office of Disaster Assistance indicates over \$12 million in verified losses occurring in Philadelphia tied to businesses.

### 1.2.1 Disaster Impacts and Funding Needs

Based on the City's initial analysis, City unmet disaster recovery needs can be grouped into five main categories:

- Water, Sewer and Stormwater Infrastructure Damage and Vulnerability
- Public Infrastructure and Critical Facility Resiliency
- High Housing Cost Burden Among Ida Impacted Residents
- Local Businesses Impacts
- Recovery and Resiliency Planning

#### **Water, Sewer and Stormwater Infrastructure Damage and Vulnerability**

The impact of Hurricane Ida on Philadelphia revealed a pressing need for the restoration and improvement of the city's aging water, sewer, and stormwater infrastructure. The vulnerabilities of Philadelphia's infrastructure were exposed during the storm, as pump stations and critical facilities nearly failed to cope with the magnitude of the event. The system was pushed to its limits, and if additional infrastructure failed, the situation could have escalated into a crisis.

Severe storms like Hurricane Ida will continue to have devastating effects on the water system, causing disruptions for residents ranging from a few hours to several weeks. It is evident that the existing infrastructure is ill-equipped to handle such events, and there is a significant need to enhance the resiliency and reliability of Philadelphia's water, sewer, and stormwater systems. For more specific details regarding the impacts on water, sewer, and stormwater infrastructure, please refer to Section 2.2, titled "Infrastructure Unmet Need," which provides comprehensive information on the deficiencies and challenges faced by the city's infrastructure.

#### **Public Infrastructure and Critical Facility Resiliency**

Hurricane Ida had a significant impact on Philadelphia's aging infrastructure, resulting in disruptions to transportation and the closure of important parks and recreational assets. The storm's effects were particularly felt along trails situated near waterways, such as the Manayunk Canal Tow Path, which suffered extensive damage and required closure for repairs. Several other parks and recreation sites were also damaged, including the Schuylkill River Trail, Pennypack Park Trail, and Wissahickon Valley Park.

Efforts were made to address the aftermath of the storm, including the removal of debris along riverbanks. Debris included logs, vehicles, and construction equipment. Plans were also put in place to restore heavily damaged streambanks. Special projects were undertaken to address specific issues caused by the storm, such as replacing a safety cable, repairing an outdoor amphitheater at Dell Music Center, and addressing flood damage at various playgrounds. Additionally, crews worked to clear and recycle dozens of downed trees. For more detailed information regarding the impact on infrastructure and the unmet needs associated with it, please refer to Section 2.2 titled "Infrastructure Unmet Need." This section

provides more information on the specific challenges and requirements for restoring and improving the affected infrastructure.

*Figure 4: Impacted Trails and Parks Infrastructure*



### **High Housing Cost Burden Among Ida Impacted Residents**

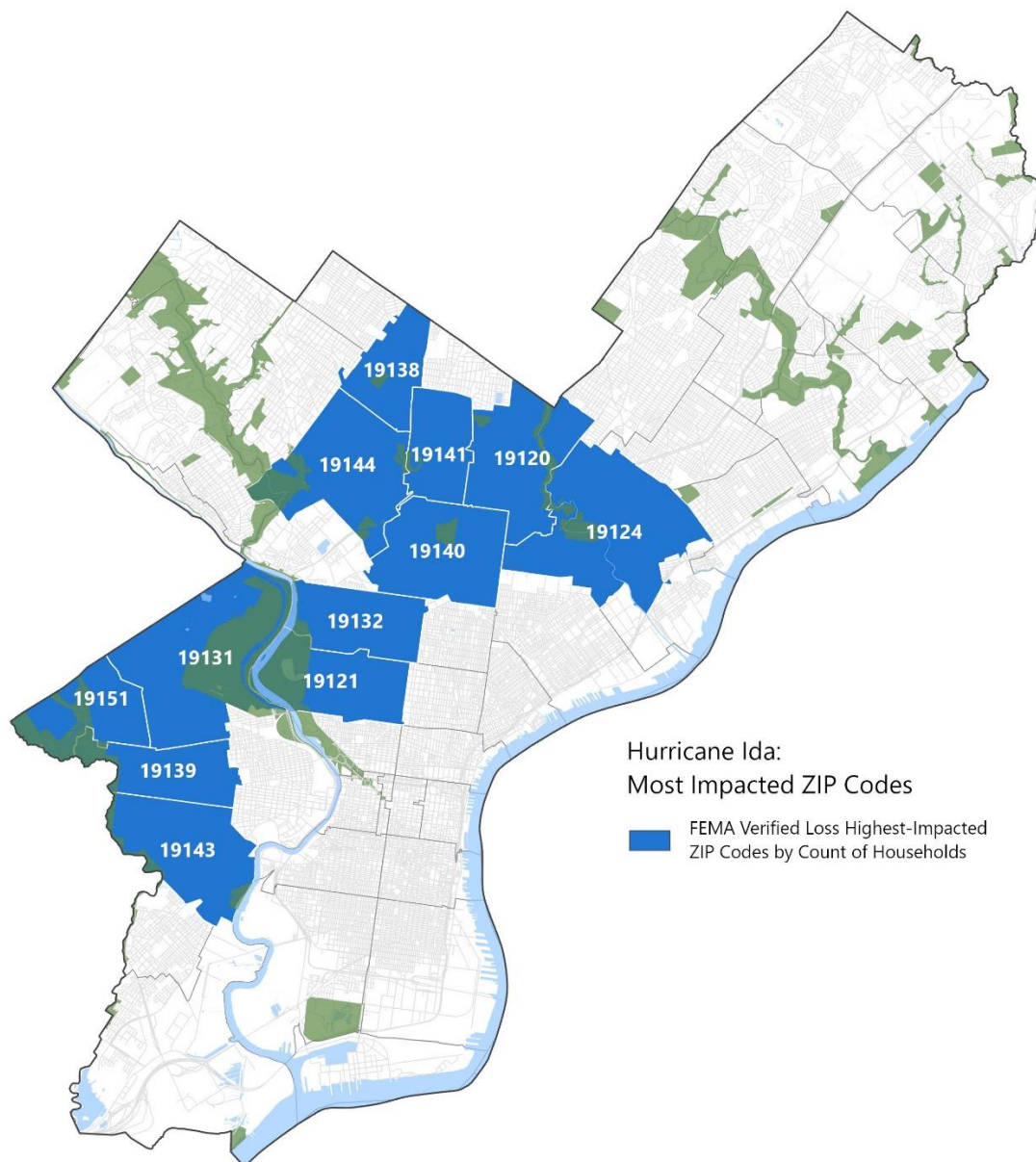
Hurricane Ida had a significant impact on aging residential homes and buildings, particularly rowhomes or attached one-unit structures. These properties were severely affected throughout the city, with a concentration of damage in specific zip codes. Many of these areas are lower-income communities with a high percentage of at-risk populations. Targeted outreach efforts conducted by Pennsylvania and Southeastern Pennsylvania Voluntary Organizations Active in Disaster (PAVOAD) have identified substantial unmet needs among homeowners and renters in these areas, primarily residing in single-family homes located in dense settings like Strawberry Mansion (zip code 19132).

According to FEMA data, Strawberry Mansion had the highest number of Individual Assistance registrations and the highest concentration of repair and rental assistance awarded in the aftermath of Hurricane Ida. Damage assessments conducted by PAVOAD indicate that these homes continue to experience a combination of compromised exterior envelopes, including roofs, exterior walls (mostly masonry), windows, and doors, as well as various interior needs. It is important to note that many of these homes are aging and deteriorating buildings with deferred maintenance needs, which were further exacerbated by Hurricane Ida. This situation likely applies to other homes impacted by the storm across the city, especially in zip codes with higher rates of FEMA Individual Assistance.



Preserving this crucial segment of affordable housing, particularly older row homes, is a top priority for the City, as it constitutes a significant portion of Philadelphia's housing stock, accounting for nearly 60% of all residential units. Additionally, these properties contribute significantly to the city's naturally occurring affordable housing stock. The City recognizes the importance of addressing the unmet housing needs resulting from Hurricane Ida, and further details can be found in Section 2.1 titled "Housing Unmet Need," which provides comprehensive information on the specific challenges and requirements for meeting these housing needs.

Figure 5: *Ida Impact By Zip Codes*



## Local Businesses

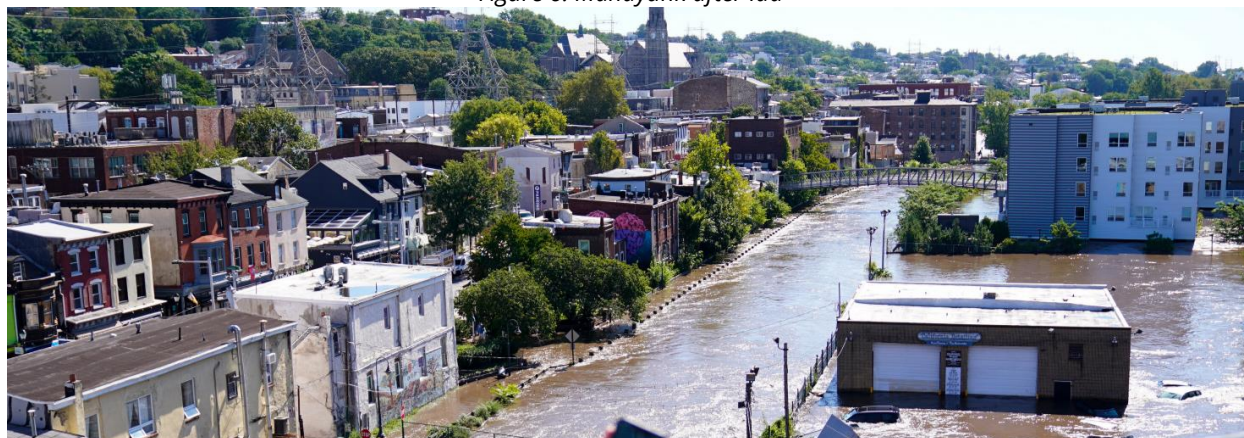
Hurricane Ida inflicted significant damage and disruption on businesses within the affected areas. The severity of the impact varied depending on the location, nature of the business, and the intensity of the storm. The following are some of the key effects experienced by businesses in Philadelphia:

- **Physical damage:** The heavy rainfall and flooding caused by Hurricane Ida resulted in substantial damage to buildings, infrastructure, and equipment. Many businesses faced structural damage, water intrusion, and power outages, leading to temporary or permanent closures.
- **Supply chain disruptions:** The storm disrupted transportation systems, including highways, railways, and ports, making it challenging for businesses to receive supplies and transport their products. This created delays and shortages across various industries, such as retail, manufacturing, and construction.
- **Loss of income and unpaid wages:** The closures and disruptions caused businesses to experience a loss of income during and after the storm. This had a particularly significant impact on small businesses that may have lacked sufficient financial reserves or insurance coverage. Additionally, reduced business hours resulted in financial hardships for employees, particularly those in low-wage or hourly positions.

The overall impact of Hurricane Ida on businesses necessitated substantial time and resources for recovery. Small businesses, in particular, faced significant challenges in rebuilding and resuming operations. The storm's effects on businesses and the unmet needs associated with economic revitalization are further detailed in Section 2.3 titled "Economic Revitalization Unmet Need." Efforts to support affected businesses and foster their recovery remain crucial in restoring the local economy and ensuring the well-being of both business owners and employees.

## Recovery and Resiliency Planning

The aftermath of Hurricane Ida revealed needs tied to the City's preparedness and response to extreme weather events. One of these needs is studying potential resiliency and mitigation efforts to minimize the impact of future hurricanes and storm events. Another area for improvement is planning better evacuation procedures for occupants of subgrade spaces in the event of flash floods. It is also important to identify the location of vulnerable structures, especially residential structures, and explore solutions to better protect them from floods, storms, and other natural hazards. In addition, there is a need to enhance methods for forecasting, monitoring, tracking, and evaluating the impacts of extreme weather events. Finally, residents and community members must evaluate methods for reducing carbon emissions and increasing resiliency to mitigate the effects of climate change. Addressing these areas of improvement can help the City and its partners better prepare for future extreme weather events and build a more resilient and sustainable future.

*Figure 6: Manayunk after Ida*

### 1.3 Summary

To fulfill the requirements of this allocation, the City must submit an Action Plan that identifies its unmet recovery and mitigation needs. This Action Plan outlines proposed uses of CDBG-DR funds and eligible activities available to assist impacted areas in meeting unmet housing, infrastructure, planning, and economic revitalization needs resulting from Hurricane Ida's impacts. Specifically, this plan aims to promote and ensure fair access to housing for low-to-moderate income residents and strengthen neighborhoods impacted by the disaster by investing in housing, infrastructure, public facilities, along with public services and planning. In addition, the Action Plan describes how CDBG-DR funds will be targeted toward and meet the needs of vulnerable communities, including those with low to moderate income, limited English proficiency, racially and ethnically concentrated communities, and individuals experiencing homelessness.

The City has been engaging communities and gathering data for the unmet needs assessment since 2021. To ensure consistency of the CDBG-DR Action Plan with applicable regional redevelopment plans and other recovery initiatives, the City has initiated meetings with federal stakeholders, various state and local officials, residents, and non-profit organizations. These meetings have been beneficial in gathering information about the impacts of the storm, existing challenges to address, and solutions. In addition, the City continues to work with local entities and non-profit organizations to collect information.

The City will provide residents with reasonable notice and opportunity to comment on the Action Plan and its substantial amendments. The City will convene at least one public hearing on the draft CDBG-DR Action Plan after being posted on its disaster recovery website for public comment and before submission to HUD. Notice of all hearings will follow the guidelines established in the City's CDBG-DR Citizen Participation Plan. The City has published this draft CDBG-DR Action Plan in a manner that affords citizens, public agencies, and other interested parties a reasonable opportunity to examine its contents and to submit comments. The plan will remain available on the City's CDBG-DR website throughout the 30-day comment period.

The City's Budget Office and Division of Housing and Community Development (DHCD) will jointly oversee administration of the CDBG-DR program. While the Budget Office and DHCD will be the primary entities administering the grant, implementation will be a coordinated effort between numerous City agencies including but not limited to the Managing Director's Office (MDO), Mayor's Office, Philadelphia Water Department (PWD), Commerce Department, and Philadelphia Parks and Recreation (PPR). The City will continue citizen engagement efforts throughout the duration of this grant and will adjust as necessary.

#### 1.4 Unmet Need and Proposed Allocation

The City used best available data sources to analyze the demographic characteristics of the areas of impact; the losses sustained; and the available resources in response to housing, infrastructure, and economic revitalization. The overall unmet need for the remnants of Hurricane Ida totals more than \$1.2 billion, with housing and infrastructure showing the greatest need at 61 percent and 38 percent respectively. These estimates still need to be completed. The City utilized publicly available FEMA Individual Assistance (FEMA IA) data, publicly available Small Business Administration data, internal FEMA Public Assistance (FEMA PA) data along local data sources.<sup>1</sup> The City awaits FEMA and SBA data sets from HUD to complete the unmet needs assessment. In addition, the City continues to work with local organizations to calculate a more accurate value of unmet infrastructure needs. CDBG-DR funds will be used to address unmet housing and infrastructure needs primarily. Housing and infrastructure investment will provide the most benefit and long-term recovery solutions to the impacted communities. CDBG-DR funding will be directed to the communities most impacted and with the greatest unmet needs. All CDBG-DR funded activities will be implemented in the HUD Most Impacted and Distressed (MID) areas.

Table 2: Unmet Need and Proposed Allocation

Category	Remaining Unmet Need	% of Unmet Need	Program Allocation Amount	% of Program Allocation
Housing	\$768,821,000	61%	\$52,138,100	32%
Economic Revitalization	\$16,087,000	1%	\$5,000,000	3%
Infrastructure	\$474,553,000	38%	\$52,138,100	32%
Mitigation	Not applicable	Not applicable	\$21,287,000	13%
Public Services	Not applicable	Not applicable	\$3,000,000	2%
Administration	Not applicable	Not applicable	\$8,160,200	5%
Planning	Not applicable	Not applicable	\$21,480,600	13%
<b>Total</b>	<b>\$1,259,461,000</b>	<b>100%</b>	<b>\$163,204,000</b>	<b>100%</b>

<sup>1</sup> The City's Action Plan uses publicly available data offered through FEMA's OpenFEMA platform. The City also received data through HUD's Data Sharing Agreement with FEMA on June 16, 2023. Based on a comparative analysis of data collected from FEMA's publicly available datasets and the data provided through the FEMA-HUD Data Sharing Agreement, there is no substantial difference between the two datasets.

## SECTION 2. UNMET NEEDS ASSESSMENT

The following section describes the impact of Hurricane Ida and provides a framework for recovery and mitigation projects using CDBG-DR funds. CDBG-DR funding is designed to address needs that remain after all other assistance has been exhausted. Accordingly, grantees must conduct a needs assessment to determine where unmet needs exist. This HUD-mandated analysis serves as the basis by which the City must allocate its CDBG-DR grant.

HUD requires the assessment to consider four main categories of need - housing, infrastructure, economic recovery, and mitigation. Grantees must account for assistance available from various sources including, but not limited to, federal and state resources (e.g., FEMA and the Small Business Administration), local funds such as City tax levy or City capital funds, and private sources such as insurance proceeds. The Unmet Needs Assessment follows HUD's prescribed format and organizational structure.

The City began assessing Ida's impact immediately as the storm hit and the effort continues to this day. This section will be updated as additional data becomes available, particularly if this information reveals unmet needs that had not previously been considered. Any significant changes to the unmet needs section (i.e., changes that would affect eligibility, intended program beneficiaries, or how funds will be distributed) will result in a substantial amendment.

To prepare this assessment, the City consulted with and drew data from entities including but not limited to HUD, FEMA, SBA, Commonwealth agencies, various City departments, Philadelphia Public Housing Authority, Continuum of Care partners, and community-based organizations as well as resident outreach and feedback. The Unmet Needs Assessment presents an analysis of data to reflect the damage caused by Hurricane Ida in Philadelphia and to demonstrate the ongoing unmet recovery needs of impacted residents impacted. Ultimately, no one data source accurately captures the population impacted by Hurricane Ida. This Action Plan and unmet needs analysis captures a point in time and reflects the best available data at the time of its publication. In addition to using the methodology outlined by HUD to calculate housing unmet needs, other data and information is also used to validate the FEMA IA data and to get a more complete assessment of impacts and unmet needs.

HUD requires funds to be used for costs related to unmet needs in the "most impacted and distressed" (MID) areas resulting from qualifying disasters. The City is required to spend at least 80% of all Ida CDBG-DR funds to benefit the HUD-identified MID areas. HUD has designated the entire City of Philadelphia as a "Most Impacted and Distressed" area (MID area). The City will spend 100 percent of the CDBG-DR funds in the City.

## 2.1 Housing Unmet Need

The following section describes the impact of Hurricane Ida on Philadelphia's housing stock and its residents to inform a framework for recovery and mitigation projects using CDBG-DR funds.

### 2.1.1 Disaster Damage and Impacts

#### 2.1.1.1 Pre-disaster housing conditions

Housing affordability is a persistent challenge in Philadelphia that predates Hurricane Ida and is exacerbated by many factors, including housing cost burden, aging housing conditions, and recent market conditions tied to the pandemic.

#### Housing Cost Burden

Housing cost burden is the most prevalent housing problem facing Philadelphia renters and owners. A commonly accepted threshold for affordable housing costs at the household level is 30% of a household's income. Accordingly, a household is considered cost burdened if it pays more than 30% of its income on housing. Households paying more than 50% are considered severely cost burdened. These thresholds apply to both homeowners and renters. The 2021 American Community Survey 5-Year Estimates indicate that of Philadelphia households, 39% are cost burdened, with renters accounting for 52% of all cost burdened households. Among households reporting one or more housing problems – lack of complete plumbing or kitchen facilities, overcrowding, housing cost burden, and zero/negative income – housing cost burden is far and away the most common issue households face.

Table 3: Housing Problems (Households with at least one listed need)

	Renter					Owner				
	0-30% AMI	>30-50% AMI	>50-80% AMI	>80-100% AMI	Total	0-30% AMI	>30-50% AMI	>50-80% AMI	>80-100% AMI	Total
<b>Number of Households</b>										
Substandard Housing - Lacking complete plumbing or kitchen facilities	2,075	630	295	240	3,240	885	495	340	220	1,940
Severely Overcrowded -With >1.51 people per room (and complete kitchen and plumbing)	1,610	880	630	295	3,415	100	150	105	135	490
Overcrowded - With 1.01-1.5 people per room (and none of the above problems)	2,275	1,375	1,140	580	5,370	555	735	880	380	2,550
Housing cost burden greater than 50% of income (and none of the above problems)	60,680	11,885	2,510	300	75,375	27,125	7,955	3,190	650	38,920
Housing cost burden greater than 30% of income (and none of the above problems)	10,150	22,145	15,375	3,065	50,735	11,190	11,805	12,105	3,840	38,940
Zero/negative Income (and none of the above problems)	19,865	0	0	0	19,865	6,540	0	0	0	6,540
Data Source: 2014-2018 CHAS										

Housing cost burdens are experienced disproportionately across Philadelphia. The City's 2022 Assessment of Fair Housing (AFH) found that rates of cost burden were nearly twice as high in predominantly Black and predominantly Hispanic communities than in predominantly White communities. Seniors, low-income families, persons with disabilities and households with young children experiencing cost burden are also particularly vulnerable.

### Aging Housing Conditions

Philadelphia's housing stock primarily consists of rowhomes which are typically single-family attached structures that are decades old. Prior to Hurricane Ida, Philadelphia was already suffering from aging and deteriorating housing. The vast majority of homes in Philadelphia – about 88% - were built prior to 1980. Most rowhomes are located in older and historic neighborhoods. Areas of the city that have not experienced growth and reinvestment as part of the pre- and post-recession real estate boom often deal with issues related to aging and deteriorating buildings and infrastructure. Vacant land and buildings are common and pervasive in these areas. With minimal options for affordable housing, low-income families often reside in dated units with deferred maintenance needs, such as un-remediated paint installed before national lead regulations were put in place.

Table 4: Housing Tenure by Property Type

Property Type	Owner-Occupied		Renter-Occupied		Total	
	#	%	#	%	#	%
1, detached	53,935	15.50%	14,137	4.50%	68,072	10.30%
1, attached	267,448	76.60%	105,917	33.90%	373,365	56.50%
2 apartments	6,509	1.90%	41,875	13.40%	48,384	7.30%
3 or 4 apartments	4,089	1.20%	39,169	12.60%	43,258	6.50%
5 to 9 apartments	2,454	0.70%	16,502	5.30%	18,956	2.90%
10 or more apartments	13,772	3.90%	92,528	29.70%	106,300	16.10%
Mobile home or other type of housing	728	0.20%	1,858	0.60%	2,586	0.40%
<b>Total</b>	<b>348,935</b>	<b>100%</b>	<b>311,986</b>	<b>100%</b>	<b>660,921</b>	<b>100%</b>

Source: U.S. Census Bureau, 2021 ACS 5-Year Estimates

Table 5: Age of Housing Units

Year Unit Built	# of Units	%
1980 or later	100702	15%
1940-1979	309436	47%
Before 1940	250783	38%
<b>Total</b>	<b>660921</b>	<b>100%</b>

Source: U.S. Census Bureau, 2021 ACS 5-Year Estimates

While Philadelphia's aging housing stock is closely linked to poor housing conditions, the prevalence of rowhomes in Philadelphia contributes significantly to the City's Naturally Occurring Affordable Housing (NOAH) stock. NOAH stock typically represents unsubsidized, privately-owned housing privately that is affordable to households making between 30-80% (and potentially up to 120%) of the area median income (AMI). The City's latest Consolidate Plan estimates that 97,000 rental units across 76,000 properties are considered naturally affordable, and the majority are owned by small landlords. However, 40% of these units are considered vulnerable due to various factors, including poor condition, highly subject to displacement, or located in a strong market area, which is likely to increase upward pressure on rental rates.

### Recent Market Conditions

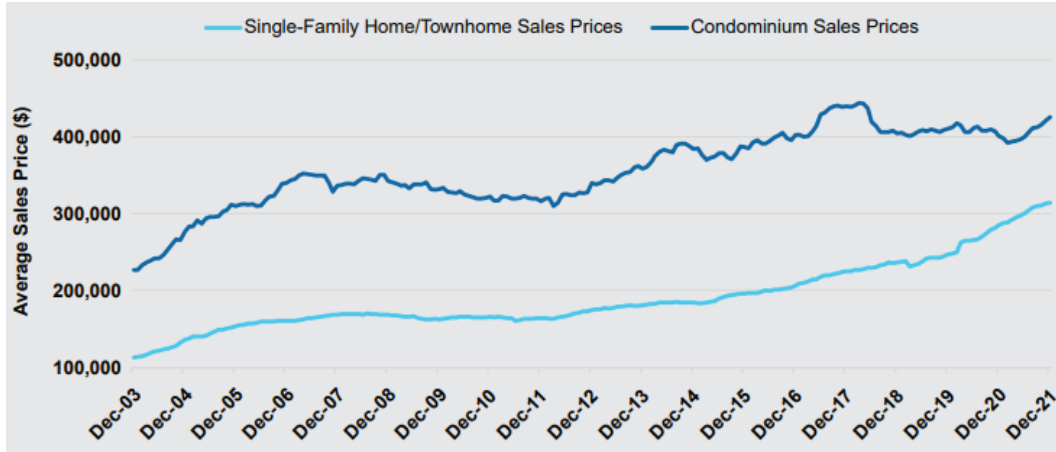
Over the last ten years, Philadelphia has seen high levels of construction and renovation. While this market activity represents important progress, it does not address local housing affordability challenges. Most of the new units developed in recent years have entered at the high end of the market. At the same time, poverty and homelessness persist and the number of existing units at the low end of the market has fallen. The age of housing and lack of income to maintain homes threaten to cause vacancy. In many ways Philadelphia is an affordable city, yet appreciating costs threaten to displace long-time residents in some neighborhoods. Although the new construction includes high-rise and low-rise condominiums and apartments, Philadelphia remains a rowhouse city and a majority of housing units are owner-occupied.

The growth in the housing market is putting pressure on affordable housing stock, encouraging property owners to increase rents or convert affordable units to market-rate units. The 58,600 publicly supported affordable units do not meet the demand, and the affordability periods for many of those units are scheduled to expire in the next five years. At the same time, new market-rate and infill development is occurring in neighborhoods just outside or with easy connections to Center City. The infill development tends to be rowhouses while the larger scale developments are condominiums or apartments. Very little of this new housing is affordable.

According to HUD's latest Comprehensive Housing Market for Philadelphia, housing and rental market conditions are unusually tight. Because of the strong increases in home sales, the average sales price of new and existing single-family homes and townhomes in the City increased at a rapid pace during the past 2 years, reaching an all-time high. During 2021, the average sales price of new and existing single-family homes and townhomes rose 10 percent, to \$314,600.

*Figure 7: 12-Month Average Sales Price by Type in the Philadelphia*

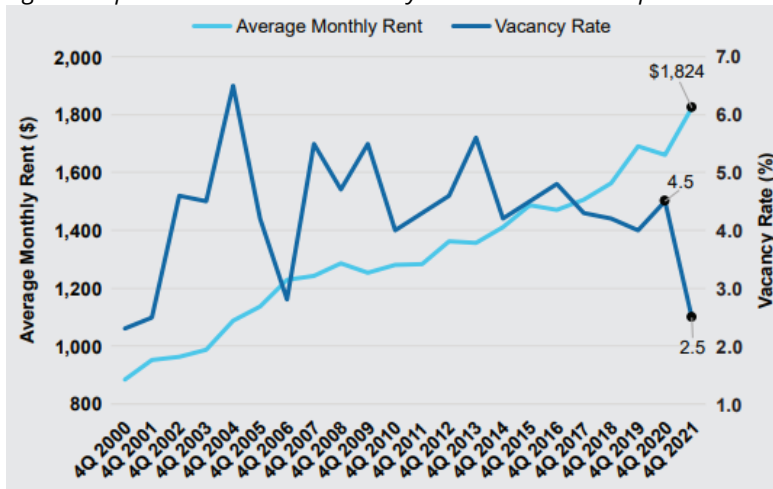




Source: HUD Comprehensive Housing Market Analysis

Conditions in the rental market are also tight compared to conditions in 2010. During 2021, the apartment vacancy was 3%, down significantly from 5% during 2020. In response to declining vacancy rates throughout the submarket, the average apartment rent rose at the fastest pace in more than 15 years. During 2021, the average apartment rent in Philadelphia increased 10% compared to an average annual 3% rise from 2010 through 2020.

Figure 8: Apartment Rents and Vacancy Rates in the Philadelphia



Source: HUD Comprehensive Housing Market Analysis

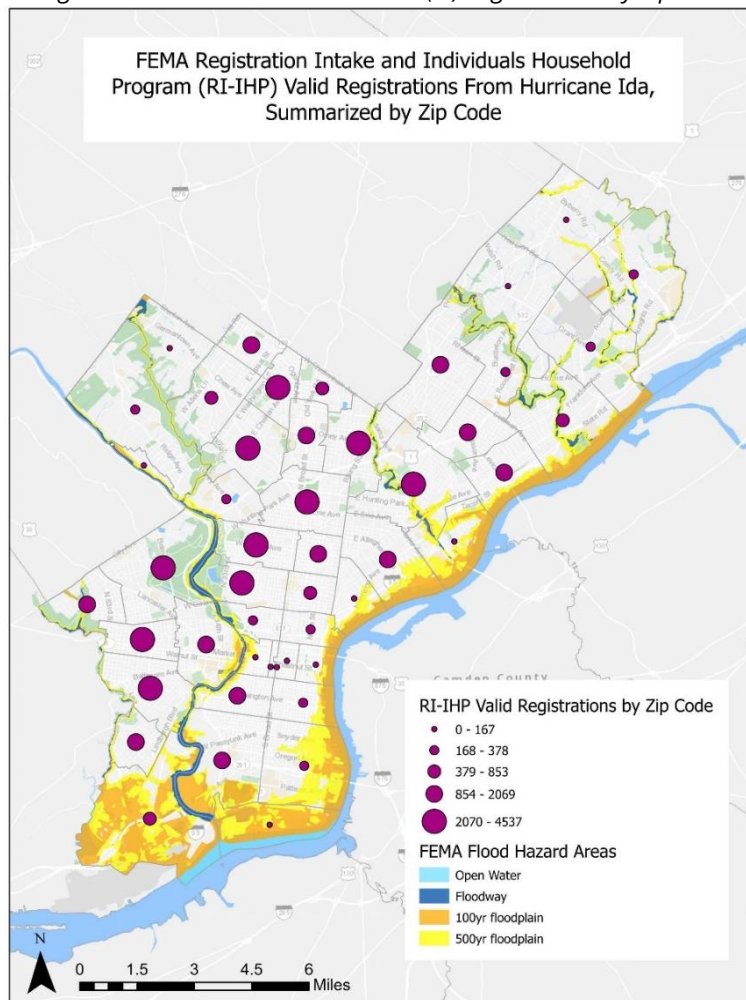
Pre-disaster housing conditions summary

Prior to Hurricane Ida, the City suffered from long-standing affordability challenges along with pandemic related impacts described above. These existing challenges, coupled with the impacts of Hurricane Ida, have greatly affected housing affordability in Philadelphia. Both renters and homeowners experience severe levels of cost-burden that are now worse following Ida. For Philadelphia to fully recover, further assistance is needed to reconstruct, replace, and build affordable housing that is stronger and more resilient against future disasters.

### 2.1.1.2 Disaster Impact on Housing

The remnants of Hurricane Ida brought heavy rains, high winds, and tornadoes to the Philadelphia region, resulting in widespread flooding across the city. Following the storm, the Commonwealth of Pennsylvania received a Presidential Disaster Declaration, enabling residents to seek direct aid from the FEMA through the FEMA IA program. Approximately 55,000 households, including 20,000 homeowner households and 35,000 renter households, applied for individual assistance from FEMA.

Figure 9: FEMA Individual Assistance (IA) Registrations by Zip Code



The impacts on housing were primarily caused by riverine and flash flooding, which overwhelmed existing stormwater systems, leading to water backing up and flowing through stormwater inlets into neighborhoods. Furthermore, many buildings in older parts of the city have flat roof styles, both detached and attached, in residential, mixed-use, and commercial structures. These roof designs were unable to drain water quickly enough, resulting in water infiltration in many structures. The severity of the storm's impact was due to a combination of factors previously mentioned, including record rainfall rates and amounts, dense

development and excessive impervious space in the urbanized setting, building design styles and age, pre-existing condition of structures, and undersized stormwater management systems.

To estimate the impact of Hurricane Ida on residential structures and determine housing unmet needs, the city used a modification factor. The process involved identifying the FEMA real property estimated loss amount. The city relied on FEMA data because it offers more impact information on the number of properties evaluated than any other source. The information collected was limited to "Real Property" impacted, as most federal funding, including CDBG-DR, aims to assist housing impacts directly rather than compensate for personal property damage. In this case, there were 10,892 properties with verified real property loss, totaling \$41,255,195 in estimated loss, averaging around \$3,787 per property, as summarized in Table 6: FEMA and SBA Recovery Assistance.

Table 6: FEMA and SBA Recovery Assistance

Total Estimated FEMA and SBA Real Property Assistance				
FVL Real Property # of Properties	FVL Real Property (\$)	FVL Real Property Repair Assistance Awarded (\$)	SBA Approved Real Estate Loan Amount (\$)	Total SBA and FEMA Assistance
10,892	\$41,255,195	\$33,620,376	\$7,699,520	<b>\$41,319,896</b>

Source: FEMA IA Data and SBA Disaster Loan Data

Please note, Table 6: FEMA and SBA Recovery Assistance may underestimate the total number of impacted properties for the following reasons. The City will continue monitoring data associated with impacted properties.

- Only 10,892 of the 54,709 (20%) properties collected by FEMA were recorded as having verified real property loss.
- 19,146 (35%) of the total units were owner occupied while 35,435 (65%) were renter occupied. 120 properties had unknown tenure but made up less than 1% of total.
- 10,848 (99%) of the properties with FEMA verified real property loss were owner occupied while only 44 (0.6%) were renter occupied despite rental properties making up a significant majority (65%) of the total properties recorded by FEMA.

The table below demonstrates a significant disparity between home damage claims and FEMA Verified Loss (real property) based on the recorded FEMA IA data. It shows that only 0.1% of rental properties claiming "home damage" were verified by FEMA as having real property loss, while over half (58%) of owner-occupied properties claiming "home damage" had verified real property loss.

Table 7: FEMA Home Damage Claims vs FVL by Housing Tenure

Tenure	Home Damage Claims	FVL (Real Property)	% of Claims with FVL
Renter	32,728	44	0.1%

<b>Owner</b>	18,686	10,848	58%
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Source: FEMA IA data

The City of Philadelphia estimates that there was underreporting of the total number of rental units that experienced real property damage and believes that the 10,892 estimated properties with FEMA verified real property loss should be substantially higher.

To obtain a more accurate estimation of the disaster's impact per property, the City analyzed historic CDBG-DR housing recovery costs from various programs nationwide. The City examined 11 housing recovery programs from different parts of the United States, which included 170,337 awards to property owners to aid in recovery from damages caused by disasters to their residential structures. The total allocated CDBG-DR funds for these programs amounted to \$13,315,686,847. This results in an average per-property recovery cost of approximately \$78,173. Thus, on average, residential structures nationwide incurred damages of around \$78,173. This information is summarized in Table 2-xx.

Table 8: CDBG-DR National Per-Property Residential Damage Estimate

<b>CDBG-DR Residential Recovery Programs Per-Property Recovery Estimate</b>					
<b>Grantee</b>	<b>Event</b>	<b>Grants Awarded to Homeowners</b>	<b>Total Amount of Award</b>	<b>Average CDBG DR award amount</b>	<b>Location where data was determined</b>
<b>Louisiana</b>	2016 Floods	17,264	\$668,656,371	\$38,731	Louisiana Situation & Pipeline Report September 2022 #124
<b>New York</b>	Hurricane Sandy	12,759	\$2,255,083,398	\$176,745	State of NY webpage
<b>Louisiana</b>	Katrina	130,053	\$9,030,446,583	\$69,437	Louisiana Situation & Pipeline Report September 2022
<b>New Jersey</b>	Superstorm Sandy	7,100	\$950,000,000	\$133,803	New Jersey QPR July 1, 2022 thru September 30 2022
<b>Harris County</b>	Hurricane Harvey	143	\$25,660,105	\$179,441	Harris County Pipeline Report #136
<b>South Carolina</b>	Hurricane Matthew	1,136	\$83,097,708	\$73,149	SC HUD QPR Thru June 30, 2022
<b>North Carolina</b>	Hurricane Matthew	758	\$137,496,510	\$181,394	NC HUD QPR Thru September 30 2022
<b>West Virginia</b>	2016 Floods	265	\$54,602,919	\$206,049	West Virginia HUD QPR June 2022 (Budgeted/Projected)

<b>Chicago</b>	2013 Floods	51	\$3,600,438	\$70,597	City of Chicago Oct. 2017 Project and expenditure report
<b>Richland County, SC</b>	2015 Hurricane Joaquin	145	\$10,161,000	\$70,076	Richland County Amended Action Plan
<b>City of Galveston</b>	2008 Hurricane Ike	663	\$96,881,815	\$146,126	Texas-GLP HUD QPR Thru December 31 2017
<b>Totals</b>		<b>170,337</b>	<b>\$13,315,686,847</b>	<b>\$78,173</b>	<b>Average CDBG DR Assistance Per Unit</b>

Applying the average damage estimate/recovery cost of \$78,173 to the total number of properties with FEMA verified real property loss (10,892), results in total estimated damages of \$851,460,316. In order to find the unmet need any assistance provided by FEMA and SBA for real property repair/recovery (\$41,319,896.74) was subtracted. This resulted in a remaining housing unmet need for real property recovery at approximately \$810,140,419.

Table 9: Housing Estimated Unmet Need

<b>Residential Real Property Unmet Need Estimate</b>				
<b>FVL Real Property # of Properties</b>	<b>Modified Per Structure Damage Estimate</b>	<b>Total Estimated Residential Impacts</b>	<b>Total SBA and FEMA Assistance</b>	<b>Total Unmet Need</b>
10,892	\$78,173	<b>\$851,460,316</b>	\$41,319,896	<b>\$810,140,419</b>

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

Within this section, the City has included information and data tables that show the relative damages across housing types.

#### Affordable Rents, Income Limits, and Affordability Periods for CDBG-DR Funded Projects

For any projects or programs utilizing CDBG-DR funds, specific program guidelines will be established, which will outline income limits and minimum affordability periods.

HUD regularly publishes Fair Market Rents (FMRs) to represent the cost to rent a moderately priced dwelling unit in the local housing market. Current FMRs for Philadelphia are accessed from the HUD user portal, Fair Market Rents (40th Percentile Rents), and will be revised when updated by HUD. Within each applicable program section of the Action Plan and within program guidelines, the City will define the applicable affordable rents, affordability periods, and number of units required to be maintained as affordable.

This Action Plan uses the HUD CDBG income limits to determine eligible CDBG-DR low- to moderate income (LMI) households. Households that are 80% of the area median income or

below are eligible to rent CDBG-DR assisted rental properties. Income limits will be accessed from the HUD user portal, Income Limits, and will be updated annually following HUD's schedule. Program guidelines will detail specific income limits.

#### FEMA Individual Assistance (IA)

According to FEMA IA data, there were a total of 54,709 applicants, of which 50,682 received inspections. However, only 10,892 applicants (20% of the total) were found to have FEMA-verified real property loss. The data notably lacks representation of renter-occupied properties with verified real property loss, with only 44 out of over 30,000 inspected properties (less than 1%) falling into this category. Meanwhile, 57% of homeowner applicants were identified as having verified real property loss. On average, each property received approximately \$4,367 in IA assistance.

*Table 10: FEMA IA Applicants by Occupancy & Verified Loss*

Tenure	# Applicants	# Inspections	# with FVL (real property)	# Received Assistance	Total FEMA Verified Loss	Average FEMA Verified Loss
Renter	35,435	33,369	44	3	\$150,702	\$3,425
Owner	19,146	17,185	10,848	9,444	\$41,104,492	\$3,789
Unknown	128	128	0	0	\$0.00	\$0.00
Total	54,709	50,682	10,892	9,448	\$41,255,195	\$3,787

Source: FEMA IA

The tables below provide information on the level of damages suffered by units identified by FEMA as having verified real property loss. FEMA-inspected owner units are categorized into five groups by HUD, including minor-low, minor-high, major-low, major-high, and severe damage, based on the extent of the damage and flooding. The table for owner-occupied units shows that out of the 10,848 units with FEMA-verified loss, 90% sustained minor to high damage, with only 14 units identified as having severe damage.

*Table 11: FEMA Real Property Damage Owner Occupied Units*

County	Units with Minor-Low	Units with Minor-High	Units with Major-Low	Units with Major-High	Units with Severe
Philadelphia	5,164	4,577	1,009	84	14

Source: FEMA IA

Similar to the owner-occupied data, rental units with FEMA-verified real property loss primarily (91%) experienced minor to major damage, with none reported as severe.

*Table 12: FEMA Real Property Damage Rental Units*

County	Units with Minor-Low	Units with Minor-High	Units with Major-Low	Units with Major-High	Units with Severe
Philadelphia	22	18	3	1	0

Source: FEMA IA

The City of Philadelphia obtained U.S. SBA Home Disaster Loan data, which provides low-interest loans for residents in declared disaster areas to address damages or losses to personal or real property. The SBA data indicated a total of 84 SBA residential applicants, of which 55 had SBA-verified real estate loss, resulting in 48 approved real estate loans by SBA. Notably, there is a significant difference in per-property damage estimates between FEMA and SBA. FEMA's IA averaged approximately \$3,788 in verified loss per property, while SBA averaged \$352,288 in estimated real property loss per property. This difference suggests that FEMA's damage data may be underestimated, potentially necessitating adjustments to total damage estimates.

Table 13: SBA Total Home Disaster Loans

County	# of Verified Loss Real Estate	Verified Loss Real Estate (Total \$)	Approved Loan - Real Estate	Approved Loan - Real Estate (Total \$)	Unmet Need (\$)
Philadelphia	55	\$19,375,820	48	\$7,699,520	\$11,676,299

Source: SBA

### 2.1.3 Public Housing and Affordable Housing

Affordable housing in Philadelphia has experienced a reduction of available units due to multiple economic factors including the rise of living costs, national wage average, valuation of currency, employment opportunities to meet the requirements of mortgage and rent criteria, and available land for additional housing options. According to the City's Consolidated Plan, the availability of affordable housing has experienced a decline.

Table 14: Housing Costs

Category	2010 ACS 5-Year Estimate	2021 ACS 5-Year Estimate	% Change
Median Household Income (Family Income 2010)	\$45,610	\$52,649	+15.4%
Owner Occupied Housing Value	\$135,200	\$184,100	+36.2%
Owner Occupied Median Monthly Cost (with Mortgage)	\$1,201	\$1,403	+16.8%
Owner Occupied Cost Burden (with Mortgage)	19.9%	32.4%	+12.5 %pts
Owner Occupied Cost Burden (without Mortgage)	11.1%	19.2%	+8.1 %pts
Total Owner Occupied Cost Burdened	19.1%	27.2%	+8.1 %pts
Renter Occupied Median Monthly Cost	\$819	\$1,149	40.3%
Renter Occupied Cost Burden	56.1%	51.9%	-4.2 %pts
Total Occupied Unis Cost Burdened	43.3%	38.6%	-4.7 %pts

Source: U.S. Census Bureau, 2021 American Community Survey, 5-Year Estimates

### 2.1.4 Multifamily Assisted Housing and Public Housing

The City was able to collect limited data on public housing from the Philadelphia Housing Authority (PHA). The City could not identify a data source which indicated varying ranges of damage for Multifamily Assisted Housing in the format of the HUD provided table. The City plans to continue exploring opportunities to secure additional data in these areas and upon availability will update this Plan accordingly.

Philadelphia has 72 multifamily public housing facilities, which include 8,978 residential units and 3,975 scattered site units for eligible residents. According to the Philadelphia Housing Authority, 59 of the public housing facilities incurred some level of damage, categorized as Minor (Routine), Urgent, or Emergency.

Table 15: Public Housing Facility Impacts

Priority	# of Facilities	Total Cost
Minor (Routine)	37	\$10,448.86
Urgent	18	\$3,842.89
Emergency	4	\$415.33
<b>Total</b>	<b>59</b>	<b>\$14,707.08</b>

Source: Philadelphia Housing Authority

The majority (63%) of the damage to Philadelphia's public housing falls into the minor range. The total amount of damages is relatively minimal, totaling only \$14,707.08. Initial findings indicate that there were no losses of unit occupancy in the public housing sector, and no immediate repairs were needed that were not covered by alternative funding sources. The City will continue to conduct research and outreach to validate these preliminary findings.

Public housing units serve vulnerable populations, including residents with disabilities, socio-economically disadvantaged groups, households with languages other than English, children under 5, individuals over 65, and historically underserved groups. These populations are statistically less able to afford mitigation and planning expenditures on their own, as stated in FEMA's 2022 Objective 1.3 - Achieve Equitable Outcomes For Those We Serve report. Efforts to improve the resiliency of Philadelphia's public housing units will support the city's overall goals of efficient crisis management and operability, with a particular focus on the needs of vulnerable populations.

Table 16: Public Housing Authorities Damaged

County/ Municipality	Total # PHA Multifamily Facilities	Scattered Sites (units)	Total PHA Units	Total PHA Facilities Damaged	# of Units Damaged	Total Damages
Philadelphia	72 (8,978 units)	3,975	12,953	59	-	\$14,707.08

Source: PHA



### 2.1.5 Social Equity, Fair Housing, and Civil Rights Data

As a result of the widespread impact of Hurricane Ida, the entire city of Philadelphia has been classified as a MID area. The City is committed to utilizing its allocated funds to benefit as many residents as possible, with a particular focus on low- and moderate-income (LMI) individuals and vulnerable populations. In order to ensure compliance with equitable considerations for vulnerable populations, protected classes under fair housing and civil rights laws, racially and ethnically concentrated areas of poverty, and historically underserved communities, a comprehensive demographic analysis of the city was conducted. This analysis aimed to identify specific housing insights related to socioeconomic concentrations of minority groups, underserved populations, and vulnerable communities.

The City has already engaged residents through various outreach efforts. These efforts have involved communication with local community leaders and stakeholders, collaboration with nonprofit organizations, direct engagement with residents, and public surveys to identify community impacts and critical needs. Initial findings have revealed significant needs among LMI communities, vulnerable populations, and historically disenfranchised neighborhoods and groups. The City will continue to prioritize its efforts in these communities to ensure equity in the city's recovery endeavors.

Ongoing community engagement will occur throughout the planning process and will be communicated through traditional print media, electronic media, social media platforms, housing and social service providers, and collaborative efforts with nonprofit organizations. Information-sharing websites, support hotlines, pop-up events (both virtual and in-person), crowdsourcing campaigns, and stakeholder collaborations during city-sponsored events, including public school and district events, will be utilized to ensure a broad range of residents can provide their input.

To promote inclusivity, support services will be provided to participants in the residential outreach efforts. These services will include various language options and accessibility measures in accordance with the City's public participation and Language Access Plans.

#### 2.1.5.1 Grantee Demographics and Disaster Impacted Populations

Philadelphia, the largest city in the state of Pennsylvania, accounts for 12% of the state's population. According to the 2021 Census, Philadelphia has a higher concentration of Black or African-American residents compared to the state average, making them the most impacted demographic group by Hurricane Ida in Philadelphia, as shown in the demographic table below. While Philadelphia has fewer White residents than the state average, approximately 40% of Philadelphia's population is White and was designated as Most Impacted and Distressed (MID) for Hurricane Ida. The percentage of residents with disabilities in Philadelphia is 1.8% higher than the state average, indicating a higher propensity for disabled populations to reside in the city.

Hurricane Ida caused significant and unforeseen damage in Philadelphia, disproportionately

affecting vulnerable populations, particularly residents of color. Approximately 62% of all Philadelphia residents fall into the low- to moderate-income (LMI) category, earning less than 80% of the Annual Household Median Income of \$52,649, based on HUD's 2014-2018 Comprehensive Housing Affordability Strategy Data. Low- to moderate-income households and individuals who already experience high cost burdening were statistically unable to undertake mitigation retrofits for their aging and deteriorating infrastructure prior to the hurricane's impact.

Table 17: Demographics and Disaster Impacted Populations

Demographic	Area-Wide Estimates (State)	Area-Wide Percent	Disaster Declaration Estimate (City)	Disaster Declaration Percent (City)	MID Estimates (City)	MID Percent
Total Population	12,970,650	100%	1,596,865	100%	1,596,865	100%
Under 5 years	700,792,	5%	102,394	6%	102,394	6.4%
65 years and over	2,361,790	18%	219,185	13.7%	219,185	13.7%
Population with a Disability	1,767,211	14%	252,235	15.8%	252,235	15.8%
White or Caucasian	10,153,752	78%	614,147	38.5%	614,147	38.5%
Black or African American	1,425,210	11%	651,978	40.8%	651,978	40.8%
American Indian and Alaska Native	20,511	0%	5,010	0.3%	5,010	0.3%
Hispanic	1,023,055	8%	244,606	15%	244,606	15%
Asian	460,932	4%	118,297	7.4%	118,297	7.4%
Native Hawaiian and Other Pacific Islander	4,426	0%	748	0.0%	748	0.0%
Two or More Races	555,201	4%	84,197	5.2%	84,197	5.2%
Other	350,618	4%	122,488	8%	122,488	7.7%

#### 2.1.5.2 Income

Income plays a crucial role in conducting impact and needs analysis and developing CDBG-DR recovery projects. CDBG-DR funds require that at least 70% of the total allocation be used to benefit LMI individuals.

According to the 2021 Census ACS 5-Year Estimates, the median household income in

Philadelphia is significantly lower than the state average, with a 22% difference. The city's median household income of \$52,649 is even more concerning when compared to the national median household income of \$70,784. This income disparity helps explain why Philadelphia's poverty rate (23%) is double that of the state (12%), leaving 18% of Philadelphia families living in poverty compared to 8% for the entire state of Pennsylvania.

Table 18: Income Demographics

Income/Economic Demographics	Statewide	Areas Impacted by Disaster (Philadelphia)	HUD MIDs
Median Household Income	67,587	52,649	52,649
Per Capita Income	37,725	32,344	32,344
Persons in Poverty (percent)	11.8%	22.8%	22.8%
Families in Poverty (percent)	8.0%	18.3%	18.3%

Source: U.S. Census Bureau, 2021 American Community Survey 5-Year Estimates

Table 19: Income Demographics - Low Income

Income/Economic Demographics	Statewide	Areas Impacted by Disaster (Philadelphia)	HUD MIDs
Income in the past 12 months below poverty level	1,482,811%	354,643	354,643

Source: U.S. Census Bureau, 2021 American Community Survey 5-Year Estimates

When analyzing income data in relation to disaster impacts and recovery, two key factors must be considered. First, lower-income populations and those living in poverty are more severely affected by disaster impacts due to their limited funds for property maintenance and improvements. It is extremely challenging for low-income households to afford necessary property maintenance projects, such as roof repairs or foundation work, especially given the age of many properties in Philadelphia, with over 40% built prior to 1940.

Individuals living below the federal poverty line are particularly vulnerable to the debilitating impacts of natural and human-caused hazards. They often lack the financial means to adequately prepare, respond, and recover from disasters. For example, FEMA recommends having a small cash reserve for emergencies, but households struggling to meet basic needs may find this difficult or impossible. Insurance coverage, such as home or flood insurance, is another indicator of faster recovery from disasters, but many individuals living in poverty cannot prioritize insurance due to limited resources.

### 2.1.5.3 LMI Analysis

Low-Moderate income (LMI) persons and households are those that earn 80% or less of the area median income. LMI qualification is an important eligibility criteria for a majority of CDBG-DR funding. According to HUD's FY 2022 ACS 5-Year 2011-2015 Low- and Moderate-

Income Summary Data, 64% of Philadelphia's population qualifies as LMI. The city's average household income is \$52,649. Under the ongoing distress from previous disaster events or crises, the overall population faces challenges in making adequate housing improvement plans, with LMI communities being the most affected. Since the entire city of Philadelphia has been designated as MID and is the recipient of CDBG-DR funding, the MID area includes a majority of LMI-qualified population within the city.

Table 20: LMI Analysis - Federally Declared Disaster Areas

County/ Municipality	Non-MID- Total LMI Persons	Non-MID- Total Population	Non-MID- Percentage LMI	MID- Total LMI Persons	MID- Total Population	MID- Percentage LMI
Philadelphia	N/A	N/A	N/A	1,209,405	1,504,430	64.38%

Source: 2022 HUD LMISD Calculations

Figure 10: FEMA Individual Assistance (IA) Registrations by Zip Code and Race

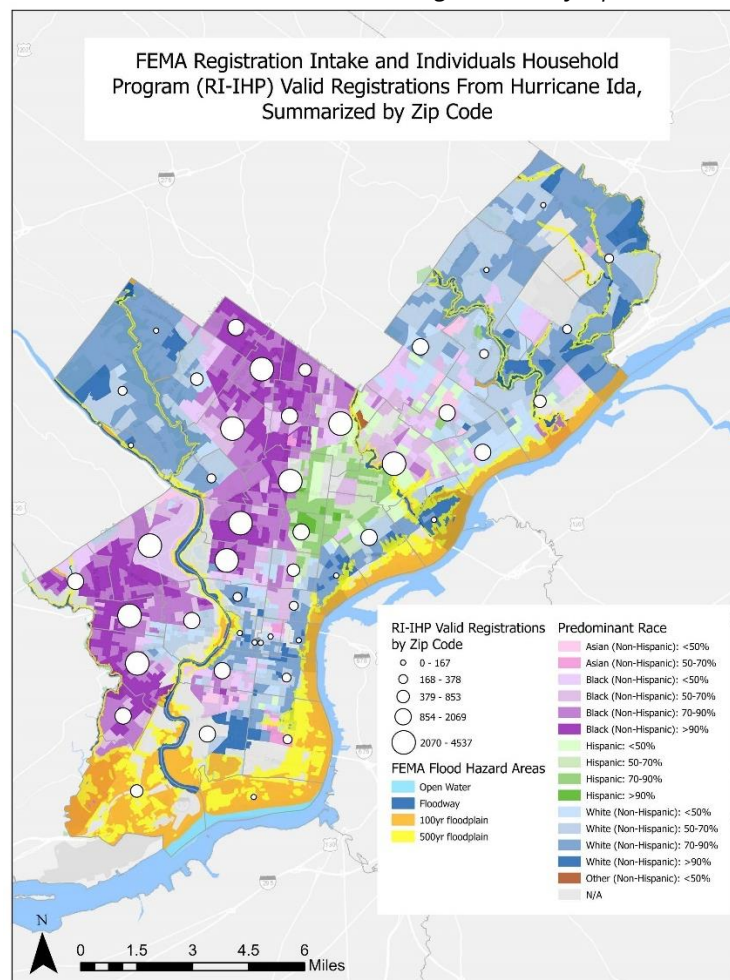
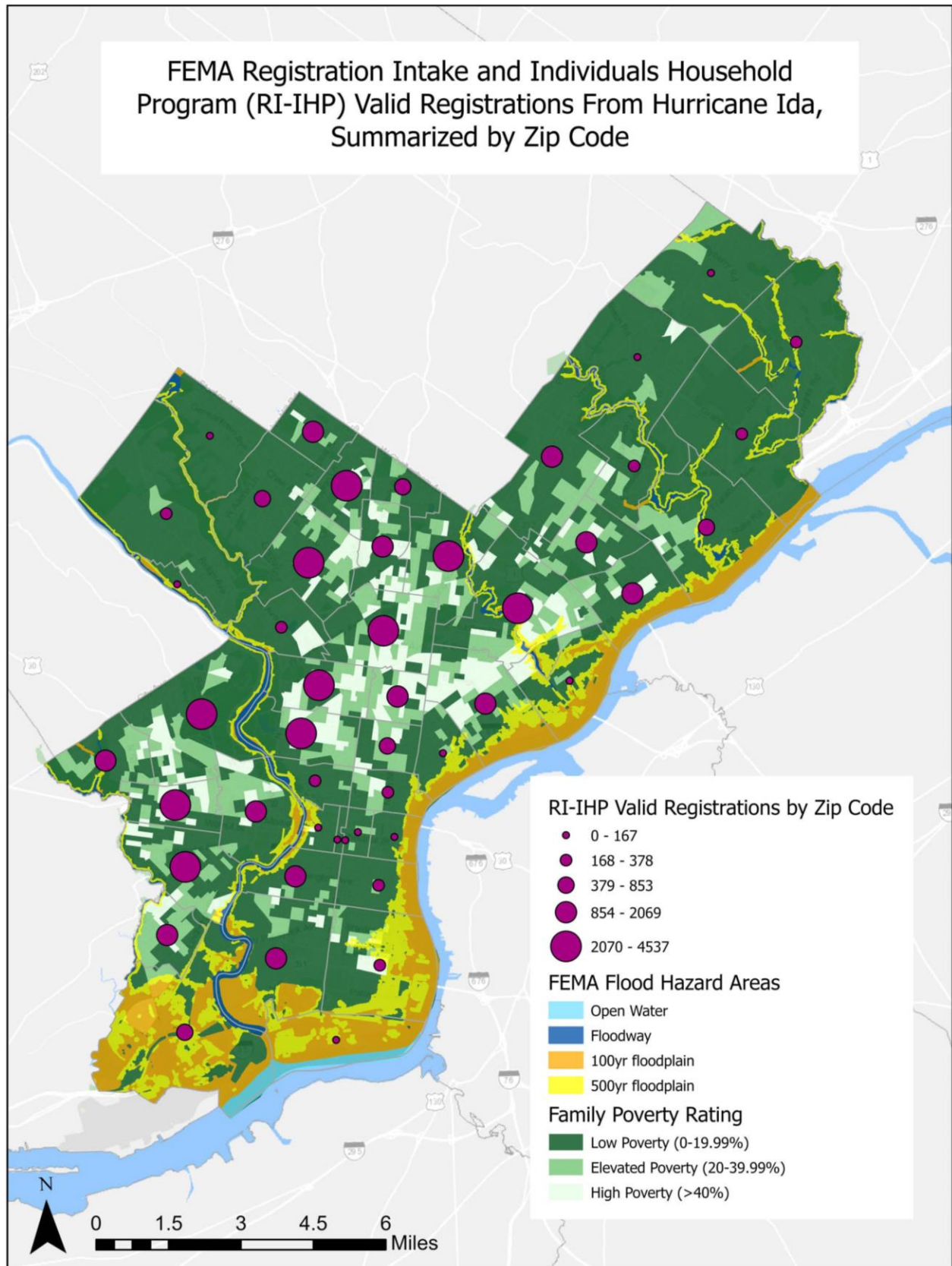


Figure 11: FEMA Individual Assistance (IA) Registrations by Zip Code and Poverty Rating



### 2.1.5.4 Housing Cost Burden

As described in Section 2.1.1, high housing costs make it challenging for households to afford other essential needs due to the high costs of housing. While cost burdening can affect households across the income spectrum, it disproportionately impacts those with lower incomes, as they have fewer financial resources available once housing costs are accounted for. The Consolidated Plan highlights that low-income households and renter households experience housing cost burdening at higher rates compared to higher-income and homeowner households, with a significant portion consisting of families with children and individuals with disabilities. Additionally, housing issues disproportionately affect Black, Indigenous, People of Color (BIPOC) households and their communities, while White households experience these issues at a lower rate than the city average.

According to the 2021 U.S. Census Bureau American Community Survey 5-Year Estimates, nearly 40% of households in Philadelphia are classified as cost burdened, meaning they spend 30% or more of their income on housing costs. Among these cost-burdened households, renters make up a substantial proportion (62%). Furthermore, 52% of all renters in Philadelphia experience cost burdening, while only 27% of homeowners face the same challenge. Among homeowners, those with existing housing debt, such as a mortgage, are more likely to be cost burdened, with 32% of owners with a mortgage experiencing this financial strain, compared to 19% of homeowners without a mortgage.

Table 21: Renter/Owner Cost Burdening

Category	Owners	Renters	All Households
Spending Less Than 30% of Income on Housing	242,997 (73%)	137,645 (48%)	380,642 (61%)
Spending 30% or More of Income on Housing	90,688 (27%)	148,706 (52%)	239,394 (39%)
All Households	333,685 (100%)	286,351 (100%)	620,036 (100%)

U.S. Census Bureau, 2021 American Community Survey 5-Year Estimates

### 2.1.5.5 Manufactured Housing

Manufactured housing, still referred to as mobile homes by FEMA and identified as such in the IA data, represents less than 1% of Philadelphia's housing stock, based on the American Community Survey 2021 5-year estimates. Among applicants for individual assistance, FEMA's data indicates that manufactured homes accounted for less than 1% (133) of all dwelling types. Of those applicants with manufactured homes, 92% (123) reported home damage, and 45% (60) indicated a need for shelter. However, FEMA identified only 9 out of the 123 units claiming damage (7%) as having verified real property loss. As a result, only 6 units were awarded repair funds for real property loss.

While the number is not significantly high, the zip codes with the highest number of manufactured housing applicants were 19128 and 19140, each with 11 applicants. These zip codes encompass the Roxborough-Manayunk section and the Tioga section of Philadelphia,

respectively. It is worth noting that the 19140 zip code was identified as one of the areas most heavily impacted by Hurricane Ida, according to FEMA's heat map data.

Table 22: Manufactured Housing Units Impacted by Disaster

County	Total Number of Units	Number of Units with FVL (Real Property)	% of Total Units in County	FVL (Real Property \$)	FEMA Repair Amount	Remaining Unmet Need
Philadelphia	1,921	9	0.5%	\$118,711	\$106,232	\$12,479

Source: U.S. Census Bureau, 2021 American Community Survey 5-Year Estimates, FEMA IA

Table 23: Actual Manufactured Housing Unmet Need Estimate

County	Units with FVL (Real Property)	FVL (Real Property \$)	FEMA Repair Amount	Remaining Unmet Need	Adjusted Damage Estimate (\$78,173)	Actual Unmet Need
Philadelphia	9	\$118,711	\$106,232	\$12,479	\$712,557	\$606,324

Source: FEMA IA

#### 2.1.5.6 Assisted Housing

Assisted housing refers to properties that receive various benefits, as defined by HUD. These benefits include Federal Housing Administration (FHA) mortgage insurance, federal mortgage interest subsidies, project-based rental assistance such as Project Rental Assistance Contracts (PRAC), HOME-Home Investor Partnerships Programs, Community Development Block Grant (CDBG), Neighborhood Stabilization Program (NSP), and other HUD funding allocated through state and local jurisdictions.

At this time, data on the flooding impact of housing units classified as assisted housing beneficiaries is still pending analysis. Initial findings by the City indicate no significant need, but ongoing monitoring will be conducted to assess any potential impact.

Table 24: Assisted Housing Impacted by the Disaster

County	Total Housing Choice Vouchers	Total Impacted Housing Choice Voucher Units	Total LIHTC Units	Total Impacted LIHTC Units	Total Public Housing Dwelling Units	Total Impacted Public Housing Dwelling Units	Remaining Unmet Need
Philadelphia	17,605	0	18,016	0	12,953	0	0

Source: HUD, Philadelphia Housing Authority

#### 2.1.5.7 Unhoused Population

The storm event had minimal impact on unhoused populations. Many individuals were able to relocate to safer areas during the storm, as reported by the Continuum of Care (CoC). The

CoC informed the unhoused and those in encampments about the approaching storm, heavy rainfall, and flooding, advising them to seek shelter by moving indoors, accessing Single Room Occupancies (SROs), or reuniting with family or friends. Outreach teams also encouraged those who declined these options to relocate to other parts of the city for their safety. As a result, there was only a slight increase in shelter utilization from August to October. Only one emergency shelter facility and traditional housing shelters experienced minor structural damage, specifically flooding at the rear of the building.

Table 25: Point in Time Count

Geography	Emergency Shelter	Transitional Housing	Unsheltered Homeless	Total Known Homeless
Area Wide	2,886	815	788	4489
FEMA Declared	100%	100%	100%	100%
MID	2,886	815	788	4489

Source: HUD

#### 2.1.5.8 Point-in-Time Count - Impacted by Disaster

Point-in-time counts are conducted to capture an accurate snapshot of the homeless population in Philadelphia, including individuals who may be difficult to track. According to HUD PA-500, there are 4,489 individuals experiencing homelessness in Philadelphia, out of which 788 were unsheltered and directly impacted by Hurricane Ida. Those who cannot be reached for advance emergency warnings are at a heightened risk of severe flooding or other weather-related crises.

#### 2.1.5.9 Individuals With Access and Functional Needs

Individuals with access and functional needs (AFN) require additional assistance in emergency or disaster situations due to temporary or permanent conditions that limit their ability to respond effectively. This group encompasses individuals with disabilities, seniors, those with limited English proficiency, limited access to transportation, and limited financial resources to prepare for, respond to, and recover from emergencies or disasters (FEMA, 2021). The City's Hazard Mitigation Plan recognizes the importance of prioritizing individuals with access and functional needs for appropriate considerations.

#### 2.1.5.10 Limited English Proficiency Breakdown of Disaster-Related Areas

Around 11% of Philadelphia residents speak English less than fluently, according to the U.S. Census Bureau (2021). Out of the 13 primary languages spoken in Philadelphia, there are 160,351 residents who have limited proficiency in English. Figure 2.7 illustrates that nearly half of the individuals (approximately 12%) who speak languages other than English at home have limited English proficiency.

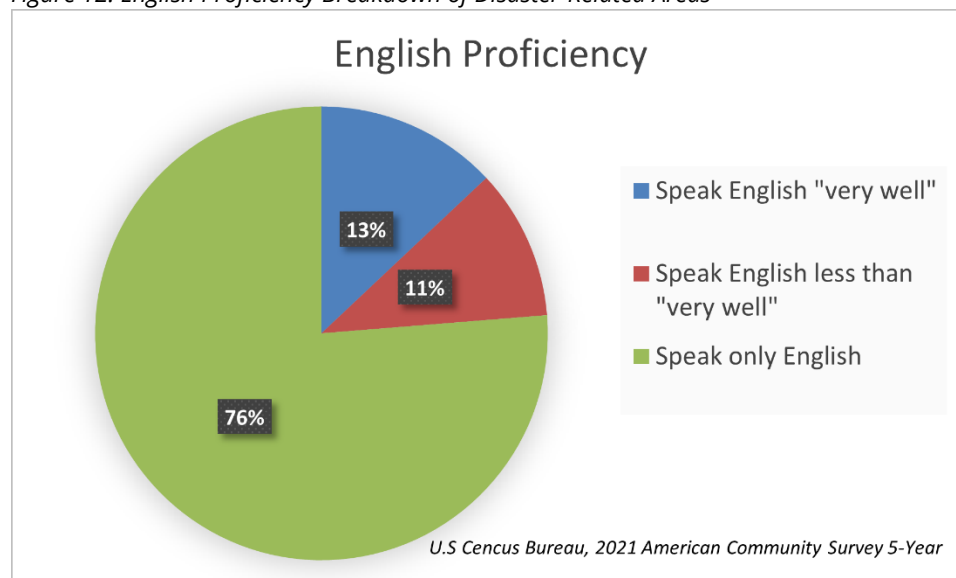
Table 26: Limited English Proficiency Breakdown of Disaster-Related Areas

County/Municipality	Estimate Speak English Less than 'Very Well'	Percent Speak English Less than 'Very Well'
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No data entered.	160,351	11%
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Figure 12: English Proficiency Breakdown of Disaster-Related Areas



### 2.1.5.11 Other Populations with Special Needs

#### Persons with Disabilities

The U.S. Census Bureau provides a definition of disability as "a long-lasting sensory, physical, mental, or emotional condition or conditions that make it difficult for a person to engage in functional or participatory activities such as seeing, hearing, walking, climbing stairs, and learning" (U.S. Census Bureau, 2019e, Table S1810).

According to the American Community Survey 2021 5-Year Estimates, approximately 16.9% of Philadelphia's population aged five and older are living with one or more disabilities. These disabilities can range from behavioral health difficulties to mobility, hearing, and vision impairments, which may impact individuals' ability to respond to and recover from extreme weather events. Residents with disabilities are considered a vulnerable population and may require additional support to effectively manage their needs before, during, and after a crisis. It's important to address the challenges posed by impaired streets for emergency services, as it can further exacerbate risks for residents with disabilities, who may face significant health challenges during and following a crisis.

Table 27: Individuals with Disability & Age

Age	Individuals with a disability	Percent of population in age group
Under 5 years	835	1%
5 to 17 years	20,870	9%
18 to 34 years	35,649	8%

35 to 64 years	114,084	20%
65 to 74 years	42,052	34%
75 years and over	48,156	55%
<b>Totals</b>	<b>261,646</b>	<b>17%</b>

### Shortage of Accessible Housing

According to Philadelphia's Assessment of Fair Housing Report, there are 261,646 individuals with disabilities in Philadelphia, accounting for 16.7% of the population. These individuals require housing units that are suitable for their specific needs and affordable. However, finding accessible and affordable housing has proven challenging for residents with disabilities in Philadelphia. The report highlights a significant disparity between the number of people with disabilities in poverty and those living in subsidized housing, indicating a shortage of affordable and accessible housing options for disabled residents. With most disabled residents having fixed incomes and limited options as rental costs increase, finding accessible and affordable units has become increasingly difficult.

Even before the widespread damages caused by Hurricane Ida, the availability of housing for residents with specific accessibility needs was inadequate. The Assessment of Fair Housing report identifies affordable housing as a pre-existing challenge for low- to moderate-income residents, unhoused populations, and the general public. Many buildings and public infrastructure in Philadelphia were designed prior to the implementation of the Architectural Barriers Act of 1968, and they have not been updated to comply with its accessibility standards. These structures are in dire need of improvement and upgrading, although this can be challenging due to design limitations or physical constraints. To address this issue, the city may need to consider supporting the development of new housing units that can accommodate accessibility needs, thus expanding the availability of accessible housing.

### Senior Residents

Senior citizens are considered a vulnerable population due to the challenges that can arise with aging, including health concerns, mobility limitations, and reduced income as reliance on fixed income increases. According to Census data compiled by the Philadelphia Corporation for Aging in 2021, there are 311,808 individuals aged 60 or older in Philadelphia. Among this group, 75,769 live below the federal poverty line. Among those living below the poverty line, the following percentages experience specific difficulties: 14% have cognitive difficulties, 30% have ambulatory difficulties, 9% have vision difficulties, 12% struggle with hearing, 23% experience challenges with instrumental activities of daily living (such as cooking, cleaning, transportation, laundry, and managing finances), and 14% struggle with at least one activity of daily living (such as eating or bathing). Severe flooding scenarios or other city-wide crises can pose an increased threat to senior residents as their access to routine daily living support may be delayed, surpassing the threshold for survival.

### Children

According to the 2021 ACS 5-year data, children under the age of 18 make up approximately

22% of Philadelphia's population. Similar to senior residents, children are highly affected by disasters, and households with multiple children require support in managing crises and the recovery process. Children rely on their parent(s) or legal guardians for essential needs, but during a disaster, providing for these necessities can pose significant challenges, especially for children in low- and moderate-income (LMI) and underserved communities, as well as those with disabilities. Additionally, the long-term effects of a disaster can have a detrimental impact on children's mental health and development. It is crucial to address the specific needs of children and ensure their well-being during and after a crisis.

Table 28: Children 18 and Under

Children 18 and Under	Philadelphia
Total Population	1,586,865
Percent of children under 18 years	21.8%
Percent of children below the federal poverty level	31.9%
Percent of disabled children	10.3%

## 2.2 Infrastructure Unmet Need

### 2.2.1 FEMA Public Assistance

The City of Philadelphia identified considerable impacts on public facilities and infrastructure from Hurricane Ida that damaged public buildings, roads and bridges, utilities, and parks. The City is coordinating and evaluating the impacts of Hurricane Ida on infrastructure and public facilities in partnership with FEMA. Project scoping and reviews are ongoing. FEMA PA-eligible activities include emergency work and permanent restoration work, which are divided into the following categories:

- Emergency work
  - Debris Removal; and
  - Emergency Protective Measures.
- Permanent work
  - Roads and Bridges;
  - Water Control Facilities;
  - Buildings and Equipment;
  - Utilities; and
  - Parks, Recreational, Other.

Current estimates for FEMA PA eligible emergency work and damage to public facilities and infrastructure place the total cost at approximately \$9.5 million.

Table 29: FEMA Public Assistance Program

PA Category	# Damaged Sites	Sum of Approx. Cost	Sum of Federal Share	Sum of Non-Federal Share
A – Debris Removal	Multiple/Citywide	\$706,377.43	\$635,739.69	\$70,637.47

B - Protective Measures	Multiple/Citywide	\$790,407.19	\$711,366.47	\$79,040.72
C - Roads and Bridges	N/A	\$0.00	\$0.00	\$0.00
D - Water Control Facilities	4	\$4,757,288.25	\$4,281,559.43	\$475,728.82
E - Public Buildings	8	\$2,409,576.00	\$2,168,618.40	\$240,947.60
F - Public Utilities	N/A	\$0.00	\$0.00	\$0.00
G - Recreational or Other	6	\$849,406.15	\$764,465.54	\$84,940.62
Z - State Management	N/A	\$475,000.00	\$475,000.00	\$0.00

Source: FEMA PA

The table below builds off of the previous FEMA PA table. HUD allows grantees to include a 15% mark up for resilience improvements, so the following table shows the total local match by category with the additional 15%, resulting in the Total Need column.

Table 30: Total Cost and Need by PA Category

PA Category	Estimated PA Cost	Local Match	Resiliency	Total Need (Match + Resiliency)
A - Debris	\$706,377.43	\$0.00	15%	\$105,956.61
B - Emergency Measures	\$790,407.19	\$0.00	15%	\$118,561.08
C - Roads and Bridges	\$0.00	\$0.00	15%	\$0.00
D - Water Control Facilities	\$4,757,288.25	\$0.00	15%	\$713,593.24
E - Building and Equipment	\$2,409,576.00	\$0.00	15%	\$361,436.40
F - Utilities	\$0.00	\$0.00	15%	\$0.00
G - Other	\$849,406.15	\$0.00	15%	\$127,410.92
<b>Total</b>	<b>\$9,513,055.02</b>	<b>\$0.00</b>		<b>\$1,426,958.25</b>

Source: FEMA PA

While FEMA has determined approximately \$9.5 million in damages to be eligible under its Public Assistance Program, that number does not reflect the entirety of the damage. Not only was the damage considerable in scale, but Hurricane Ida also impacted a wide range of facility types, including public buildings, roads, utility infrastructure and parks. Additional damage is summarized and documented below.

## 2.2.2 Transportation

Floodwaters damaged major roadways and caused temporary closure of hundreds of other roads and bridges until the waters receded. Closures of local roadways and bridges greatly increased commuting times and negatively impacted response times for emergency

services. As described in the executive summary, I-676 was closed for several days because significant portions of the highway were submerged in floodwaters. According the Federal Highway Administration (FHWA), Hurricane Ida caused approximately \$3.8 million in damage to Federal-aid highways in Philadelphia. Hurricane Ida also disrupted Amtrak's rail operations while also damaging rail facilities. According to Amtrak, the storm caused approximately \$4.1 million in damage to operations and facilities in Philadelphia.

Figure 13: Interstate 676



### 2.2.3 Buildings and Equipment

Hurricane Ida flooding also significantly impacted numerous public facilities, government buildings, schools, police and fire stations, medical services and offices, and other businesses. The Greys Ferry Steam Station also had to be taken offline due to dangers posed by the flooding causing a temporary loss of steam at Pennsylvania Hospital, Thomas Jefferson's main hospital campus, and Penn Medicine's Rittenhouse Campus.

In addition to the public facilities described above, Hurricane Ida significantly impacted City facilities. More specifically, Hurricane Ida damaged Engine 34 in East Falls and Engine 12 in Manayunk. Impacts included flooding and damage on the ground floor and lower levels of both facilities. Facility equipment and building infrastructure was also substantially damaged.

### 2.2.4 Parks & Recreation and Other Facilities

Facilities and infrastructure assets managed by Philadelphia Parks and Recreation (PPR) were substantially damaged across 28 different sites. Specific assets include the docks, recreation centers and facilities, river banks and walls, the Schuylkill River spectator grandstand, building systems and equipment in PPR facilities (i.e. HVAC, fire alarm systems, electric panels, elevators, etc.), numerous trails, river and waterway amenities, historic features, art, playgrounds, lighting, trees, and landscaping. One of the most heavily damaged trails was the Manayunk Canal Tow Path, which had to be closed for repairs due to flooding that washed away major portions of the path and railings. The Schuylkill River Trail in Schuylkill River Park and East Fairmount Park and the Pennypack Park Trail also suffered damage. Additionally, seven miles of trails and some parking lots in Wissahickon Valley Park were damaged. The storm also deposited debris at sites along the river, including large piles of debris, vehicles, and equipment. The Fairmount Dam and Dell Music Center were also impacted along with various recreation buildings and playground facilities across the City. The total estimated damage was at least \$6.1 million.

### 2.2.5 Utilities

#### 2.2.5.1 Water Infrastructure

A major consequence of the storm was an impact on water infrastructure including potable water, wastewater, and stormwater services. Floodwaters damaged the raw water intake pumps on the Schuylkill, forcing the Philadelphia Water Department to suspend operations water treatment facilities. During consultations with PWD, staff noted the disruption to the water access from the storm event. If a similar outage knocked out an additional facility, Philadelphia's access to clean water would have been severely limited.

Floodwaters also inundated the City's wastewater systems, which are mostly combined sewers. During the storm event, the systems normal capacity was inundated. Impacts included overcapacity that led to sewer overflows and backups. In the City, flooding came

within a few feet of knocking out the electrical systems for the sewage treatment plant. The City was forced to shut down critical water infrastructure facilities.

PWD estimates over \$455 million in unmet recovery needs that address direct and indirect impacts from the remnants of Hurricane Ida. This estimate includes large-scale projects that will restore and improve critical facilities such as water treatment plants, pumping stations, key transmission mains, and stormwater management infrastructure impacted by Hurricane Ida. Specific sites include but are not limited to:

Table 31: Water Infrastructure Unmet Needs

Site/Project	Estimate Cost
Ladner's Point Fresh Water Pumping Station Reconstruction	\$285,000,000
Queen Lane Raw Water Pumping Station Restoration & Betterment	\$120,000,000
42nd St. Waste/Storm Water Pumping Station Restoration & Betterment	\$50,000,000
Germantown Wingohocking Creek Flooding	\$5,000,000

Source: Philadelphia Water Department (PWD)

### 2.2.6 Hazard Mitigation

FEMA's Hazard Mitigation Grant Program (HMGP) provides funding to State, local, tribal and territorial governments so that they can rebuild in a way that reduces, or mitigates, future disaster losses in their communities. HMGP assists communities in rebuilding in a better, stronger, and safer manner to become more resilient to future natural disaster events. This grant funding is available after a presidentially declared disaster and can fund a wide variety of mitigation projects.

HMGP can be used to fund projects to project either public or private property, as long as the project fits within State and local government mitigation strategies to address areas of risk and complies with HMGP guidelines. OEM, in coordination with the City of Philadelphia's Hazard Mitigation Steering Committee, manages the City application process for HMGP funding. No HMGP applications associated with the disaster declaration were identified by OEM.

## 2.3 Economic Revitalization Unmet Need

### 2.3.1 Disaster Damage and Impacts - Economic Revitalization

All disasters result in economic impacts, from business disruption to disaster related unemployment. Businesses and private industry structures, including restaurants, shops, grocery stores, gas stations and other businesses, were destroyed, threatening the ability for communities to have access to the services needed for residents to come back. The impact varied from neighborhood to neighborhood.

### 2.3.2 Unemployment Rates

According to data released by the U.S. Bureau of Labor Statistics in March 2023, Philadelphia's unemployment rate was 4.4 percent.

### 2.3.3 Small Business Administration (SBA) Commercial Losses

The SBA offers Economic Injury Disaster Loans (EIDL) and Business Disaster Loans to businesses to repair or replace disaster-damaged property owned by the business, including real estate, inventories, supplies, machinery, equipment, and working capital until normal operations resume. Businesses of all sizes are eligible. Private, nonprofit organizations, such as public service, faith-based, and private universities, also are eligible. The law limits business loans to \$2 million and the amount cannot exceed the verified uninsured disaster loss.

For the 2021 disaster, DR 4618, there were 47 SBA business loan applications from impacted counties, totaling over \$12 million in verified losses. In total, around \$4.1 million in SBA assistance was loaned to impacted businesses.

### 2.3.4 Total Business Loans Approved by the SBA

Table 32: Total Business Loans Approved by the SBA

County	Business Code	Approved Business/EIDL Loans	Total Business/EIDL Loan Applications	Total Approved (\$)
Philadelphia	Pending	14	47	\$4,116,700

Source: SBA

Table 33: SBA Business Loan Data

Damaged Property County Name	Total Verified Loss	Total Approved Loan Amount (Business/EIDL)	Total Unmet Need
Philadelphia	\$12,007,726.16	\$4,116,700	\$7,891,026

Source: SBA

### 2.3.5 Philadelphia Merchants Fund Support

While the SBA data provides insight into businesses that applied for assistance, this does not reflect the full impacts of the disaster. The City continues to work with community organizations, chambers of commerce, business organizations, and impacted areas to further refine the economic impact and unmet economic recovery needs. This includes the Philadelphia Merchants Fund.

The Merchants Fund (TMF) offers grants to Philadelphia businesses that experience an unexpected incident or emergency that severely disrupts operations or prevents the business from operating such as Hurricane Ida. Following Hurricane Ida, the Merchants Fund



distributed 62 grants totaling over \$328,000 of assistance. The average grant was \$5,290. The total amount of damage identified by all applicants combined was \$6.76 million. The total unmet need is \$6,432,000.

## 2.4 Unmet Needs Summary

This section includes a summary of the total impacts from Hurricane Ida, the total resources available, and the total unmet recovery needs. The City will continue to monitor the data available and continue its consultations with impacted areas and residents to ensure it collects the most current data available.

Table 34: Unmet Needs Summary

Category	Data Type	Total Damage	Total Resources	Unmet Need	Percentage
Housing	FEMA IA, SBA	\$810,141,000	\$41,320,000	\$768,821,000	61%
Infrastructure	FEMA PA, FHWA, Local Data	\$484,066,000	\$9,514,000	\$474,553,000	38%
Economic	SBA, Local Data	\$19,516,000	\$3,429,000	\$16,087,000	1%
<b>Total</b>	<b>N/A</b>	<b>\$1,313,723,000</b>	<b>\$54,263,000</b>	<b>\$1,259,461,000</b>	<b>100%</b>

## 2.5 Mitigation Needs Assessment

### 2.5.1 Overview

The Mitigation Needs Assessment is a risk-based assessment that summarizes the natural threats and hazards in Philadelphia. The Mitigation Needs Assessment informs how resilience and mitigation measures can be built into recovery programs and projects. [Philadelphia's 2022 All-Hazard Mitigation Plan \(HMP\)](#) provides the factual basis for developing this needs assessment and the strategy for the Philadelphia CDBG-DR mitigation set aside. The hazards outlined in this section are based on a post-disaster evaluation which was incorporated in the 2022 HMP.

In addition to current hazards posed to Philadelphia following Hurricane Ida, the Mitigation Needs Assessment also considers future threats, particularly as severe weather events become more frequent and severe. In this way, the City can ensure it minimizes vulnerabilities to the impacts of future extreme events through its recovery and mitigation projects and programs. This assessment will provide a basis upon which to propose programs and projects as part of this plan that will mitigate current and future hazards.

As part of this assessment, Philadelphia also sought to identify and address risks to indispensable services, or those services that enable continuous operation of critical business and government functions and/or are critical to human health and safety, and economic security.

Philadelphia's All-Hazard Mitigation Plan (HMP) was last updated in May 2022, and identifies eighteen natural and human-caused hazards and threats that pose the greatest risk to Philadelphia. Hazards in the plan were ranked using a standardized Risk Factor (RF) Methodology modeled off the Pennsylvania Hazard Mitigation Plan. A RF value was determined for each hazard by assigning varying degrees of risk to five weighted categories for each hazard: probability, impact, spatial extent, warning time, and duration.

The following table lists the Risk Factor calculated for each of the eighteen potential hazards identified in the 2022 HMP. Hazards identified as **high risk** have risk factors greater than or equal to 2.5. Risk Factors ranging from 2.0 to 2.4 are considered **moderate risk** hazards. Hazards with Risk Factors less than 2.0 are considered **low risk**. According to the default weighting scheme applied, the highest possible Risk Factor value is 4.0.

Table 35: Risk Factor Rankings

Hazard	0.3	0.3	0.2	0.1	0.1	Overall Risk
	Probability	Impact	Spatial Extent	Warning Time	Duration	
Flood, Flash Flood, Ice Jam	4	4	3	2	4	3.6
Opioid Addiction Response	4	4	3	1	4	3.5
Pandemic and Infectious Disease	3	4	4	1	4	3.4
Extreme Temperature	4	3	4	1	3	3.3

Hurricane, Tropical Storm, Nor'easter	3	4	4	1	3	3.3
Urban Fire and Explosion	4	3	3	4	1	3.2
War and Criminal Activity	3	4	3	4	1	3.2
Hazardous Materials Release	3	3	2	4	4	3.0
Winter Storm	4	2	4	1	3	3.0
Tornado, Windstorm	4	3	2	2	1	2.8
Terrorism	1	4	2	4	1	2.4
Drought	2	1.5	4	1	4	2.4
Cyber Terrorism	3	1	2	4	3	2.3
Building and Structure Collapse	2	2	2	4	1	2.1
Dam Failure	1	3	2	2	3	2.1
Civil Disturbance	2	2	2	2	1	1.9
Earthquake	1	1	4	4	1	1.9
Subsidence, Sinkhole	2	2	1	2	3	1.9

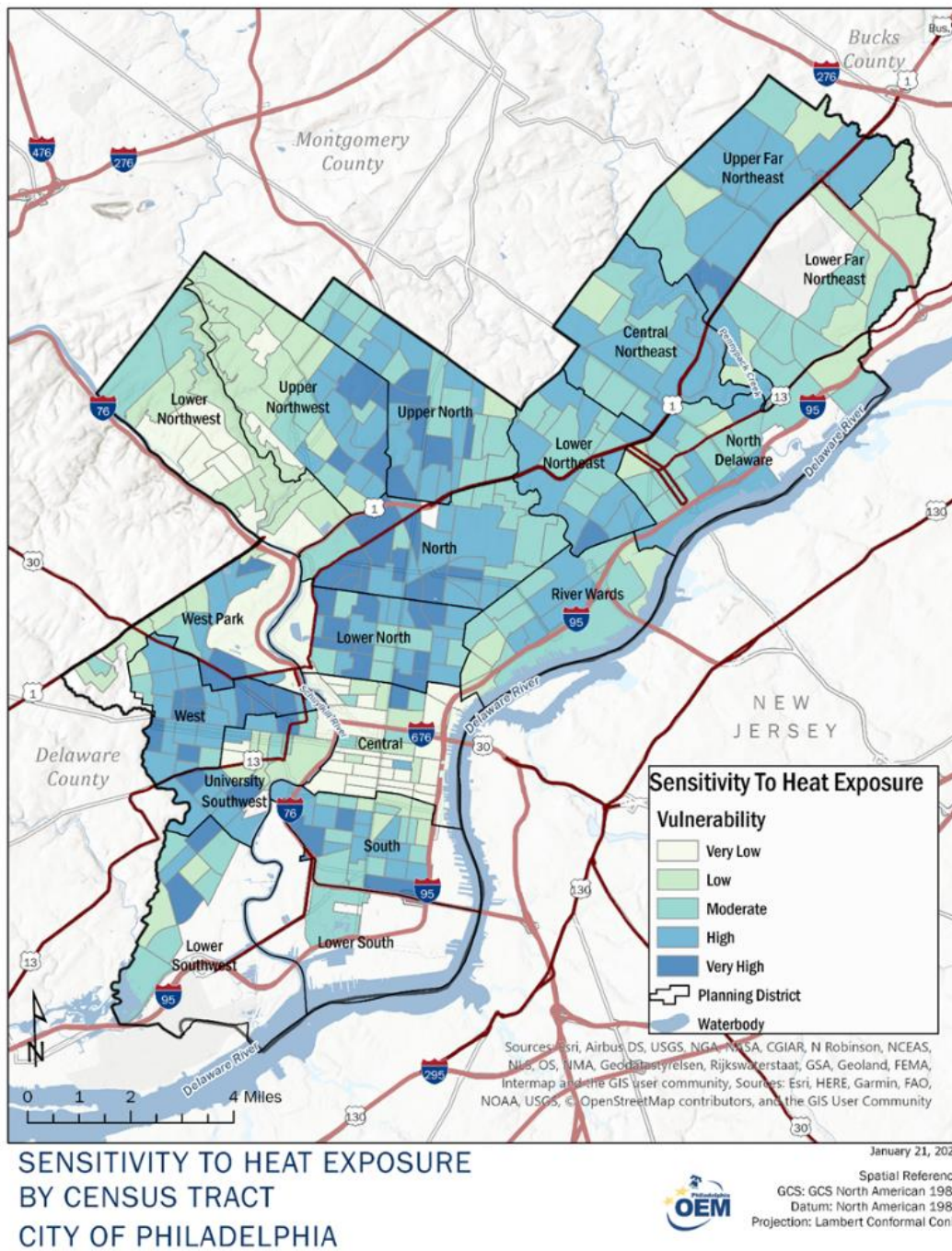
Analysts identified the greatest risk hazards as those natural hazards designated as “Top Priority” or “High Priority” in the Hazard Mitigation Plan. Flooding remains Philadelphia’s highest risk hazard. Analysts further narrowed down high-risk hazards in this Needs Assessment to hazards that Philadelphia should prioritize mitigating to increase resilience to future storm events like Ida: Extreme temperatures, flooding, tornadoes/windstorms, and cyclones (hurricanes, tropical storms, and nor’easters).

### 2.5.2 Extreme Temperatures

Extreme heat often results in the highest number of annual deaths of all weather-related hazards. In most of the United States, extreme heat is defined as a long period (2 to 3 days) of high heat and humidity with temperatures above 90 degrees (Ready.gov, 2018).

Extreme temperature events typically affect all neighborhoods within Philadelphia, but certain neighborhoods experience higher than usual temperatures during the summer due to the urban heat island effect. According to Philadelphia’s Heat Vulnerability Index (HVI), the most vulnerable neighborhoods can be up to 22 degrees hotter than the least vulnerable (City of Philadelphia, 2019). As shown by the map below, these neighborhoods are most concentrated in the North, West, and South overlapping with areas that have low-income populations. Individuals living in these areas have a higher risk of heat-related illnesses and death.

Figure 14: Sensitivity to Heat Exposure



In addition, the best available climate science has suggested that extreme temperature events will become more likely over the coming century, making the existing hazard worse. The chart below shows the increased heat risk that Philadelphians may experience by mid and end of century. This data comes from downscaled data obtained by the Philadelphia Office of Sustainability.

Table 36: Future Temperature Projections

Category	Observed (1950-1999)	Projections for 2040-2059	Projections for 2080-2099
Average summer temperatures	84.5°F	89.7 - 90.5°F	90.7 - 96.4°F
Average number of days above 95°F	3	22 - 26.4	27.8 - 66.7
Average number of days above 100°F	0	5 - 7.5	6.7 - 30.6
Hottest 7-day average temperature	92°F	97.1 - 97.9°F	97.4 - 102.4°F

Philadelphia's main challenge when faced with extreme temperatures is public health and safety, especially among populations that are more at risk due to increased exposure or intrinsic factors. Though extreme temperature events usually persist for short durations, they can cause a range of impacts to humans, animals, and infrastructure. This is especially concerning for Philadelphia where many areas of the city have a high concentration of populations more at-risk, particularly those with little or no access to adequate cooling or heating. Many Philadelphians meet criteria that make them more susceptible to hazardous effects of extreme temperatures, such as older adults (13% of the population), infants/children up to five years of age (7%), and those living below the poverty line (23%) (U.S. Census Bureau, 2019). Philadelphia's population experiencing homelessness is especially vulnerable.

When hot weather results in poor air quality, health impacts on those with respiratory conditions are also a concern. In Philadelphia, an estimated 20% of children under age five have Asthma (PHMC, n.d.) and asthma-related hospitalizations are more than five times as likely to impact Black children compared to White children (Philadelphia DPH, 2019). Besides the risks of extreme temperatures to the people, parts of Philadelphia's utility infrastructure are susceptible to extreme temperatures, which may overload the power grid or damage pipes that provide water, wastewater, and natural gas. During extreme cold episodes, frozen or fractured pipes and frozen water intakes can create service interruptions in water, drainage, and gas supply.

Transportation infrastructure can also be impacted by extreme temperatures. During extreme heat, roads and bridges can buckle due to expansion and heat kinks can form on railway lines. Extreme cold can result in freeze-thaw cycles that cause cracking or potholes in roadway surfaces. Roadway repair from this type of winter damage is the major driver of economic losses related to extreme temperatures in Philadelphia.

The National Oceanic and Atmospheric Administration's (NOAA) Storm Events Database tracks 'Heat' and 'Extreme Cold/Wind Chill' events along with deaths and injuries with data available for Philadelphia since 1996. From 1996-2021, there were 91 'Heat' events causing 260 deaths and 249 injuries. In the same period, there were 4 'Extreme Cold/Wind Chill'

causing 3 deaths and no injuries. The deadliest extreme temperature events were heat events dated: 7/12/1997, 7/4/1999, 8/6/2001, 7/1/2002, and 8/1/2006. The July 4, 1999 heat event killed 58 people and injured 124.

### 2.5.3 Flooding

Pennsylvania is one of the most flood-prone states in the United States. Southeastern Pennsylvania, where Philadelphia is located, is one of the most susceptible regions in the state. Philadelphia is situated between two tidal rivers: the Delaware River and the Schuylkill River. The City experiences tidal effects along its entire eastern border, as well as on the Schuylkill River, Cobbs and Darby Creeks in southwest Philadelphia, Tacony/Frankford Creek, and the Pennypack and Poquessing Creeks in northeast Philadelphia. Other creeks and streams within Philadelphia, like the Wissahickon Creek, are not influenced by tides.

Due to Philadelphia's geographic location and densely urbanized city center, there are multiple types of flooding that can occur within the City. Some of the most damaging floods occur within designated floodplains – the areas along rivers and major creeks – or in areas with limited drainage capacity.

Figure 15: Where Philadelphia Floods



The primary types of flooding that occur in Philadelphia include:

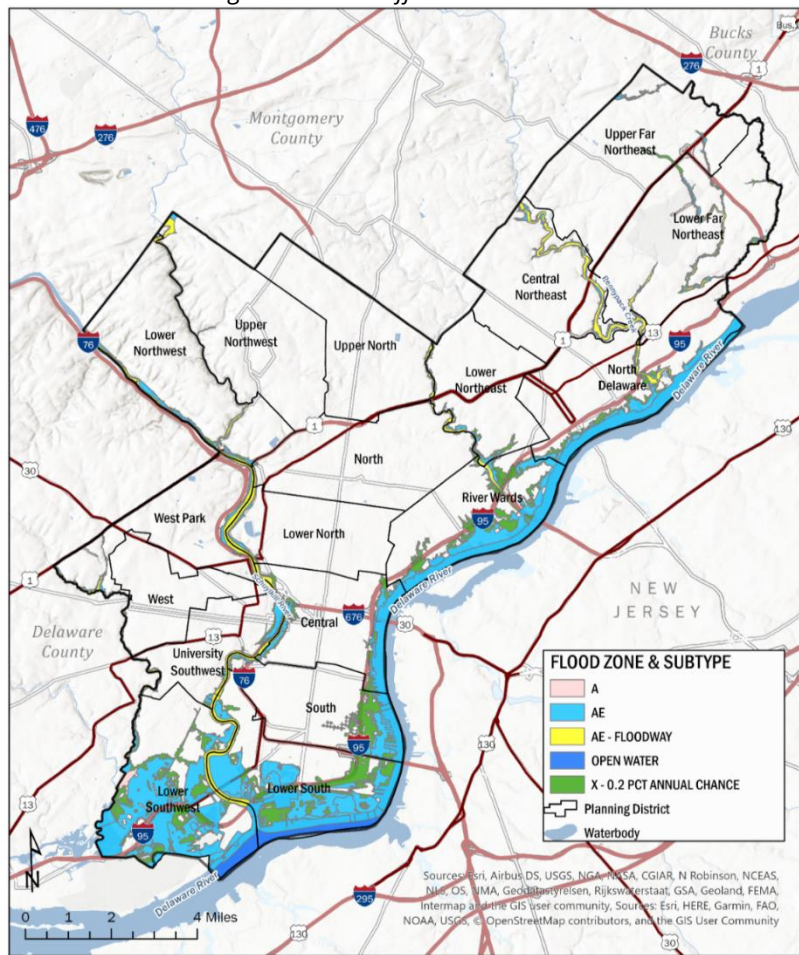
- Riverine (fluvial)
- Coastal (high tides, storm surge)
- Urban Flooding (pluvial)

Philadelphia's rivers and creeks cause flooding in the City's floodplains. **Riverine flooding** is when streams and rivers overtop the stream banks following precipitation that can range from both short or long, intense events, to lengthy but mild events which hover over a given watershed. Rapid accumulation and release of runoff waters caused by heavy rainfall, cloudbursts, landslides, or the sudden break-up of an ice jam can cause "flash flooding" and overwhelm rivers and tributaries. Because Philadelphia is located at the lower end of major watersheds, it is particularly susceptible to flooding when heavy rainfall accumulates as it flows downstream, leading to higher and faster flowing floodwaters.

Although Philadelphia is roughly 90 miles from the open ocean, the City is situated on two rivers that are influenced by the tides, so the City experiences both riverine and coastal flooding. The primary difference between riverine and coastal flooding has to do with the source of the floodwaters. **Coastal flooding** is raised water surface elevation from high-tides, storm surge, and sea level rise. The tidal Delaware River and its tributaries are susceptible to coastal flooding because they are impacted by ocean tides and storm surge. High tides on the Delaware River and Schuylkill River can also contribute to basement backups. If rainfall-induced riverine flooding and tide or storm surge-induced coastal flooding occur simultaneously, this is referred to as compound flooding.

Two areas in Philadelphia repeatedly experience catastrophic flooding: Eastwick, in southwest Philadelphia, and Manayunk, in northwest Philadelphia. Both neighborhoods have many properties with Repetitive Losses tracked by FEMA.

Figure 16: FEMA Effective Flood Zones



FEMA EFFECTIVE FLOOD ZONES:  
NATIONAL FLOOD HAZARD LAYER (NFHL)  
CITY OF PHILADELPHIA



January 21, 2022  
Spatial Reference  
GCS: GCS North American 1983  
Datum: North American 1983  
Projection: Lambert Conformal Conic

Urban Flooding is flooding in the built environment, regardless of proximity to mapped floodplains, due to the absence of storm sewers or drainage systems, or the inability of these systems to handle runoff volume and overland flow. This may present as sewer backups or accumulation in rights-of-way. Densely populated areas have a high risk for flash floods as well, as the construction of buildings, highways, driveways, and parking lots increases runoff by reducing the amount of rain absorbed by the ground. When available ground surfaces become saturated, existing groundwater levels may increase, and seep through the floors and walls of basements. Flash flooding may also lead to localized, overwhelmed sewer systems and basement backups through basement fixtures and drains.

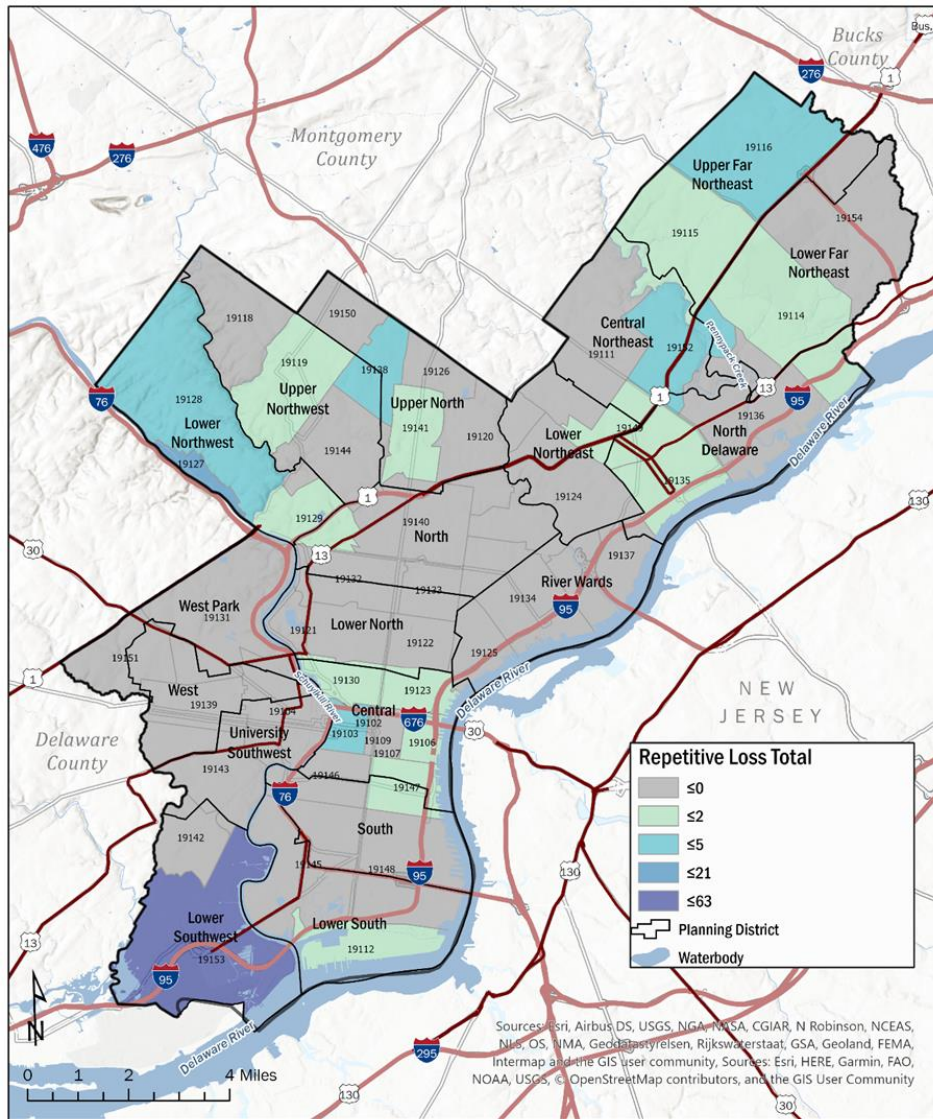
As the most common hazard for Philadelphia, flooding is a near routine occurrence for some regions of the city. Numerous instances happen throughout the year, each causing various levels of damage. The Schuylkill often has high crests, with the top ten crests averaging between 14 and 15 feet.



Flooding can cause structural losses within the City of Philadelphia, including homes, businesses, and critical facilities. According to the 2021 OPA tax account data, there are an estimated 534,717 properties in Philadelphia. Approximately 6,965 of those are located within the 1-percent annual chance area. Some of the properties within the 1-percent chance area include critical facilities. A critical facility is a facility that provides services and functions essential to a community, especially during and after a disaster.

The probability of future flooding in Philadelphia is high, especially for communities located in the 1.0-percent annual chance zone. Repetitive loss neighborhoods, such as Eastwick and Manayunk, will continue to experience significant flooding.

Figure 17: NFIP Repetitive Loss Properties by Zip Code



NFIP REPETITIVE LOSS PROPERTIES  
BY ZIP-CODE  
CITY OF PHILADELPHIA



January 21, 2022  
Spatial Reference  
GCS: GCS North American 1983  
Datum: North American 1983  
Projection: Lambert Conformal Conic

The probability of flooding increases with the compounding effects of climate change. Several circumstances resulting from climate change — such as higher sea levels and increased rainfall, such as that shown in the table above – could increase the risk of flooding to the City. Higher sea levels could cause Philadelphia’s Delaware and Schuylkill rivers to rise (despite being 90 miles inland from the mouth of the Delaware Bay). Sea Level Rise impacts will begin with nuisance flooding from high tide and smaller rain events and continue until low lying areas of the City are permanently inundated with water.

An increase in temperature, as local climate data projects, will result in more frequent and intense rainfall events. Total annual precipitation is projected to increase from 44” between 1950-1999 to about 47-49” by mid-century, and 49-50” towards the end of the century. All seasons are projected to experience increasingly wetter futures. The largest three-day winter precipitation event is projected to get heavier over the coming century from a 2” event in 1950-1999 to a 2.5-2.7” event in mid-century and a 3.0-3.3” event towards the end of the century. As temperatures warm, precipitation will shift from snow to rain/mixed conditions. Daily precipitation projections were processed across 4 grid cells over Philadelphia for a moderate future warming scenario (RCP4.5) and the high future warming scenario (RCP8.5) across two sets of climate models.

Table 37: Historical and projected precipitation indicators for Philadelphia

	<b>Observed (1950-1999)</b>	<b>Projections for 2040- 2059</b>	<b>Projections for 2080-2099</b>
<b>Average annual precipitation (inches)</b>	44.0	47.3 - 48.1	49.2 - 49.9
<b>Winter precipitation (inches)*</b>	9.9	11.0 - 11.4	11.7 - 12.6
<b>Largest 3-day precipitation event - Winter (inches)</b>	2.0	2.5 - 2.7	3.0 - 3.3
<b>Spring precipitation (inches)</b>	11.4	11.9 - 11.5	11.9 - 12.3
<b>Summer precipitation (inches)</b>	12.2	13.1 - 13.3	13.3 - 14.0
<b>Fall precipitation (inches)</b>	10.5	10.9 - 11.3	11.0 - 11.3

#### 2.5.4 Tornadoes/Windstorms

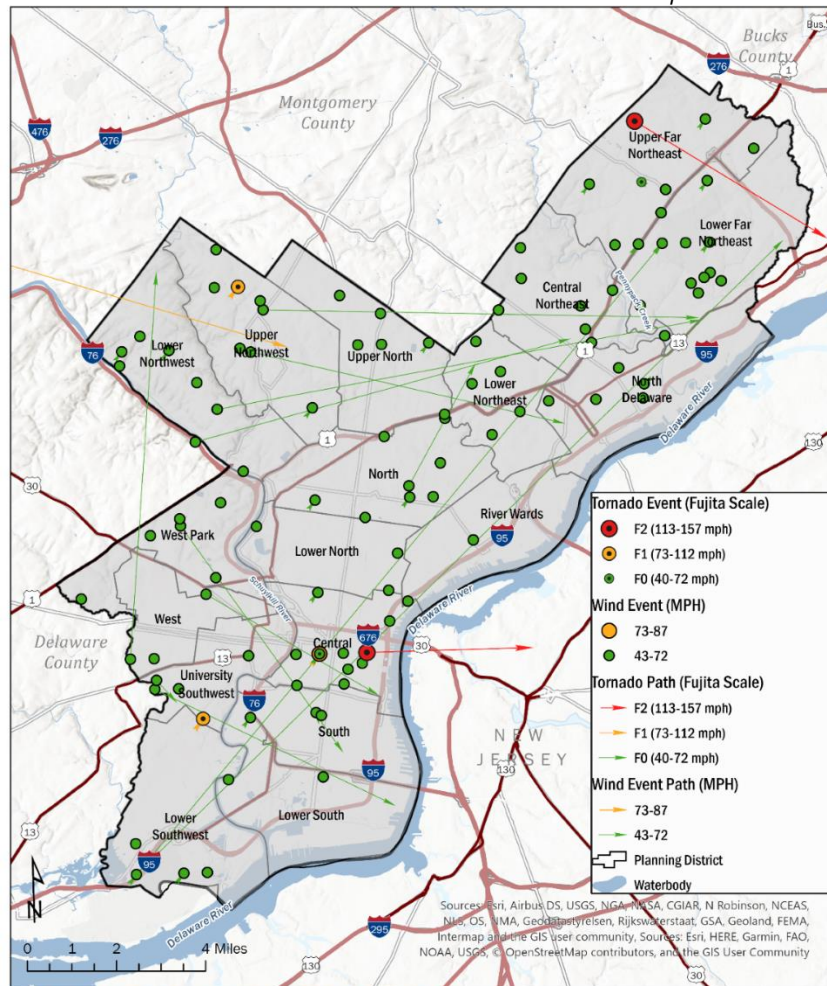
Windstorms and tornadoes can occur anywhere throughout Philadelphia. Damaging winds exceeding 50-60 miles per hour can occur during tornadoes, severe thunderstorms, winter storms, or coastal storms. These winds can have severe impacts on buildings, pulling off the roof covering, roof deck, or wall siding and pushing or pulling off the windows (PEMA, 2020). Gusts and sustained winds can cause damage to trees through fallen and downed limbs. Fallen trees and limbs can partially block waterways, affecting turbidity if the downed tree is large enough, or the tributary small enough. High winds can also cause erosion of topsoil if

the soil is dry or loose enough. Additionally, high winds can spread trash and debris over a large area, complicating clean-up efforts.

Additionally, windstorms and tornadoes can also impact local waterways. Tornadoes, should they damage chemical facilities or other facilities where chemicals are stored, can release hazardous materials into the ground, water, or air. The destruction of homes or businesses where asbestos or lead is present can also affect local health.

Between 1955 and 2019, there were 197 documented windstorms and tornadoes in Philadelphia (NOAA, 2020). These windstorms have injured individuals, damaged buildings and vehicles, downed trees and power lines, and disrupted transportation, communications, and power services. Since 1955, seven wind events classified as tornadoes directly impacted Philadelphia, all being classified an EF2 or weaker. Additionally, during Hurricane Ida in September 2021, seven tornadoes touched down throughout southeastern Pennsylvania and southern New Jersey (ABC, 2021).

Table 38: Tornado and Windstorm Events in Philadelphia



TORNADO AND WINDSTORM EVENTS  
(1955-2019)  
CITY OF PHILADELPHIA



February 28, 2022  
Spatial Reference  
Name: NAD 1983 StatePlane Pennsylvania South FIPS 3702 Feet  
GCS: GCS North American 1983  
Datum: North American 1983  
Projection: Lambert Conformal Conic

Severe windstorms and tornadoes pose a significant risk to life and property in Philadelphia by creating conditions that disrupt essential systems such as public utilities, telecommunications, and transportation routes. Fallen trees and debris are common after high wind events, which can block access to roads, bring down power and utility lines, and damage building stock. Areas with tall buildings, such as Center City and University City, are at greater risk as increased wind pressure occurs at greater heights. Construction sites are also especially vulnerable to high winds. Loose tools and construction materials, cranes, and scaffolding may loosen from exposure to high winds and become flying debris.

Tornados and windstorms also increase the risk of building collapse. Factors that increase risk of a building collapse during high wind events include building age, vacancy rate, and status as an imminently dangerous structure. Thirty-nine percent of Philadelphia's properties were built before 1939. The North and West planning districts are the next most populated with older buildings. Vacant properties also increase the risk of a building collapse because these properties fall into disrepair and neglect. Philadelphia has a higher percentage of vacant properties than the national average, with 12.3% of properties vacant as of 2019 census five-year estimates. Most areas in Philadelphia with a large percentage of vacant properties align with neighborhoods identified by the CDC as having high social vulnerability.

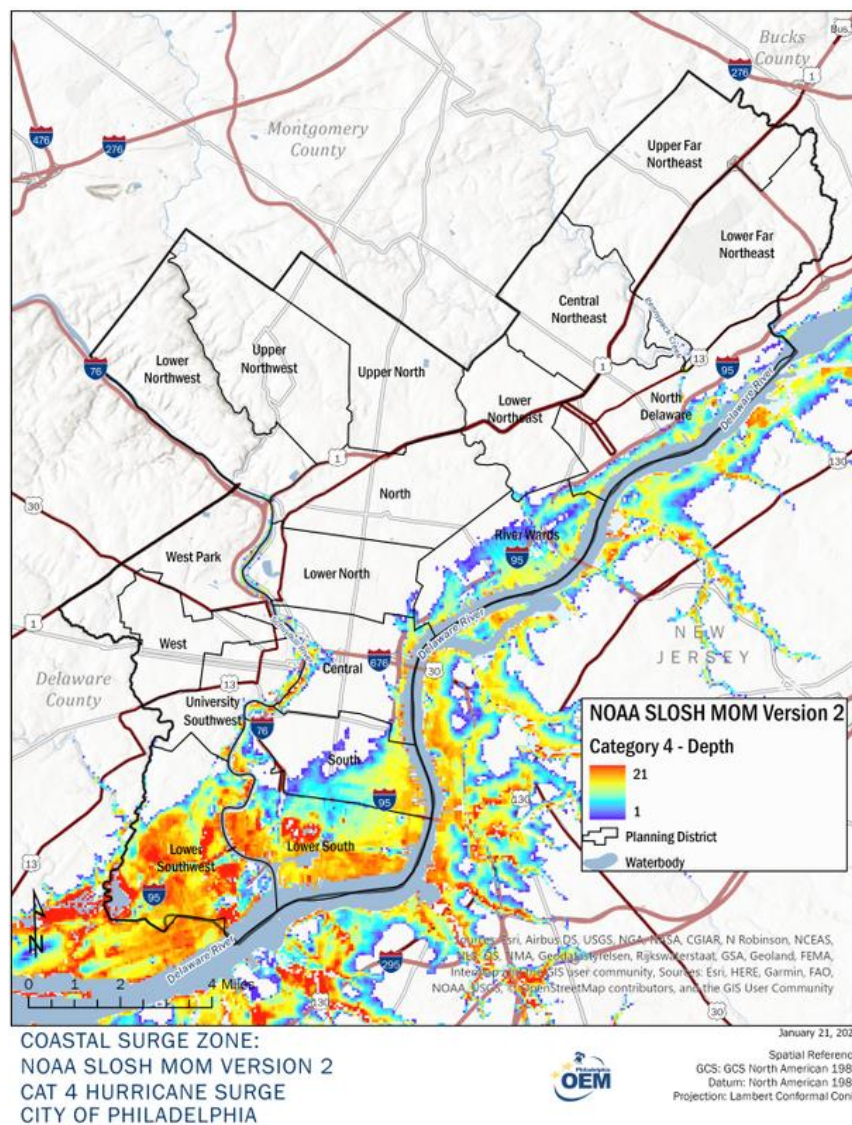
Populations in Philadelphia that are at a greater risk to the impacts of windstorms and tornadoes include, but are not limited to, adults 65 years and older (13.4% of the population), children under the age of 5 (6.7% of the population), individuals living below the poverty line (23.3% of the population) (U.S. Census Bureau, 2019), individuals who are unsheltered, individuals who experience language and communication barriers (24.1 % of the population over age 5 primarily speaks a language other than English), and individuals needing support with functional needs and activities of daily living. Individuals that rely on electricity for life-sustaining equipment are also more at-risk during these events due to the high likelihood of utility disruptions associated with windstorms and tornadoes.

### 2.5.5 Hurricanes/Tropical Storms/ Nor'easters

Hurricanes, tropical storms, and nor'easters are classified as cyclones and are any closed circulation developing around a low-pressure center in which the winds rotate counterclockwise (in the Northern Hemisphere) and whose diameter averages 10-30 miles across. Potential threats from hurricanes include powerful winds, heavy rainfall, storm surges, coastal and inland flooding, rip currents, tornadoes, and landslides.

Philadelphia is situated in an area where cyclones can track inland causing heavy rain, strong winds, and storm surge in low-lying areas along tidal waterways. All cyclones are regional events that can affect an area hundreds of miles long; therefore, all neighborhoods within Philadelphia are subject to the impacts of these storms. However, certain factors such as proximity to tidal waterways like the Delaware and Schuylkill rivers may make some areas more vulnerable to specific effects, including storm surge. Storm surge is a hazard unique to

cyclones that can severely impact structures near tidal waterways. This type of flooding can cause destruction of buildings as well as utility and transportation infrastructure.



The following table lists the ten most destructive hurricanes and tropical storms of the past 100 years in terms of damage estimates and loss of life with centers of circulation passing within 65 miles of Philadelphia. Note that the storms are listed in chronological order.

Table 39: Ten Most Destructive Tropical Cyclones in Philadelphia (Since 1920)

Year	Storm Name	Peak Intensity	Strength Near Philadelphia	Impacts and damage in Philadelphia
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2021	Ida	Category 4	Tropical Storm	<ul style="list-style-type: none"> <li>• Extreme flooding along the Schuylkill River, cresting at 16.35ft. and causing substantial damage in nearby areas such as Manayunk.</li> <li>• The crest was only exceeded once in history when the river reached 17ft. in 1869.</li> <li>• Five deaths in the Philadelphia region</li> <li>• Multiple tornadoes across the region, including an EF3 storm in Mullica Hill, NJ</li> </ul>
2020	Isaias	Category 1	Tropical Storm	<ul style="list-style-type: none"> <li>• A total of 4.16 inches of rainfall was reported at the Philadelphia International Airport.</li> <li>• The Delaware river reached minor flood stage, cresting at 9.13 feet.</li> <li>• The Schuylkill River reached moderate flood stage, cresting at 12.28 feet.</li> <li>• Significant flooding to homes and businesses in Southeast and Northwest Philadelphia resulted, with storm impacts that necessitated emergency evacuations and temporary sheltering.</li> </ul>
2012	Sandy	Category 3 Hurricane	Category 1 Hurricane	<ul style="list-style-type: none"> <li>• Two deaths and \$20 million in damage</li> <li>• 850,00 customers without power</li> <li>• Flooding along the Delaware River</li> <li>• Suspended Amtrak and SEPTA service</li> <li>• Closed major highways across the region</li> </ul>
2011	Irene	Category 2 Hurricane	Tropical Storm	<ul style="list-style-type: none"> <li>• Flooded Manayunk and Lincoln Drive along the Schuylkill, with a 13.5 ft. crest recorded</li> <li>• The Delaware River recorded a 9.77 ft. crest</li> <li>• Caused seven structure collapses and damaged at least thirteen others</li> </ul>
2011	Lee	Tropical Storm	Tropical Storm	<ul style="list-style-type: none"> <li>• One fatality in Philadelphia</li> <li>• Rockslides and widespread flooding and flash floods</li> <li>• Destroyed 22 homes and businesses with hundreds more affected</li> </ul>
1999	Floyd	Category 4 Hurricane	Tropical Storm	<ul style="list-style-type: none"> <li>• Eight deaths in Philadelphia</li> <li>• 2.8 ft. Storm surge recorded</li> <li>• 3,500 homes flooded and 1,000 people evacuated</li> </ul>
1972	Agnes	Category 1 Hurricane	Tropical Storm	<ul style="list-style-type: none"> <li>• Three deaths in Philadelphia</li> <li>• Major flooding on the Schuylkill River</li> </ul>
1955	Connie	Category 1 Hurricane	Tropical Storm	<ul style="list-style-type: none"> <li>• Evacuations</li> <li>• Flooding along the Delaware River</li> </ul>
1955	Diane	Category 1 Hurricane	Tropical Storm	<ul style="list-style-type: none"> <li>• Flooding along the Delaware River</li> <li>• Heavy runoff led to extensive downstream flooding along rivers and streams</li> </ul>
1954	Hazel	Category 4 Hurricane	Tropical Storm	<ul style="list-style-type: none"> <li>• Substantial wind impact</li> <li>• 94 mph gust recorded</li> </ul>

1933	Unnamed	Category 4 Hurricane	Tropical Storm	<ul style="list-style-type: none"> <li>Major flooding along Schuylkill River</li> <li>Major road and highway damage</li> </ul>
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Hurricanes, tropical storms, and nor'easters are associated with damage from sustained winds as well as wind gusts. Wind can cause damage to trees that can partially block waterways, affecting turbidity if the downed tree is large enough, or the tributary is small enough. High winds can also cause erosion of topsoil if it is dry or loose enough and can spread trash and debris over a large area, complicating cleanup efforts. Nor'easters can sometimes also result in substantial snow accumulations, causing tree damage that can lead to other impacts like impassable roadways and downed electrical wires. Cyclones can lead to flooding from storm surge as well as riverine flooding and flash floods from heavy rainfall.

Hurricanes impacts are greater in some of the neighborhoods of North Philadelphia and West Philadelphia that also have a high Social Vulnerability Index. The high winds in hurricanes and tropical storms can cause utility outages that impact people that need electricity for medical devices and to keep temperatures comfortable in their homes. Populations that are socially vulnerable can have more difficulty recovering from disaster events including hurricanes and connecting with resources to assist their recovery.

### 2.5.6 FEMA Community Lifelines and Indispensable Services

A community lifeline is an indispensable service that enables the continuous operation of critical business and government functions and/or are critical to human health and safety and economic security. A **critical facility** is a facility that provides services and functions essential to a community, especially during and after a disaster.

In the Pennsylvania Hazard Mitigation Plan (2018), the Pennsylvania Emergency Management Agency (PEMA) identified 618 critical facilities in the City of Philadelphia. A full list of state-identified critical facilities for Philadelphia can be found in the following table.

Table 40: Total Critical Facilities in the City of Philadelphia<sup>1</sup>

	# Critical Facilities in Philadelphia	#Critical Facilities in Pennsylvania
Agriculture	41	275
Banking	1	3
Commercial	8	27
Communication	35	615
Dam	19	3,429
Education (Colleges and Universities)	21	159
Education (Public Schools)	339	3,175
Emergency Operation Centers	1	69
Energy	4	55
Fire Stations	66	2,708

Government	2	25
Hospitals	41	342
National Monuments or Icons	3	6
Nuclear	0	5
Police Stations	31	1,245
Transportation	10	75
Water	3	1,798
<b>TOTAL:</b>	<b>618</b>	<b>14,011</b>

As part of Philadelphia’s last Hazard Mitigation Plan update, the city assessed risk to 6 essential categories of critical facilities including: Emergency Operations Centers, 911 centers, fire stations, hospitals, police stations and schools. Modeling was performed to identify which of these critical facilities would be most impacted by a 1% Annual Chance Flood. The following table identified the number of critical facilities analyzed that are expected to sustain damage following a 1% annual chance flood event.

Table 41: Expected Damage to Critical Facilities in the 1% Annual Chance Floodplain<sup>2</sup>

Critical Facility	Total	Expected to Sustain Damage
Emergency Operations Center + 911 Centers	3	0
Fire Stations	65	2
Hospitals	38	0
Police Stations	36	0
Schools	577	16

The City’s hazard mitigation goals include building resilience of all critical community assets, including property, infrastructure, and cultural resources.

### 2.5.7 Social Vulnerability

**Social vulnerability** is the susceptibility of an individual or social group to the negative impacts of natural hazards and disasters due to characteristics that influence one’s ability to prepare, respond, cope, or recover from a disaster (FEMA, 2020). These factors include, but are not limited to, financial circumstances, health, age, functional status, the ability to communicate effectively, presence of chronic or terminal illness, or an access and functional need (AFN) (2020). Historic, discriminatory policies such as redlining have also placed communities of color and low-income communities at more risk for experiencing impacts from disasters.

According to FEMA’s [Guide to Expanding Mitigation: Making the Connection to Equity](#) (2020), populations who may be disproportionately impacted by disaster include:



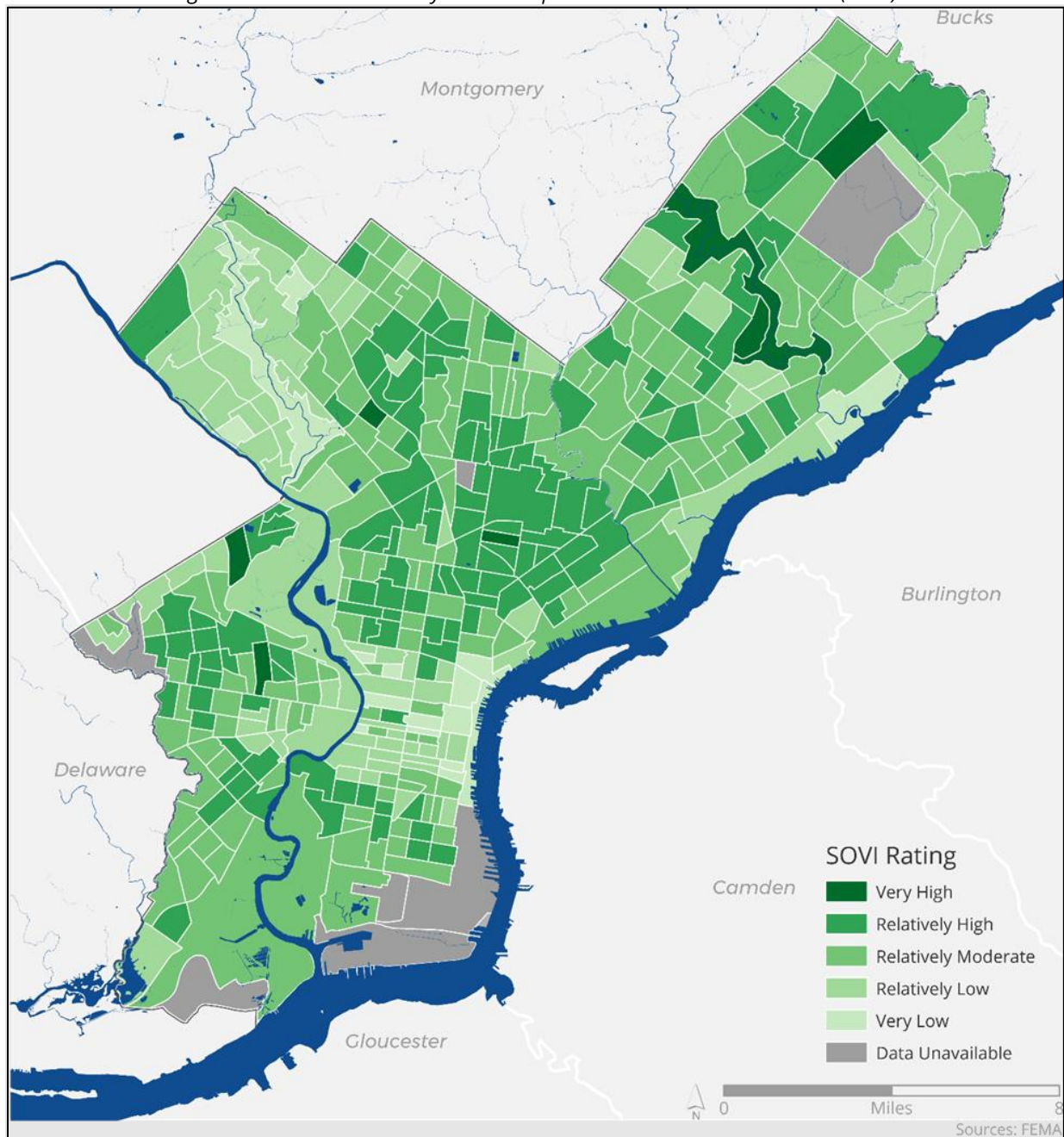
- Underserved communities with a low socioeconomic status
- People of color
- Tribal and first nation communities
- Women
- Members of the LGBTQ+ community
- Individuals experiencing homelessness or displacement
- Populations over the age of 65 or under the age of 5
- Populations with limited English proficiency
- Service workers and migrant laborers
- Populations with limited cognitive or physical abilities
- Institutionalized populations, such as those in prisons and nursing homes, or individuals going through reentry
- Renters

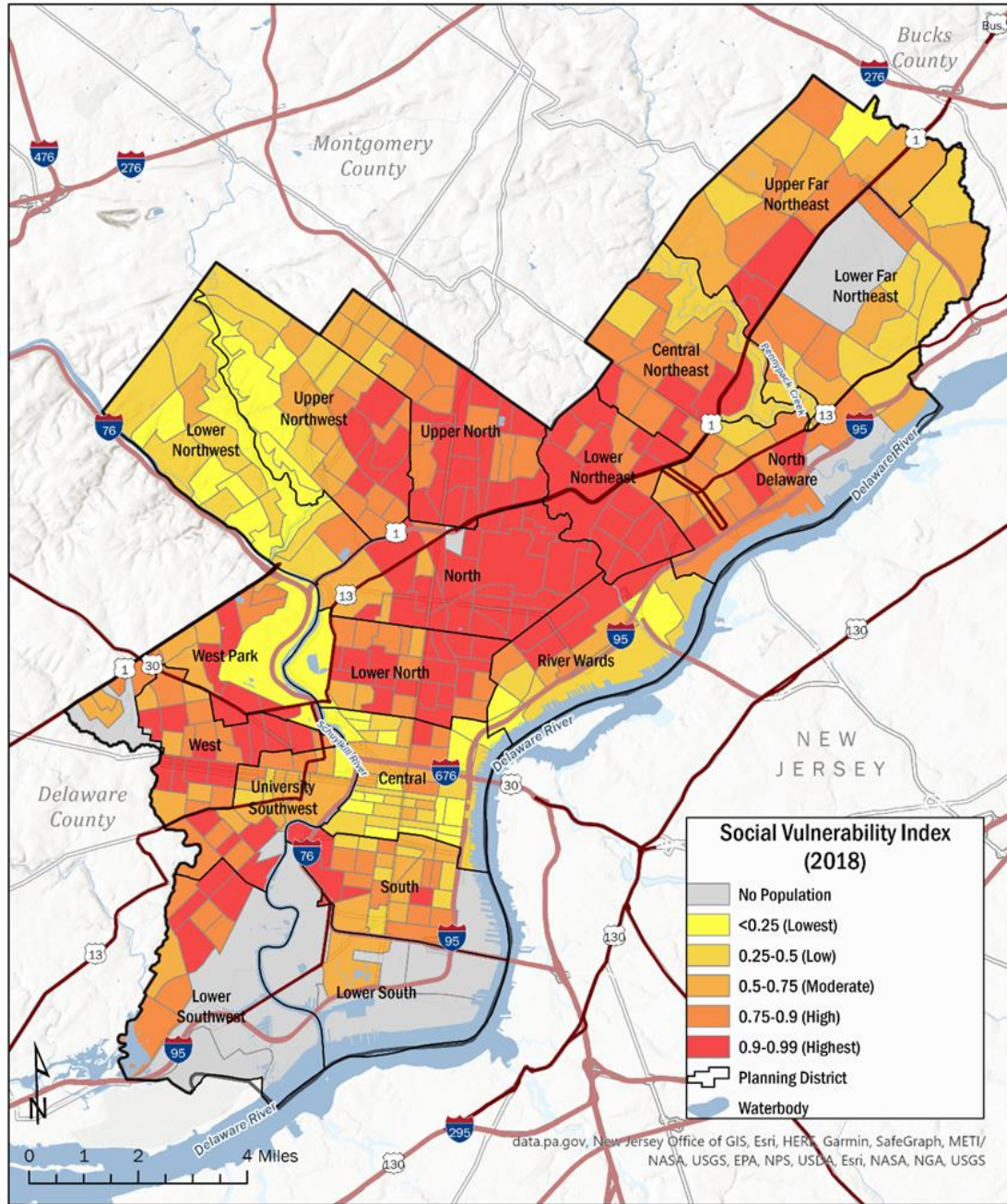
Social vulnerability can be considered and analyzed in a variety of ways. The Center of Disease Control (CDC) Social Vulnerability Index is a database to help emergency response planners and public health officials identify and map communities that will most likely need support before, during, and after a hazardous event. The CDC Social Vulnerability Index uses U.S. Census data to examine social vulnerability at the census tract level for 15 social factors, including poverty, lack of vehicle access, and crowded housing.

FEMA's National Risk Index incorporates the Social Vulnerability Index (SoVI) published by the University of South Carolina's Hazards and Vulnerability Research Institute (HCRI) into its overall hazard risk calculation for each county and census track. This social vulnerability score represents the relative level of vulnerability of a location in comparison to other communities across the nation. Philadelphia received an overall social vulnerability rating of "very high," indicating higher vulnerability in comparison to other communities across the nation and the State (2020).

The census tracts with a high index score may require additional support preparing for, responding to, or recovering from hazards. Areas with highest social vulnerability include North Philadelphia and West Philadelphia.

Figure 18: Social Vulnerability in Philadelphia based on FEMA's Risk Index (2020)





**SOCIAL VULNERABILITY INDEX (CDC, 2018)**  
**CITY OF PHILADELPHIA**

January 21, 2022  
 Spatial Reference  
 GCS: GCS North American 1983  
 Datum: North American 1983  
 Projection: Lambert Conformal Conic

### 2.5.8 Summary of Mitigation Unmet Needs

This assessment highlights four priority areas that fall under Philadelphia’s unmet mitigation needs. Top mitigation priorities include 1) Extreme Temperatures; 2) Flooding; 3) Tornadoes and Windstorms; and 4) Hurricanes, Tropical Storms, and Nor’easters. While flooding remains Philadelphia’s greatest natural hazard risk, mitigating these additional hazards will

increase the city's resilience to storms like Hurricane Ida.

Philadelphia's Hazard Mitigation Plan identifies numerous actions that can address vulnerabilities within MID areas related to the above natural hazard risks. With subject matter expertise from the City's Flood Risk Management Task Force, these mitigation actions have been organized into broader programmatic goals which bolster the resilience of communities and public infrastructure; support mitigation planning efforts; and fund the non-federal cost share for relevant federal flood mitigation and climate resilience grant programs.

### **Resilient Public Infrastructure**

Many public assets across the city are vulnerable to flooding beyond the impacts experienced as a result of Hurricane Ida. These assets include critical infrastructure such as stormwater, wastewater, and transportation systems; highway and roadway networks; and flood risk reduction infrastructure. To minimize future flood damage, mitigation funds must support resilience improvements to existing infrastructure (e.g., water treatment plants), and fund additional risk reduction infrastructure projects (e.g., stormwater tunnels, pumps, etc., levees, berms, sea walls). This program will function similar to FEMA's BRIC grant program to support the following activities:

- Capability and capacity building (C&CB) activities
- Mitigation projects
- Management costs

### **Resilient Households**

Funding community-wide initiatives is essential to reducing the magnitude of flood damage and protecting human health and safety. While many larger-scale infrastructure investments can reduce risk, a critical gap the City has identified remains in household-level preparedness and resilience. This program will function similar to FEMA's Flood Mitigation Assistance (FMA) program to support projects that reduce or eliminate the risk of repetitive flood damage to buildings through:

- Project Scoping
- Technical Assistance
- Community Flood Mitigation Projects
- Individual Structure/Property-Level Flood Mitigation Projects
- Management Costs

Projects must be cost effective, align with the applicable hazard mitigation plan, and meet all environmental and historic preservation (EHP) requirements. Unlike FMA, which requires property owners to hold flood insurance policies through the National Flood Insurance Program (NFIP) at the time of application, this program will be open to all households which have experienced or will experience flooding. While there are many NFIP policies in areas

with high flood risk and repetitive losses in Philadelphia, insurance premiums remain a limiting factor for many; the City acknowledges that property owners who cannot afford insurance are excluded from critical mitigation programs. This program will help property owners reduce their flood insurance premiums through eligible mitigation activities. Importantly, properties mitigated with CDBG-DR funds will be required to maintain an NFIP policy in perpetuity but may be better positioned to do so with mitigation actions supported by this program.

### **Mitigation Planning**

The Task Force has identified various mitigation planning needs which align with ongoing local initiatives and will ultimately make the city more resilient to future flooding events. These initiatives include Philadelphia Water Department's climate adaptation work, the Lower South Infrastructure Resilience Collaborative, Philadelphia City Planning Commission's comprehensive plan, community-led resilience plans, the next Hazard Mitigation Plan update, and various multi-municipal and -agency coordination efforts. CDBG-DR mitigation funds can support the generation, updating, and alignment of plans that are rooted in flood resilience and best available climate science.

### **Non-Federal Cost Share/Local Match**

Offsetting the burden of non-federal cost share to the City, as well as extending mitigation impacts supported by CDBG-DR, is an essential eligible activity of the mitigation set-aside. This program will fund local match requirements of in-progress and future grant applications to FEMA's HMA programs, Infrastructure Investment and Jobs Act (IIJA) programs, and Congressional Delegated Spending for Pre-Disaster Mitigation (CDS-PDM). Eligible projects are those eligible under aforementioned programs, must also be CDBG-DR eligible, and meet a national objective.

## SECTION 3. GENERAL REQUIREMENTS

### 3.1 Citizen Participation

#### 3.1.1 Outreach and Engagement

The City recognizes that affected stakeholders are the center of, and partners in, the development and implementation of this Action Plan. Prior to and during the development of this plan, the City consulted with various parties in the surrounding geographic area to ensure consistency of disaster impacts identified in the plan, and that the plan and planning process was comprehensive and inclusive. These parties included disaster-affected residents, local business owners, service providers, the Commonwealth of Pennsylvania, the federal government, and other stakeholders.

In the development of this Action Plan, the City consulted with disaster-affected residents, stakeholders, local governments, public housing authorities, State agencies, and other affected parties in the surrounding geographic area. In doing so, the City ensured that the Action Plan was consistent with the disaster impacts, comprehensive, inclusive, and reflective of input. **Outreach remains active.** Once the final Public Action Plan is submitted and approved by HUD, the City will provide a comprehensive summary identifying all public engagement activities, include important dates, locations, the different modes of outreach, how and when the citizens were notified.

The following list represents a summary of the outreach conducted by the City to date:

- Federal agencies
  - HUD
  - FEMA
  - Federal Highways Administration (FHWA)
  - U.S. Fish and Wildlife Service (USFWS)
  - Environmental Protection Agency (EPA)
  - U.S. Army Corp of Engineers
- Commonwealth agencies
  - Pennsylvania Emergency Management Agency (PEMA)
  - Department of Housing and Community Development (DHCD)
  - Pennsylvania Department of Transportation (PennDOT)
- City departments and local entities including but not limited to:
  - Mayors Office
  - Philadelphia City Council Office of the President
  - Office of the Director of Finance
  - Department of Planning and Development
  - Division of Housing and Community Development
  - Managing Directors Office (MDO)
  - Office of Transportation Infrastructure, and Sustainability (OTIS)
  - Office of Emergency Management (OEM)
  - Office of Sustainability (OOS)

- Office of Homeless Services (OHS)
- Department of Streets
- Philadelphia Parks and Recreation (PPR)
- Philadelphia Fire Department (PFD)
- Philadelphia Water Department (PWD)
- Department of Aviation
- Department of Public Property
- Department of Commerce
- Philadelphia Housing Authority (PHA)
- Philadelphia Housing Development Corporation (PHDC)
- Community and Advocacy Groups
  - Southeastern PA Voluntary Organizations Active in Disaster (VOAD)
  - Neighborhood Advisory Committees (NACs)
  - Local Community Development Corporations (CDCs)
  - Philadelphia Housing Security Working Group

In late June 2023, the City administered a survey to better understand the remaining unmet needs and recovery ideas. The survey is now closed and results are being analyzed. Once the survey analysis is complete, results will be incorporated into the Public Action Plan.

#### Post Disaster Outreach

Immediately following the storm event, the City of Philadelphia launched a multi-agency and multi-pronged (phone calls, text messages, online, door-to-door visits) outreach, canvassing, and recovery effort that not only linked impacted residents with crucial services and resources but also provided the City with data regarding impact and need.

#### *Damage Assessment Process*

Immediately after the storm, businesses and residents were encouraged to report damages through Philadelphia Office of Emergency Management's (OEM) online public damage assessment survey and through Philly 311, which included interpretation services for non-English speaking businesses and residents. OEM's public damage survey was heavily advertised via City blog posts, social media, OEM's mass notification system (READYPhiladelphia) and through Philly 311. A total of 290 reports of damage from affected individuals and businesses in the City were submitted.

The City requested additional support conducting a preliminary damage assessment through the Pennsylvania Emergency Management Agency (PEMA). As a result, the Civil Air Patrol was deployed to the City of Philadelphia to conduct door-to-door outreach and to coordinate a fly over of the impacted area.

The data gathered through the preliminary damage assessment was used to inform a more in-depth, joint damage assessment with the Pennsylvania Emergency Management Agency (PEMA), the Federal Emergency Management Agency (FEMA), the Small Business Association

(SBA) and local officials on Sunday, September 5<sup>th</sup> and Tuesday, September 7<sup>th</sup> to verify damage. A total of 193 residential structures were assessed during the joint damage assessment. Nine properties were destroyed, and 55 properties sustained major damages. An additional 105 properties sustained minor damage and 24 were affected by the storm. The properties assessed through the joint damage assessment are not inclusive of all impacted properties and represent only those properties that damage assessment teams evaluated during the two-day process.

Table 42: Joint Damage Assessment of Residential Properties

Level of Damage	Number of Properties
Affected	24
Minor	105
Major	55
Destroyed	9
Total	193

A joint damage assessment of public infrastructure was conducted on September 20<sup>th</sup> to assess impacts to City infrastructure. Teams toured properties and infrastructure owned and managed by Philadelphia Parks and Recreation (PPR), Philadelphia Water Department (PWD), and the Department of Public Property (DPP). Eleven departments initially reported damage and costs relating to Ida.

#### Residential Outreach

On September 10, 2021 and September 11, 2021, the Philadelphia Office of Emergency Management (OEM) opened a Multi-agency Resource Center (MARC) at the Gustine Recreation Center in East Falls to identify and assist residents with unmet needs. A MARC is a common location where residents impacted by the storm can go to report damages and access recovery resources. The following agencies were present:

- City agencies:
  - Philadelphia Office of Emergency Management (OEM)
  - Philadelphia Water Department (PWD)
  - Philadelphia Commerce Department
- State agencies:
  - Pennsylvania Emergency Management Agency (PEMA)
  - Pennsylvania Department of Human Services (PADHS)
  - Pennsylvania Department of Health (PA DOH)
  - Pennsylvania Department of Transportation (PennDOT)
  - Office of the Attorney General (OAG)
- Federal agencies:
  - Environmental Protection Agency (EPA)
- Volunteer organizations:
  - American Red Cross (ARC)



- Salvation Army
- Southeastern Pennsylvania Voluntary Organizations Active in Disaster (SEPA VOAD)

Following the Major Presidential Disaster Declaration for Philadelphia County on September 10, 2021, Philadelphia OEM supported the activation of a FEMA Disaster Recovery Center (DRC) and a Small Business Association (SBA) Business Recovery Center (BRC).

The DRC, located in the Roxborough neighborhood of Philadelphia, was open from September 27, 2021 through November 13, 2021 and provided one-on-one support accessing federal and state recovery resources and applying for FEMA's disaster assistance and SBA's low interest loans. The site was operated by FEMA, with support from Philadelphia OEM.

#### *Business Outreach*

Following the Major Presidential Disaster Declaration for Philadelphia County on September 10, 2021, a workgroup was established to focus on private-sector recovery. The workgroup consisted of representatives from the Commerce Department, OEM, PEMA, FEMA, and SBA, and met weekly to share information on unmet needs of the business community and to coordinate recovery resources.

Philadelphia OEM and Commerce Department supported activation of a Small Business Association (SBA) Business Recovery Center (BRC) at the Falls of Schuylkill Library from September 15, 2021 through December 10, 2021. The BRC provided one-on-one assistance with submitting disaster loan applications to over 60 Philadelphia businesses and homeowners.

The Philadelphia Commerce Department also conducted outreach to the business community through participation in a series of meetings with impacted business development corporations throughout Fall 2021. Meetings focused on gathering details related to unmet needs and connecting businesses with recovery resources.

Additionally, the Commerce Department provided approximately \$300,000 in City funds to The Merchants Fund to expand their mini-grant program for flood-damaged businesses. Commerce's funding allowed the Merchant's Fund to expand benefits from 15 grants worth \$2,000 to approximately 62 grants totaling \$328,000. The average grant was \$5,290. Applicants reported approximately \$6.75 million in damage total.

The Temple University Small Business Development Center (Temple SBDC), hosted at the Fox School of Business and Management at Temple University, was also available to support businesses seeking SBA disaster loan recovery resources. Interested businesses were paired with a consultant who assisted them at no cost and helped them understand the qualifications and application process.

### 3.1.2 Public Comment Period

The City recognizes that affected stakeholders are partners in the development and implementation of this plan. The CDBG-DR action plan will be available on the City's CDBG-DR website (<https://www.phila.gov/departments/office-of-the-director-of-finance/hurricane-ida-recovery-funding/>) from July 14, 2023 to August 14, 2023 (30-day public comment period). The City will ensure that all citizens have equal access to information, including persons with disabilities, elderly families, and those with limited English proficiency. To notify the public of the plan's availability, public notification will be provided through formal notice and public announcement on the City's CDBG-DR website, newspaper publications, local media outlets, and via email.

A summary of citizen comments on this Action Plan, along with the City responses, will be included in this document after the public comment period ends. For more information, citizens can refer to the City citizen participation plan that can be found on the City's CDBG-DR website.

### 3.1.3 Public Hearings

Per the Federal Register's approach for CDBG-DR grantees with allocations under \$500 million, at least one public hearing is required during the 30-day comment period. The process below will be followed for a public hearing regarding use of the CDBG-DR funds or a substantial amendment.

The City will convene two public hearings on the draft CDBG-DR action plan after being posted on its website for public comment and prior to submission to HUD. Notice of all hearings will be posted a minimum of 10 business days prior to public hearings.

The In-person CDBG-DR Hearing will be held on:

DATE: Tuesday, August 8th

TIME: 10am-12pm\*

LOCATION: 1234 Market St., 17th Floor Philadelphia, PA 19107

Attendees will need to show an ID at the Security Desk when they enter the building.

Attendees are encouraged to register to attend by emailing [mirta.duprey@phila.gov](mailto:mirta.duprey@phila.gov).

The Virtual CDBG-DR Hearing will be held on:

DATE: Tuesday, August 8th

TIME: 6pm-8pm\*

A link to participate in the virtual hearing will be provided upon registration or by visiting <https://www.phila.gov/departments/office-of-the-director-of-finance/hurricane-ida-recovery-funding/>. Attendees are encouraged to register to attend by emailing [mirta.duprey@phila.gov](mailto:mirta.duprey@phila.gov).

\*Or until the last speaker has testified.

To register to participate in a hearing, please email [mirta.duprey@phila.gov](mailto:mirta.duprey@phila.gov). Please specify which hearing you will attend.

Those unable to participate may email written, signed comments by Tuesday, August 15th to [CDBG-DR@phila.gov](mailto:CDBG-DR@phila.gov) or you can mail them to the following address:

City of Philadelphia  
Recovery and Grants Office  
1401 John F. Kennedy Blvd. Suite 1430  
Philadelphia, PA 19102  
RE: CDBG-DR Hearings

These meetings are accessible to people with disabilities. A sign language interpreter will be available at the hearings. If you need a different accommodation or language interpretation, please notify us by Friday, August 4th.

At the end of the comment period, all comments shall be reviewed, and City responses will be incorporated into the Action Plan. The final Action Plan, containing a summary of the comments and the City's responses, will be submitted to HUD and posted on the City's CDBG-DR website.

### 3.1.4 Complaints

Formal complaints are written statements of grievance, including email, and handwritten complaints. The City shall detail the process and contact information for submitting complaints within program guidelines, application documents, and on the City website. The City shall maintain a tracker for collecting and categorizing complaints through resolution. Responses will be provided within 15 working days of the receipt of the complaint.

The City will include a written appeals process within each set of program guidelines. The appeals processes will include, but are not limited to, the following:

- The process for submitting, tracking, and resolving a written appeal to the organization administering the program (or its subrecipient), to include whether an appeals committee will be established to review and/or rule on appeals.
- The documentation required when submitting an appeal.
- The timelines for reviewing and providing a response to the appeal.
- Clarification of what may or may not be appealed. Generally, policies that have been approved and adopted within program guidelines may not be appealed. The City and its subrecipients do not have the authority to grant an appeal to a regulatory or statutory or HUD-specified CDBG-DR requirement. Documentation must be maintained at the local level to support compliance with these requirements.

The Commonwealth will accept written citizen complaints related to CDBG-DR funded programs, the Action Plan, substantial amendments, or quarterly performance reports. Written complaints should be submitted

- via email to [CDBG-DR@phila.gov](mailto:CDBG-DR@phila.gov); or
- be mailed to:

City of Philadelphia  
Recovery and Grants Office  
1401 John F. Kennedy Blvd. Suite 1430  
Philadelphia, PA 19102

Verbal complaints are informal complaints. The City and its subrecipients will attempt to resolve informal complaints; however, they are not subject to the written response process described above.

Complaints alleging violation of fair housing laws will be directed to HUD for immediate review. Complaints regarding fraud, waste, or abuse of funds will be forwarded to the HUD OIG Fraud Hotline (phone: 1-800-347-3735 or email: [hotline@hudoig.gov](mailto:hotline@hudoig.gov)). City will make available to HUD detailed Fraud, Waste, and Abuse Policies and Procedures on the City's CDBG-DR website to demonstrate adequate procedures are in place to prevent fraud, waste, and abuse.

### 3.2 Public Website

The City will maintain a public website that provides information accounting for how all grant funds are used, managed, and administered, including links to all disaster recovery action plans, amendments, program policies and procedures, performance reports, citizen participation requirements, and activity and program information described in this plan, and details of all contracts and ongoing procurement processes. These items are made available through the City's CDBG-DR website. Specifically, the City will make the following items available:

- The action plan created using DRGR (including all amendments);
- Each performance report (as created using the DRGR system);
- Citizen participation plan;
- Procurement policies and procedures;
- All executed contracts that will be paid with CDBG-DR funds as defined in 2 CFR 200.22 (including subrecipients' contracts); and
- A summary including the description and status of services or goods currently being procured by the grantee or the subrecipient (e.g., phase of the procurement, requirements for proposals, etc.).

Contracts and procurement actions that do not exceed the micro-purchase threshold, as defined in 2 CFR 200.67, will not be posted on the website.

In addition, the City will maintain a comprehensive website regarding all disaster recovery activities assisted with these funds.

The website will be available to the public and accessible to persons with disabilities and those with limited English proficiency. The City will take reasonable measures to ensure meaningful access to programs and activities for all individuals, including LEP persons, members of protected classes, vulnerable populations, and individuals from underserved communities.

Reports and program information will be monitored frequently to ensure current information is displayed. At minimum, the website will be reviewed and updated quarterly. Changes to the website may only be authorized by designated personnel. The designated personnel will be responsible for testing the website to ensure all uploads are working properly and that the data is displayed correctly.

### 3.3 Amendments

Over time, recovery needs will change. Thus, the City will amend the disaster recovery action plan as often as necessary to best address our long-term recovery needs and goals. This plan describes proposed programs and activities develop overtime an amendment may not be triggered if the program or activity is consistent with the plan. When there are changes to the sections of this action plan that rise to the level of requiring an amendment, the City will do the following:

- Ensure the current version of the Action Plan is accessible for viewing as a single document, with all amendments;
- Identify the amendments by highlighting added or changed content;
- Include tables that clearly illustrate where funds are being moved;
- Include a revised budget table that reflects all funds applicable to the amendment.

#### 3.3.1 Substantial Amendment

Substantial amendments to the CDBG-DR action plan for both will require at least 30-days of public notice. The City has defined Substantial Amendments to the Action Plan as those proposed changes that require the following decisions:

- A change in program benefit or eligibility criteria
- The addition or deletion of an activity
- A proposed reduction in the overall benefit requirement
- A reallocation which constitutes a change of 25 percent or greater of a program budget

Those amendments which meet the definition of a Substantial Amendment are subject to public notification and public comment procedures. Citizens and units of local government will be provided with reasonable notice and an opportunity to comment on proposed Substantial Amendments to the Action Plan. A notice and copy of the proposed Substantial Amendment will be posted on the City's official website in adherence with the Americans with Disabilities Act and LEP requirements. The City will identify and consider potential barriers that limit or prohibit equitable participation and will undertake reasonable measures to increase coordination, communication, affirmative marketing, targeted outreach and engagement with underserved communities and individuals, including persons with disabilities and those with limited English proficiencies. Copies will be provided upon request at the City, if otherwise not accessible for review by any residents. LEP persons may contact the Language Access Plan Coordinator via email at [CDBG-DR@phila.gov](mailto:CDBG-DR@phila.gov) to request translation of the Substantial Amendment.

Citizens will be provided with no less than thirty (30) days to review and comment on the proposed substantial amendment. Written comments may be submitted to:

City of Philadelphia  
Recovery and Grants Office  
1401 John F. Kennedy Blvd. Suite 1430  
Philadelphia, PA 19102

A summary of all comments received responses will be included in the Substantial Amendment that is submitted to HUD for approval and posted to the City's official website.

### 3.3.2 Non-Substantial Amendment

A non-substantial amendment is an amendment to the plan that includes technical corrections and clarifications and budget changes that do not meet the monetary threshold for substantial amendments to the for public comment. The City will notify HUD five (5) business days before the change is effective. All amendments (substantial and non-substantial) will be numbered sequentially and posted to the website into one final, consolidated plan.

## 3.4 Displacement of Persons and Other Entities

To minimize the displacement of persons and other entities that may be affected by the activities outlined in this Action Plan, the City and its subrecipients will coordinate with applicable agencies and entities to ensure that all programs are administered in accordance with the Uniform Relocation Assistance and Real Property Acquisition Act (URA) of 1970, as amended (49 CFR Part 24) and Section 104(d) of the Housing and Community Development Act of 1974, as amended, and implementing regulations at 24 CFR Part 570.496(a).

These regulations and requirements apply to both property owners and tenants in the event that proposed projects cause the displacement of persons or other entities. The City will include detailed policies and procedures for when proposed programs or projects could potentially cause the displacement of people or other entities. The City also will budget to cover the costs involved in implementing those policies and procedures. Currently, it is not anticipated that proposed programs will cause displacement. The City will draw on existing Residential Anti displacement and Relocation Assistance Plans (RARAPs) and will adapt them to meet the URA, Section 104(d), and related waivers and the alternative requirements specified in the Consolidated Notice. The adapted RARAP also will be updated prior to implementing any activity with CDBG-DR grant funds.

CDBG-DR funds may not be used to support any federal, State, or local projects that seek to use the power of eminent domain, unless eminent domain is employed only for a public use. None of the currently planned projects under this Action Plan contemplate the use of eminent domain.

Any use of funds for mass transit, railroad, airport, seaport or highway projects, as well as utility projects which benefit or serve the general public (including energy related, communication related, water related, and wastewater-related infrastructure), other structures designated for use by the general public or which have other common-carrier or public-utility functions that serve the general public and are subject to regulation and oversight by the government, and projects for the removal of an immediate threat to public health and safety or brownfields as defined in the Small Business Liability Relief and Brownfields Revitalization Act (Pub. L. 107- 118) shall be considered a public use for purposes of eminent domain.

### 3.5 Protection of People and Property

The City will leverage CDBG-DR funds to build economic and disaster resilience into all recovery programs and activities. The Action Plan, as written, intends to promote mitigation, rehabilitation and elevation of existing structures and properties, and implement green building standards. The City and its subrecipients will ensure that all newly constructed buildings meet all locally adopted building codes, standards, and ordinances. Future property damage will be minimized by requiring that any rebuilding be done according to the best available science for that area with respect to base flood elevations.

#### 3.5.1 Elevation Standards

For new construction, reconstruction, rehabilitation of substantial damage, or rehabilitation that results in substantial improvement of structures located in the floodplain, the City must follow the HUD requirements described below.

*Table 43: Elevation Standards*

Structure Type	Elevation Requirement
----------------	-----------------------

Located in the 100-year floodplain (1% annual chance)	
Primarily residential	Must be elevated with the lowest floor, including the basement, at least two (2) feet above the 1% annual chance floodplain elevation (base flood elevation).
Mixed-use structures with no dwelling units and no residents below 2 feet above base flood elevation	Must be elevated or floodproofed in accordance with FEMA floodproofing standards at 44 CFR 60.3(c)(3)(ii) or a successor standard up to at least 2 feet above base flood elevation
Non-residential structures including infrastructure	Must be elevated or floodproofed in accordance with FEMA floodproofing standards at 44 CFR 60.3(c)(3)(ii) or a successor standard up to at least 2 feet above base flood elevation.
Critical Actions, which are sites for which even a slight chance of flooding would be too great, because it might result in loss of life, injury to persons or damage to property." Critical Actions include hospitals, nursing homes, emergency shelters, police stations, utilities, etc.)	Must be elevated or floodproofed (in accordance with FEMA floodproofing standards at 44 CFR 60.3(c)(2)-(3) or successor standard) to the higher of the 500-year floodplain elevation or three feet above the 100-year floodplain elevation. If the 500-year floodplain is unavailable, the structure must be elevated or floodproofed at least three feet above the 100-year floodplain elevation.
Located in the 500-year flood plain (0.2% annual chance)	
Critical Actions	Must be elevated or floodproofed (in accordance with FEMA floodproofing standards at 44 CFR 60.3(c)(2)-(3) or successor standard) to the higher of the 500-year floodplain elevation or three feet above the 100-year floodplain elevation.

### Exceptions:

Use of an alternative, FEMA-approved flood standard instead of the elevation requirements described above may be allowable when all of the following conditions apply:

- CDBG-DR funds are used as the non-federal match for FEMA assistance:
- The FEMA-assisted activity, for which CDBG-DR funds will be used as match, commenced before HUD's obligation of CDBG-DR funds to the City; and
- The City has determined and documented that the implementation costs of the required CDBG-DR elevation or floodproofing requirements are not "reasonable costs" as that term is defined in the applicable cost principles at 2 CFR § 200.404.

### Cost Reasonableness

The cost to elevate properties can vary significantly and is dependent upon several factors, including, but not limited to, the number of feet a property must be elevated and the location, size, and age of the property. In some cases, it may be more expedient or cost-



effective to pursue alternatives such as demolition and reconstruction, buyouts, or infrastructure improvements to reduce flood risk for an entire area. The City's policies and procedures will discuss how projects shall be evaluated for elevation and how elevation costs will be reasonably determined relative to other alternatives. For each property considered for elevation, the City (and any related subrecipients) will document decisions to elevate structures.

### 3.5.2 Environmental Reviews

All activities funded with CDBG-DR must complete an environmental review and are subject to 24 CFR Part 58 and the provisions of the National Environmental Policy Act of 1969. The City will ensure that the applicable environmental reviews and assessments are met and documented before the use or commitment of funds for each activity. The City or its local government subrecipients will be responsible for compliance and performance of environmental reviews. When funding is provided to a unit of local government, that local government will be considered the responsible entity and will be responsible for the environmental review with oversight by the City.

The City or its local government subrecipients will adhere to requirements established in section III.C.5 of Federal Register Notices 87 FR 6364 and 87 FR 31636 titled Obligation and expenditure of funds, which requires completion of environmental requirements before the use or commitment of funds by receiving from HUD an approved Request for Release of Funds and certification (as applicable) or adoption of another Federal Agency's environmental review, approval or permit and receipt of an approved Request for Release of Funds and certification (if applicable) from HUD or the City.

### 3.5.3 Flood Insurance Requirements

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

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

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

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

The City and its subrecipients will implement procedures and mechanisms to ensure that assisted property owners comply with all flood insurance requirements, including the purchase and notification requirements described below:

- Flood insurance purchase requirements for funds used to rehabilitate or reconstruct existing residential buildings in a Special Flood Hazard Area (or 100-year floodplain),
- Federal assistance to owners remaining in a floodplain.
- Prohibition on flood disaster assistance for failure to obtain and maintain flood insurance.
- Prohibition on flood disaster assistance for households above 120 percent of AMI for failure to obtain flood insurance.
- Responsibility to inform property owners to obtain and maintain flood insurance.

#### 3.5.4 Construction Standards

The City will require quality inspections and code compliance inspections on emphasis on high quality, durable, sustainable, and energy efficient construction methods and materials. Site all projects to ensure quality and compliance with building codes. The City will coordinate with localities to expedite the inspection and permitting process.

The definition of substantial damage is defined in 44 CFR 59.1 and applies to any reconstruction, rehabilitation, addition or other improvement to a structure, the total cost of which equals or exceeds 50 percent of the market value of the structure before the start of construction of the improvement.

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

- Energy STAR (Certified Homes or Multifamily High Risk)
- Enterprise Green Communities
- LEED (New Construction, Homes, Midrise, Existing Building Operations and Maintenance or Neighborhood Development)
- ICC- 700 National Green Building Standards
- EPA Indoor AirPlus

- Any other equivalent comprehensive green building standard program acceptable to HUD

The City will ensure that all multi-family housing subsidized with CDBG-DR assistance meet Americans with Disabilities Act (ADA) and accessibility requirements. By adopting this standard across its programs, the City will help increase the availability of accessible housing to meet the current and future needs of older adults and people living with disabilities. This will increase opportunities for households to age in place and build in increased community resiliency for individuals with disabilities.

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

For infrastructure projects, the City will encourage, to the extent practicable, implementation of HUD Green Building standards.

### 3.5.5 Contractors Standards

Contractors selected under the City will make every effort to provide opportunities to low and very-low income persons by providing resources and information to notify Section 3 individuals and businesses of opportunities in the community.

The City will undertake the following efforts to help meet its Section 3 goals:

- Ensure that Section 3 requirements are outlined in all applicable contracts and subrecipient agreements.
- Build the capacity of stakeholders, including subrecipients and contractors, to meet Section 3 standards through technical assistance, tools, and guidance.
- Designate a Section 3 coordinator who will manage, support, and facilitate an effective Section 3 program, and who will be able to effectively communicate program requirements to stakeholders.

Recovery programs implemented by the City and its subrecipients will incorporate uniform best practices of construction standards for all construction contractors performing work in all relevant jurisdictions. As required in 2 CFR 200.321, the City will take all necessary steps to assure minority owned businesses and women's business enterprises are used when possible. Those steps include:

- Placing qualified small and minority businesses and women's business enterprises on solicitation lists;

- Assuring that small and minority businesses, and women's business enterprises are solicited whenever they are potential sources;
- Dividing total requirements, when economically feasible, into smaller tasks or quantities to permit maximum participation by small and minority businesses, and women's business enterprises;
- Using the services and assistance, as appropriate, of such organizations as the Small Business Administration and the Minority Business Development Agency of the U.S. Department of Commerce; and
- Requiring the prime contractor, if subcontracts are to be let, to take the affirmative steps listed above.

All contractors must also possess all applicable local and state licenses. Construction contractors will be required to carry the required licenses and insurance coverage(s) for all work performed, and contractors will be required to provide a warranty period for all work performed.

All contractors and any potential contractors must not be on the U.S. Department of Housing and Urban Development (HUD) lists of contractors debarred or not approvable for prior noncompliance with HUD requirements.

Contractor standards, warranty periods, and warranty notification periods will be detailed in the respective policies and procedures documents and will pertain to the scale and type of work being performed, including the controls for ensuring that construction costs are reasonable and consistent with market costs at the time and place of construction.

Rehabilitation contract work provided through a program administered by the City included in this Action Plan may be appealed by homeowners and small businesses (if applicable) whose property was repaired by contractors under the City's control.

The processes for homeowners to submit appeals for rehabilitation work, as well as complaints such as contractor fraud, poor quality work, and associated issues, will be detailed within each respective set of program guidelines expanding upon or utilizing the City's existing policies and procedures.

### 3.5.6 Preparedness, Mitigation, and Resiliency

Resilience is defined as a community's ability to minimize damage and recover quickly from extreme events and changing conditions, including natural hazard risks. When implementing specific projects that involve construction, reconstruction, or rehabilitation of residential or non-residential structures, the City will establish resilience performance metrics for the relevant activity, including: (1) an estimate of the projected risk to the completed activity from natural hazards, including those hazards that are influenced by climate, (2) identification of the mitigation measures that will address the projected risks ( e.g., using building materials

that are able to withstand high winds), and (3) an assessment of the benefit of the grantee's measures through verifiable data.

#### *3.5.6.1 Design Programs Protecting People and Property from Hardship*

All CDBG-DR construction activities will include measures to increase resilience to future disasters and reduce or eliminate the long-term risk of life, injury, damage to and loss of property, and suffering and hardship. All activities should consider the following resiliency measures:

- Considering whether properties have sustained repetitive losses before committing program funds for rehabilitation and, to the extent feasible and permissible, mandating that all rehabilitation activities incorporate measures to prevent repeat flooding to the level experienced during Hurricane Ida.
- Providing opportunity for tenants to relocate into safe and permanent housing.
- Prioritizing households while affirmatively furthering fair housing for the following: Families with children under the age of 18, elderly households, disabled households, and veteran populations.

#### *3.5.6.2 Emphasizing High Quality, Durability, Energy Efficiency, and Sustainability;*

For rehabilitation construction, the City will follow the Green Building Retrofit Checklist to the extent applicable to the rehabilitation work undertaken, including the use of mold-resistant products when replacing surfaces such as drywall. When older or obsolete products are replaced as part of the rehabilitation work, rehabilitation is required to use ENERGY STARlabeled, WaterSense-labeled, or Federal Energy Management Program-designated products and appliances or other equivalent.

#### *3.5.6.3 Supporting the Adoption and Enforcement of Modern and Resilient Building Code);*

The City will require all construction to adhere to the local building code to ensure compliance. Further, the City will support the enforcement of modern and resilient building codes in conjunction with the Commonwealth of Pennsylvania when appropriate.

#### *3.5.6.4 Establishing and Supporting Recovery Efforts by Funding Feasible, Cost-Effective Measures;*

The following cost-effective measures will be taken to make communities more resilient against a future disaster:

- Address a problem that has been repetitive or a problem that poses a significant risk to public health and safety if left unsolved;
- Utilize options that have been determined to be the most practical, effective, and environmental sound alternative after consideration of a range of options; and
- Contribute, to the extent practicable, to a long-term solution to the identified problem.

### *3.5.6.5 Making Land Use Decisions to Reduce Future Natural Hazard Risks;*

The City has zoning and other building requirements that help reduce risks of impact and damage due to future hazards and disasters.

### *3.5.6.6 Increase awareness of hazards.*

Seeking input from stakeholders and communities around the most impacted and distressed areas is an important component of the planning process. The City consulted with City departments, and the public via public hearings, on the purpose and goals of mitigation; understanding risks, threats and hazards in the City; and gathering feedback on how to craft programs that will meet the needs of the communities as quickly as possible. In addition to gaining feedback, this process helped local stakeholders and members of the public understand what to expect from CDBG-DR funding and allowed them to play a key role in shaping the outcomes of this Plan.

### *3.5.6.7 Long-Term Recovery Planning*

The City intends to allocate some funding toward planning activities. One of the primary purposes of the program is to promote sound, sustainable long-term recovery that accounts for an understanding of current and projected natural hazard risks, including climate-related hazards. In addition to a planning program, City will fund an infrastructure program to address unmet recovery and mitigation needs associated with general infrastructure and public facilities. The grant funds will construct infrastructure that is directly benefiting individuals and the larger community. These efforts will advance the City's most recent post-disaster evaluation of hazard risks which was completed in the City's most recent Hazard Mitigation Plan.

### *3.5.6.8 FEMA Approved Hazard Mitigation Plan*

The City's Office of Emergency Management is the lead agency for developing the City's FEMA-approved Hazard Mitigation Plan. The City's Hazard Mitigation Plan informs the larger landscape of disaster recovery planning. This Action Plan utilizes the City's Hazard Mitigation Plan to inform its mitigation needs assessment.

## **3.5.7 Broadband Infrastructure in Housing**

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

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

### 3.5.8 Cost-Effectiveness

Program-specific policies and procedures will address the assessment of cost-effectiveness for each proposed program or activity receiving CDBG-DR funds, including housing alternatives if needed. Further, the City will follow the appropriate procurement policies to ensure selection of cost reasonable contractors to perform rehabilitation work contracted by the agency.

For purposes of the programs proposed in this Action Plan, the City will determine a structure to be “not suitable for rehabilitation” based on the determination from local building code enforcement. The City defines “demonstrable hardship” as exceptions to program policies for applicants who demonstrate undue hardship. Applicants in this situation will be reviewed on a case-by-case basis to determine whether assistance is required to alleviate such hardship. Demonstrable hardship may include, but is not limited to, excessive amounts of debt due to a natural disaster, disability, etc.

To ensure cost reasonableness, the City will evaluate comparable costs in the local market prepared by a professional in the same field as the activity in question.

### 3.5.9 Duplication of Benefits

Section 312 of the Robert T. Stafford Disaster Relief and Emergency Assistance Act, as amended, generally prohibits any person, business concern, or other entity from receiving financial assistance with respect to any part of a loss resulting from a major disaster for which such person, business concern, or other entity has received financial assistance under any other program or from insurance or any other source.

To comply with Section 312, the City shall ensure that each program and activity provides assistance to a person or entity only to the extent that the person or entity has a disaster recovery need that has not been fully met.

As per the Duplication of Benefits Policy, the City and its subrecipients are subject to the requirements in Federal Register notices explaining the duplication of benefit requirement (84 FR 28836 and 84 FR 28848, published June 20, 2019, or other applicable notices).

## SECTION 4. GRANTEE PROPOSED USE OF FUNDS

### 4.1 Overview

The City of Philadelphia is the lead agency and responsible entity for administering \$163,204,000 (\$98,701,000 (2021) and \$64,503,000 (2022)) in CDBG-DR funds allocated for disaster recovery. As described throughout this document, the City consulted various parties to ensure the City's planned uses of funds are responsive to identified needs and consistent with other recovery efforts. Within the eligibility criteria of the grant, the City has prioritized the use of CDBG-DR funds for programs intended to benefit the City's most vulnerable populations and to mitigate loss of life and property in the future. The CDBG-DR grant for Ida recovery is subject to various spending thresholds and caps as described below.

- Funding must benefit the HUD-identified most impacted and distressed area (MID) which includes all of Philadelphia.
- At least \$114,242,800 (70%) must benefit low- and moderate-income (LMI) persons or areas.
- At least \$21,287,000 must be spent on mitigation activities that "increase resilience to disasters and reduce or eliminate the long-term risk of loss of life, injury, damage to and loss of property, and suffering and hardship, by lessening the impact of future disasters."
- No more than \$24,480,600 (15%) may be used for public services activities.
- No more than \$24,480,600 (15%) may be used for planning activities.
- No more than \$8,160,200 (5%) can be spent on administrative activities.

These caps are not mutually exclusive as a single project can meet multiple criteria. The programs proposed for funding include activities related to housing, infrastructure, economic revitalization, mitigation, public services, planning, and grant administration.



## 4.2 Program Budget

Table 44: Proposed Use of Funds

Category	Program	Budget	HUD Identified MID Budget (%)	Percent of Allocation (%)
Housing	Homeowner Rehabilitation	\$42,138,100	100%	26%
Housing	Rental Rehabilitation and Repair	\$10,000,000	100%	6%
Economic Revitalization	Business Grants	\$5,000,000	100%	3%
Infrastructure	Infrastructure Restoration and Improvements	\$52,138,100	100%	32%
Mitigation	Mitigation and Resiliency Improvements	\$21,287,000	100%	9%
Mitigation	Non-Federal Cost Share	\$6,000,000	100%	4%
Public Services	Housing Counseling	\$1,000,000	100%	1%
Public Services	Workforce Training	\$2,000,000	100%	1%
Administration	Administration	\$8,160,200	100%	5%
Planning	Planning	\$21,480,600	100%	13%
<b>Total</b>		<b>\$163,204,000</b>	<b>100%</b>	<b>100%</b>

### 4.2.1 Connection to Unmet Needs

As required by the 87 FR 31636 and 87 FR 3198, the City will allocate at least 80 percent of the funds to address unmet needs with HUD-identified “most impacted and distressed” areas. The City will allocate 100% of the CDBG-DR funds to address unmet needs within the HUD-identified “most impacted and distressed” (MID) areas. HUD designated the entire City as a MID area. The City’s impact and needs assessment identified five areas that could be addressed with CDBG-DR funds. These areas include:

- Restoring and improving impacted water, sewer, and stormwater infrastructure;
- Repairing and strengthening public infrastructure and critical facilities;
- Reducing high housing cost burden among Ida impacted residents;
- Local businesses recovery; and
- Recovery and resiliency planning.

Each program entry in this section explains in detail how the proposed programs address the specific needs listed above.

### 4.2.2 Leveraging Funds

The City anticipates leveraging CDBG-DR funds with funding provided by other federal, state, local, and non-profit sources to fully utilize the limited CDBG-DR funds to generate a more effective and comprehensive recovery. As applicable, leveraging requirements may be added to program guidelines, applications, or NOFA/NOFOs/RFPs.

### 4.2.3 Program Partners

The City may engage program partners through formal agreements such as subrecipient agreements and interagency agreements and through informal partnerships. The City engages with program partners so that programs are more accessible, understandable, and tailored to equitably meet the unmet needs of the disaster-impacted residents and communities. When formally engaging through agreements, the City will ensure that subrecipients and other partners have the capacity and will provide technical assistance and training to partners on program requirements, applicable federal cross-cutting requirements, and reporting and performance requirements.

### 4.3 Distribution of Funds

It is a requirement of State Grantees to describe how they will distribute grant funds to local governments and Indian tribes. This section does not apply to the City. Most activities will be implemented and administered by the City.

### 4.4 Program Income

The City does not currently implement programs or activities that generate income as described in 87 FR 31636 and 88 FR 3198. However, if any CDBG-DR activities generate income before or after close-out of the grant, the City will retain program income to fund additional CDBG-DR activities or to fund the repair, operation, or maintenance of existing CDBG-DR activities. The City will comply with all HUD requirements and the program income waiver and alternative requirements and subsequent notices, including tracking program income in the Disaster Recovery Grants Reporting (DRGR) system and using program income before drawing additional grant funds. Specifically, the City will adhere to the program income policies and procedures as stated in the City's financial certifications.

### 4.5 Resale or Recapture

An applicant may be required to repay all, or a portion of, the funds received. The reasons for recapture include, but are not limited to, the following:

- An applicant is determined to have received awards based upon fraudulent information provided to the City and its programs;
- An applicant voluntarily withdraws from the Program prior to the project completion;
- An applicant is determined to not meet the eligibility requirements for a Program;
- An applicant does not perform some or all the work identified in an approved scope of work on which the award is based;
- An applicant fails to substantially comply with the rules set forth in Program policy manuals; and/or
- An applicant does not report the receipt of additional insurance, SBA, FEMA, non-profit assistance, and/or any other DOB received after calculation of the award.

Furthermore, the City will develop policies that will guide the agency in its efforts to recapture funds that have been overpaid to applicants for any reason. The City does not anticipate the development of any resale requirements with this proposed use of funding.

## 4.6 Program Details

### 4.6.1 Homeowner Repair Program

The Homeowner Repair Program will assist homeowners whose low- to moderate-income or other social vulnerabilities impede their ability to access other sources of recovery assistance in order to fully repair their homes. The Homeowner Repair Program aims to assist homeowners repair their homes, support rehabilitation of older and existing housing stock, and provide safe and decent housing opportunities for residents that incorporate climate resilience solutions. This Program will be administered through the City's subrecipient partner, PHDC, and will allow for additional costs to comply with federal, state, and local construction standards, such as replacing onsite residential infrastructure, complying with green building standards, and ensuring that homes are accessible for individuals living with disabilities, senior residents, and individuals and families at risk of homelessness.

Participants whose properties are located in an SFHA or a 100-year floodplain, and who are eligible to receive assistance for new construction, reconstruction, rehabilitation of substantial damage, or rehabilitation that results in substantial improvement, as defined at 24 CFR 55.2(b)(10), will be addressed under a separate program.

### **Total Budget**

\$42,138,100

### **Connect to Disaster and Unmet Needs**

Housing is the largest category of unmet need and represents more than 60 percent of the total estimated need. Homeowners whose disaster recovery needs are not fully met by FEMA IA can often have those unmet needs addressed by subsidized loans from the U.S. Small Business Administration (SBA) or insurance. Low- to moderate-income homeowners are less likely to be able to qualify for home and personal property SBA loans. Additionally, while the greatest impacts from Hurricane Ida occurred within the mapped 100-year floodplain, the extreme rainfall from Hurricane Ida overwhelmed stormwater systems, resulting in impacts outside of mapped riverine or coastal hazards. Homeowners outside of mapped floodplains, especially homeowners of limited or modest financial resources, are less likely to access proper resources to respond to damages incurred. There is also substantial need for stable and affordable living opportunities to help create more energy-efficient, disaster resilient, and physically accessible housing; offset rising living costs in the disaster-impacted neighborhoods; and increase wealth-building opportunities.

### **How Program will Promote Housing for Vulnerable Populations**

The Homeowner Repair Program promotes housing for vulnerable populations by targeting assistance to individuals whose remaining unmet needs are most likely due to known structural inequalities of the federal disaster assistance framework. That framework assumes homeowners are fully insured against all hazards, have the financial standing to qualify for an SBA loan, and the capability to select, hire, and oversee quality contractors to complete the needed repairs in their homes. Low- and moderate-income households and other vulnerable populations are the least likely to have these resources and capabilities. In Philadelphia, median home values are over \$184,000, meaning these groups' most significant asset is typically their home and barriers to full disaster rehabilitation present a realistic risk to not only the home's continued habitability but also the devaluation of the asset resulting in an inability to secure alternate permanent housing.

The Homeowner Repair Program prioritizes assistance to low- to moderate-income applicants and ensures successful project completion by procuring contractors on behalf of Program applicants. Eligible Program applicants may additionally receive resiliency measures intended to prevent the same type of damages occurring from future events. Risks of becoming homeless will be mitigated by improving the physical condition and resilience of the home to future floods, thereby preserving health, safety, and the financial stability of homeownership. In addition, priority will be given to elderly (62 years or older) or disabled household members.

To promote this program and available housing assistance to vulnerable populations, the City will provide outreach through advertising on social media or other media outlets, creating information materials, giving presentations, providing information at community events, and partnering with and providing information to other organizations that serve vulnerable populations.

The City will also provide applicants, especially any who may be at immediate risk of losing their home, with information and resources made available through City's network of Housing Counseling Agencies and Legal Services Organizations. These partners provide a wide range of services including but not limited to assistance to prevent foreclosure; resolve tangled titles; avoid fraud; and prepare for future disasters.

Reaching the desired applicant pool is critical to achieving the desired end results of supporting housing stability among the community's most vulnerable homeowners. The application intake process will be designed to capture self-reported income and key demographic data that will support prioritization of application processing. In addition, the City and PHDC will continue to develop detailed demographic data analysis of the disaster-declared area to support geographically targeted Program marketing. Application submissions and Program inquiries will be monitored for demographics and geography throughout the Program application period and the City and PHDC may modify its outreach efforts if known vulnerable and impacted communities are underrepresented.

**Program Definition of Second Home/Eligibility**

Assistance is available only for primary residences. An individual's primary residence is the address where an individual spends the most time during the year, per HUD definition.

**National Objectives**

Assistance provided under this program will meet the national objectives of benefiting LMI persons or households or addressing an urgent need. The program may use the Urgent Need national objective to assist eligible disaster-impacted applicants with incomes greater than 80% AMI. The national objective will be met based on an applicant's household income verified at the time of award by the jurisdiction to the beneficiary.

**Benefit to Most Impacted and Distressed Areas**

All projects will be located in Philadelphia which is a HUD identified Most Impacted and Distressed Area. The first phase of this program will target homeowners located in zip codes most impacted by Ida. See Section 1.2.1. Additional zip codes may be added contingent upon the availability of funding.

**Eligible Activities**

Eligible activities will include rehabilitation and repair of residential structures as described in HCDA Section 105(a)(4) including but not limited to single-family owner-occupied rehabilitation, hazard mitigation, mobility (ADA) measures, and other activities to make homes safe and habitable. Only costs incurred after an award will be eligible for reimbursement. Reimbursement of pre-award costs is not allowed.

**Eligibility Criteria****Property**

- Not located in a floodplain.
- Costs for rehabilitation are reasonable and consistent with market costs at the time and place of construction.
- Property taxes are current, on an approved payment plan or have an exemption under current laws.
- Must be on current on mortgage or be on a payment plan.

**Applicant**

- Applicant(s) must own the property.
- The property must be the owner's primary residence at the time of the storm and at the time the award is distributed.
- Household income must be less than or equal to 80% AMI.

**Compliance Period**

Rehabilitation loans will have a 10-year compliance period with a lien. Assistance will be provided in the form of a zero-interest secured forgivable loan. Homeowner(s) must agree to the forgivable loan compliance period and lien requirements, as applicable.

- The lien on the property will be removed upon completion of the terms and conditions of all documents related to the program and completion of the compliance period.
- Homeowner(s) are required to maintain principal residency in the assisted property throughout the length of the forgivable loan compliance period.
- Where disaster assistance triggers the flood insurance purchase requirement, assisted homeowners will notify any transferee of the requirement to obtain and maintain flood insurance, in writing, and to maintain such written notification in the documents evidencing the transfer of the property, and that the transferring owner may be liable, if he or she fails to do so.
- Should the homeowner sell or otherwise convey their ownership interest in the property during the compliance period, the remaining prorated amount of assistance will become immediately due and payable.

**Program Responsible/Administering Entity**

- City of Philadelphia Division of Housing and Community Development (DHCD)
- Subrecipient: Philadelphia Housing Development Corporation (PHDC)

**Program Maximum Assistance**

The City is setting a maximum award of up to \$150,000 per applicant.

**Method of Distribution**

The City intends to provide assistance in the form of repairs and resilience upgrades performed by PHDC-procured contractors or PHDC-administered zero-interest loans to the homeowner. Allowable exceptions to the maximum award include:

- Installation of and/or repair to reasonable accommodations are included in the repair scope for all applicants having at least one full-time household member with a documented disability and may result in an award that exceeds the maximum amount of assistance.
- When allowable and approved change orders due to unforeseen conditions result in the total project cost exceeding the \$150,000 maximum.

All exceptions to the Program maximum award will be reviewed according to Program policies and procedures prior to being awarded.

**National Objectives**

LMI Benefit; Urgent Need

**Timeframe**

The City anticipates that the program will begin within three months of HUD issuing an Authority to Use Grant Funds form and certification to the City. The program will end when all eligible participants have completed closeout, all budgeted funds have been expended, or within the established period of performance allowable under this grant.

#### 4.6.2 Rental Repair, Rehabilitation, and Construction Program

The program will assist eligible owners of rental properties to rehabilitate, repair, and construct new rental housing to provide safe, clean, and affordable rental housing to LMI households. The program will restore or create additional affordable rental units for residents impacted by Ida. It also will work to improve rental housing conditions for residents most impacted by the storm. Properties must maintain affordability periods in accordance with the standards described in the Program Affordability section below.

The program will provide assistance for activities necessary to restore and improve rental units for residents impacted by Hurricane Ida, including rehabilitation, repair, and other resiliency improvements. This also includes construction of new rental units. Resiliency improvements activities may include, but are not limited to, structural and utility retrofits to make the building more resistant to floods, grading and slope stabilization, and drainage improvements. Assistance also may be provided to make housing accessible for individuals living with disabilities. Substantial rehabilitation, or reconstruction of properties with more than four rental units will include the installation of broadband infrastructure, where feasible. Only costs incurred after an award will be eligible for reimbursement. Reimbursement of pre-award costs is not allowed.

#### **Total Budget**

\$10,000,000

#### **Connect to Disaster and Unmet Needs**

Housing is the largest category of unmet need and represents more than 60 percent of the total estimated need. As noted in the City's Unmet Needs Assessment, the City believes renter needs are underestimated and less known based on data that is currently available. Through this program, the City seeks to begin addressing unmet rental housing recovery needs by providing rehabilitation/reconstruction assistance to landlords to ensure the availability of safe, affordable housing for those impacted by Hurricane Ida.

#### **How Program will Promote Housing for Vulnerable Populations**

The City is committed to increasing the availability of affordable rental units within the disaster-impacted areas, which will directly support housing for vulnerable populations. The manner in which the program promotes housing for vulnerable populations includes, but is not limited to:

- Providing assistance that results in the availability of long-term affordable rental housing for low-income renters. According to the city's 2022 Assessment of Fair Housing, renters are the most housing cost-burdened group in the City. This program is designed to principally provide affordable rental housing to LMI households living in disaster-impacted communities for up to 5 years.

- Utilization of accessibility standards and supporting code measures to support renters living with disabilities. Reasonable efforts will be made to ensure that program-funded units will have accessibility standards built into the rehabilitation design, thereby increasing accessible housing stock in the impacted areas. The scope of work funded under the program will comply with applicable codes and standards. This will provide more safety measures for the tenant and thus a more sustainable, safe place to live.
- The City will offer housing counseling services to tenants occupying affordable rental units. Tenants occupying the rehabilitated units will be offered access to housing counseling services. They will be informed of their fair housing rights, the maximum rents that landlords may charge them (including whether they have housing choice vouchers or other subsidies), and the availability of support for limited English proficient individuals in understanding the home rental process. This strategy is consistent with helping address fair housing impediments, which include difficulty in accessing housing and understanding the home rental process for people with limited English proficiency and a lack of public information about fair housing law rights and responsibilities.
- The City will offer housing counseling services to landlords. Landlords will be offered financial and housing counseling. Counseling will include fair housing training, how to account for housing choice vouchers and other rental payments in what they charge tenants, reporting and tenant eligibility requirements, URA requirements, affordability period requirements, and the terms and conditions of their awards. The property owner will be instructed on all federal and local fair housing laws and regulations, including the prohibition of discrimination.
- The City will aim to leverage existing resources and engaging community-based organizations, nonprofits, community housing development organizations, and public housing authorities to conduct outreach, facilitate engagement, and connect affordable units with vulnerable populations. By working closely with community-based organizations, the city will be able to access vulnerable impacted renters who may not yet have participated in other recovery programs. Outreach and engagement will target households and landlords with limited English proficiency and households at or below 30% of AMI. The City also will make efforts to match impacted residents with landlord.

### **Program Affordability**

**Affordability Period:** A period of affordability will be applied for developments containing five units or greater in accordance with HOME program standards of 24 CFR 92.252(e), and for developments of four units or fewer, those will be governed by periods set in the program policies.

**Affordable rents:** Rents payable by the household plus utilities may not exceed 30% of income for a household earning 80% of AMI. The City will publish the affordable rents annually for participating landlords and tenants to understand the maximum affordable



rents that may be charged on affordable units. These affordable rents will be based off HUD Fair Market Rents, which are updated annually.

The affordability period will be enforced with a lien. Assistance will be provided in the form of a zero-interest secured forgivable loan. Owner(s) must agree to the forgivable loan compliance period and lien requirements, as applicable.

- The lien on the property will be removed upon completion of the terms and conditions of all documents related to the program and completion of the compliance period.
- Where disaster assistance triggers the flood insurance purchase requirement, assisted owners will notify any transferee of the requirement to obtain and maintain flood insurance, in writing, and to maintain such written notification in the documents evidencing the transfer of the property, and that the transferring owner may be liable, if they fail to do so.
- Should the homeowner sell or otherwise convey their ownership interest in the property during the compliance period, the remaining prorated amount of assistance will become immediately due and payable.

### **Program Definition of Second Home/Eligibility**

Assistance is available only for primary residences. An individual's primary residence is the address where an individual spends the most time during the year, per HUD definition.

### **National Objectives**

Assistance provided under this program will meet the national objectives of benefiting LMI persons or households or addressing an urgent need. The program may use the Urgent Need national objective to assist eligible disaster-impacted applicants with incomes greater than 80% AMI. The national objective will be met based on an applicant's household income verified at the time of award by the jurisdiction to the beneficiary.

### **Benefit to Most Impacted and Distressed Areas**

All projects will be located in Philadelphia which is a HUD identified Most Impacted and Distressed Area. The first phase of this program will target homeowners located in zip codes most impacted by Ida. Additional zip codes may be added contingent upon the availability of funding.

### **Eligible Activities**

Rehabilitation, reconstruction, acquisition, and lead-based paint and clearance; HCDA Section 105(a)1, 2, 4, 5, 11; applicable waivers identified in the Allocation Announcement Notice and Consolidated Notice, other applicable waivers or alternative requirements. Only costs incurred after an award will be eligible for reimbursement. Reimbursement of pre-award costs is not allowed.

### **Eligibility Criteria**

Eligible applicants include any public, private, for-profit, or nonprofit entity that owns the subject property at the time of application.

- Priority may be given to the original owners who owned the property continuously from the time of the storm until the time of application for assistance.
- New owners include those entities who (1) purchased the property after the storm or have an option to purchase, or other suitable form of site control for an eligible property that received a significant amount of damage during the storm; and (2) wish to exercise that option in order to rehabilitate the property.

Property:

- Must not be located in a floodplain.
- Costs for rehabilitation are reasonable and consistent with market costs at the time and place of construction.
- Property taxes are current, on an approved payment plan or have an exemption under current laws.

### **Eligible Beneficiaries**

The program's beneficiaries are renters who meet the income eligibility or disaster impact criteria including current residents of the project. The buildings once renovated must maintain the required LMI thresholds for the affordability period.

### **Program Responsible/Administering Entity**

- City of Philadelphia Division of Housing and Community Development (DHCD)
- Subrecipient: Philadelphia Housing Development Corporation (PHDC)

### **Program Maximum Assistance**

The maximum award is \$150,000 per unit for any rehabilitation project. Program guidelines will stipulate a process for applications to identify situations where exceeding the maximum award amount may be necessary. For example, increased costs of compliance associated with accessibility concerns, environmental mitigation, and other extenuating circumstances may warrant exceeding the maximum award amount. Such requests will be reviewed by the City on a case-by-case basis.

### **Method of Distribution**

The City expects to launch once criteria have been established and the substantial amendment process has been completed. The City will conduct an outreach and public notice campaign. The initial application period will be open for six months. The application process may be reopened at the discretion of the City. The City plans to contract with a prime vendor as well as specific sub-contractors to fulfill federal requirements and ensure program compliance.

### **National Objectives**

LMI Benefit; Urgent Need

**Timeframe**

This program will begin within 12 months of HUD granting Authority to Use Grant Funds (AUGF). The program will end when all funds have been expended and all eligible participants have completed closeout, or 6 years after execution of the grant agreement with HUD.

**4.6.3 Economic Recovery and Resiliency**

Funds will be used for CDBG-DR-eligible activities related to economic revitalization. The attraction, retention, and return of businesses and jobs to a disaster impacted area is critical to long-term recovery. For CDBG-DR purposes, economic revitalization may include any CDBG-DR-eligible activity that demonstrably restores and improves the local economy through job creation and retention or by expanding access to goods and services. The City will prioritize economic revitalization funding in LMI and socially vulnerable communities that include members of protected classes, HUD-identified vulnerable populations, and historically underserved communities. Economic revitalization recipients will also be required to advertise and promote funding for Section 3 businesses and workers.

The Small Business Grant program is designed to allow for a flexible range of eligible activities to help local entities meet the economic recovery or mitigation needs of their disaster-impacted communities. Each activity must clearly have a tie to revitalizing disaster-impacted communities. Economic Recovery and Resiliency activities will focus any eligible activity under Section 105(a) that demonstrably restores and improves the local economy. Potential activities will include providing loans and grants to businesses, funding job training, making improvements to commercial/retail districts, and financing other efforts that attract/retain workers in communities directly or indirectly impacted by Hurricane Ida. The City will prioritize underserved communities that have been impacted by the disaster and that are economically distressed.

**Total Budget**

\$5,000,000

**Responsible Entities and Program Partners**

The program will be administered and implemented by the City of Philadelphia.

**Connect to Disaster and Unmet Needs**

This program addresses unmet recovery and mitigation economic revitalization needs in HUD-identified and grantee-identified MID's after deducting any duplication of benefits from other federal, State, or private sources, more specifically remaining needs tied to the SBA and The Merchants Fund assistance programs.

**Benefit to Most Impacted and Distressed Areas**

All projects will be located in HUD identified Most Impacted and Distressed Areas.

**Eligible Activities**

Economic Revitalization and Development; HCDA Section 105(a).

**Eligibility and Selection Criteria**

Applicant eligibility will be determined at a later date. Updates will be made available through the City's Action Plan amendment process.

**Maximum Assistance**

The grant assistance for the Small Business Grant program will be tiered and on a per-assisted-business basis:

- \$200,000 maximum assistance for operating capital for qualified businesses
- \$20,000 per LMI job retained or replaced, up to \$200,000.

**Method of Distribution**

There will be an open application window and review process. The City will receive the applications and make funding decisions based on the completeness of the application, justification for funding, and feasibility of the project.

**National Objectives**

The program will meet the national objective of LMI job creation or retention (LMJ). HUD has provided a waiver allowing economic revitalization programs to identify the LMI jobs benefit by documenting, for each person employed, the name of the business, type of job, and the annual wages or salary of the job. HUD will consider the person income-qualified if the person's annual wages or salary of the job is at or under the HUD established income limit for a one-person family. This method replaces the standard CDBG requirement in which grantees must review the annual wages or salary of a job compared to the person's total household income and size (87 FR 31636 II.D.2.).

**Timeframe**

This program will begin within 12 months of HUD granting Authority to Use Grant Funds (AUGF). The program will end when all funds have been expended and all eligible participants have completed closeout, or 6 years after execution of the grant agreement with HUD.

**4.6.4 Infrastructure Restoration and Improvement Program**

This program will fund eligible projects within the identified HUD MID (Philadelphia) to address unmet recovery and resiliency needs associated with public infrastructure and critical facilities. The grant funds will allow the City to restore and construct critical infrastructure and facilities that will directly benefit residents impacted by Hurricane Ida and the larger community. The program allows for a range of CDBG-DR eligible infrastructure activities and each activity must revitalize disaster impacted neighborhoods by directly or indirectly supporting the mitigation of loss of life or property in the face of current and future natural hazards.

The Resilient Infrastructure and Facilities program identifies infrastructure as including, but not limited to, the following types of projects: streets, water and sewer facilities, playgrounds, underground infrastructure, as well as flood and drainage measures. The program identifies critical facilities as buildings that serve a public safety purpose for local communities and reduce any damage and loss of life from future storm and disaster events.

**Total Budget**

\$52,138,100

**Responsible Entities and Program Partners**

The program will be administered and implemented by the City of Philadelphia.

**Connect to Disaster and Unmet Needs**

This program addresses unmet infrastructure and critical facility needs in the HUD-identified MID (Philadelphia), after deducting any duplication of benefits from other federal, State, or private sources. These program funds will replace damaged systems or build new systems that will help protect life and property and can withstand future disasters and the impacts of climate change.

**Benefit to Most Impacted and Distressed Areas**

All projects will be located in HUD identified Most Impacted and Distressed Areas.

**Eligible Activities**

Infrastructure and public facility improvements as described in 105(a)(2) which includes the acquisition, construction, reconstruction, or installation (including design features and improvements with respect to such construction, reconstruction, or installation that promote energy efficiency) of public works, facilities (except for buildings for the general conduct of government), and site or other improvements.

**Eligibility and Selection Criteria**

The City will restore and/or improve City-owned infrastructure directly and indirectly impacted by Hurricane Ida. Projects will focus on:

1. Recovering from Ida's disaster impacts;
2. Reducing or eliminating the long-term risk of loss of life, injury, damage to and loss of property, and suffering and hardship by lessening the impact of future disasters;
3. Protecting publicly funded recovery investments in impacted communities;
4. Expanding awareness of resiliency and mitigation within the City and help build the capacity of City departments to prepare effective mitigation and resiliency projects; and
5. Promote a "green-first" approach by exploring opportunities to integrate best practices and strategies identified in the City's Green City, Clean Waters and Office of Sustainability initiatives.

The City will prioritize disaster-related systems and other disaster-related community-based mitigation systems (e.g., using FEMA's community lifelines) to guide project development. Proposed projects will demonstrate alignment with relevant local plans and infrastructure development efforts to foster the potential for additional infrastructure funding from multiple sources. Relevant plans will depend on the specific project but may include the City's Capital Program and Budget, the City's Hazard Mitigation Plan (HMP), the City's Comprehensive Plan, the Delaware Valley Regional Planning Commission's Long Range Plan. In order to withstand chronic stresses and extreme events, the City will prioritize projects that employ adaptable and reliable technologies to prevent premature obsolescence of infrastructure. The City will also focus on exploring opportunities to invest in restoration of infrastructure and related long-term recovery needs within historically underserved communities that lacked adequate investments transportation, water, wastewater, and community infrastructure prior to the disaster.

### **Maximum Assistance**

The expected minimum program assistance available is \$500,000 and the expected maximum assistance is \$52,138,100. However, actual assistance will be determined based on the particular needs of and what is cost effective for each site. The City will also make exceptions to the maximum award amounts, when necessary, to comply with federal accessibility standards or to reasonably accommodate persons with disabilities.

### **National Objectives**

LMI Benefit; Urgent Need

### **Method of Distribution**

City departments will receive funds through this program. City staff will be paid with CDBG-DR funds through City payroll while contractors will be reimbursed as work on these programs is performed.

### **Timeframe**

This program will begin within 3 months of HUD granting Authority to Use Grant Funds (AUGF). The program will end when all funds have been expended and all eligible participants have completed closeout, or 6 years after execution of the grant agreement with HUD.

#### **4.6.5 Non-Federal Cost Share for FEMA and other Federal Grant-in-Aid Programs**

This activity will fund the non-federal cost share for local facilities eligible in connection with Federal grant-in-aid projects (such as FEMA hazard mitigation assistance) that relate to Ida disaster relief, long-term recovery, restoration of infrastructure and housing, and economic revitalization in the most impacted and distressed areas. Through this program, the City also will incorporate resilience and mitigation measures into the design of CDBG-DR-approved

projects, where feasible and cost reasonable. The City will prioritize projects that provide benefits to LMI persons or households.

**Total Budget**

\$6,000,000

**Responsible Entities and Program Partners**

The program will be administered and implemented by the City of Philadelphia.

**Connect to Disaster and Unmet Needs**

This program addresses unmet recovery and mitigation needs for public infrastructure or other recovery activities in the HUD-identified MID.

**Benefit to Most Impacted and Distressed Areas**

All projects will be located in HUD identified Most Impacted and Distressed Areas.

**Eligible Activities**

Activities approved under Section 105(a)(9) of the HCDA which authorizes payment of the non-Federal share required in connection with a Federal grant-in-aid program. All activities must be CDBG-DR eligible, meet a national objective, and able to comply with the applicable federal requirements. Exceptions to eligible activities and applicant eligibility will be described in the program guidelines.

**Eligibility and Selection Criteria**

Project approval and associated funding allocations will be made through evaluation of threshold criteria related to the potential projects and subject to funding availability. The City will assess each application based on the response to the following criteria:

For projects to be eligible, lead departments must show the project:

- Is an eligible activity under CDBG-DR
- Meets a CDBG-DR national objective
- Addresses an unmet need or mitigates risk identified in the Action Plan

The City will carefully review potential projects and assess such factors as the following:

- How the project will address a disaster-related impact
- Whether the project can be implemented successfully as designed
- How effective the proposed project is in protecting the public, including members of protected classes, HUD-defined vulnerable populations, and historically underserved communities, from the risks in each of the respective impacted communities
- How the project will mitigate natural hazard risk to critical structures, facilities, and systems
- Whether the project considers future conditions

- Whether the project incorporates nature-based solutions such as grade-stabilization structures, wetland development, or stormwater best management practices
- The outreach and engagement plan and efforts carried out by the applicant
- The cost-reasonableness of the project (applications must include an engineer's estimate or equivalent)
- Other funds leveraged
- The ability of the applicant to operate and maintain the project beyond the life of the CDBG-DR grant
- Other benefits of the project

### **Maximum Assistance**

The expected maximum assistance is \$6 million. However, actual assistance will be determined based on the particular needs of and what is cost effective for each site. The City will also make exceptions to the maximum award amounts, when necessary, to comply with federal accessibility standards or to reasonably accommodate persons with disabilities.

### **National Objectives**

LMI Benefit; Urgent Need

### **Method of Distribution**

The City will select CDBG-DR eligible projects that will help meet the nonfederal cost share obligations for FEMA and other Federal Grant-in-Aid Programs. The City will work with lead departments to identify and select projects based on the competitiveness and completeness of project requests, justification of funding, and feasibility of the project. The City will prioritize projects that benefit LMI persons or communities.

### **Timeframe**

This program will begin within 12 months of HUD granting Authority to Use Grant Funds (AUGF). The program will end when all funds have been expended and all eligible participants have completed closeout, or 6 years after execution of the grant agreement with HUD.

#### **4.6.6 Resilient Communities Program**

Proactively addressing the impacts of climate change and natural disasters is critical to building long-term resiliency in Philadelphia. Mitigation is one of the best ways to support the health and well-being of vulnerable community members before disaster strikes. The Mitigation Program will enable Philadelphia neighborhoods to proactively implement innovative climate adaptation solutions that will make their communities more resilient and equitable.

This program will fund hazard mitigation projects that aim to strengthen facilities, structures, and communities to make them less vulnerable to future disaster impacts. Eligible activities include the acquisition of flood-prone structures, localized drainage improvements, wind



retrofit of structures, elevation of critical building components, and the development of plans and zoning efforts to decrease community exposure to severe weather events. The program may be used in conjunction with other programs identified in the Action Plan or as a standalone project. It should be guided by the City's Hazard Mitigation Plan (HMP).

This program will also offer matching funds to other recovery and resiliency mitigation projects. Offsetting the burden of non-federal cost share and local matches to the City is a critical activity. This program will fund local match requirements for grant applications to various competitive grant programs including but not limited to FEMA's Hazard Mitigation Assistance (HMA) programs, Bipartisan Infrastructure Law (BIL) programs, and Congressional Delegated Spending for Pre-Disaster Mitigation (CDS-PDM).

**Total Budget**

\$15,287,000

**Responsible Entities and Program Partners**

The program will be administered and implemented by the City of Philadelphia.

**Connect to Disaster and Unmet Needs**

Projects funded through this program will address remaining direct and indirect needs in the HUD-identified MID (Philadelphia) and also incorporate mitigation measures into activities. Projects may also not have indirect or direct tie-back to Hurricane Ida but still incorporate mitigation measures into the recovery activities.

**Benefit to Most Impacted and Distressed Areas**

All projects will be located in HUD identified Most Impacted and Distressed Areas.

**Eligible Activities**

Acquisition, construction, reconstruction, or installation of public works, facilities, and other residential site improvements.

**Eligibility and Selection Criteria**

Similar to the infrastructure activity, this program will focus on:

1. Recovering from Ida's disaster impacts;
2. Reducing or eliminating the long-term risk of loss of life, injury, damage to and loss of property, and suffering and hardship by lessening the impact of future disasters;
3. Protecting publicly funded recovery investments in impacted communities;
4. Expanding awareness of resiliency and mitigation within the City and help build the capacity of project sponsors to prepare effective mitigation and resiliency projects; and
5. Promote a "green-first" approach by exploring opportunities to integrate best practices and strategies identified in the City's Green City, Clean Waters and Office of Sustainability initiatives.

The City will prioritize disaster-related systems and other disaster-related community-based mitigation systems (e.g., using FEMA's community lifelines) to guide project development. Proposed projects will demonstrate alignment with relevant local plans and infrastructure development efforts to foster the potential for additional infrastructure funding from multiple sources. Relevant plans will depend on the specific project but may include the City's Capital Program and Budget, the City's Hazard Mitigation Plan (HMP), the City's Comprehensive Plan, the Delaware Valley Regional Planning Commission's Long Range Plan. In order to withstand chronic stresses and extreme events, the City will prioritize projects that employ adaptable and reliable technologies to prevent premature obsolescence of infrastructure. The City will also focus on exploring opportunities to invest in restoration of infrastructure and related long-term recovery needs within historically underserved communities that lacked adequate investments transportation, water, wastewater, community infrastructure, and resilient housing prior to the disaster.

**Maximum Assistance**

Maximum assistance will be identified at a later date. Updates will be made available through the City's Action Plan amendment process.

**Method of Distribution**

The City will develop a method of distribution at a later date. Updates will be made available through the City's Action Plan amendment process.

**National Objectives**

LMI Benefit; Urgent Need

**Timeframe**

This program will begin within 18 months of HUD granting Authority to Use Grant Funds (AUGF). The program will end when all funds have been expended and all eligible participants have completed closeout, or 6 years after execution of the grant agreement with HUD.

#### 4.6.7 Planning

The City will offer planning funds to City departments and offices. Planning funds will assist the City in determining community needs related to disaster impacts along with mitigation and resiliency needs. Addressing the recovery and mitigation needs of Philadelphia requires the continued fostering of a culture of preparedness and the provision of tools for proper planning. Planning studies in coordination with city agencies, state agencies, federal agencies, and regional entities, will help guide recovery solutions and better identify hazard risks, impacts, and subsequent mitigation measures. CDBG-DR funds can also provide additional staffing capacity where needed to support the implementation of recovery activities. Through increased planning, neighborhoods across Philadelphia can better understand the risks they face and put measures in place to lessen the impacts in the future.

The CDBG-DR Planning allocation is \$21,287,000 and will be used to support City recovery and mitigation planning efforts. Planning funding can be used for land use planning, hazard mitigation planning, modernization, and resiliency planning, upgrading mapping capabilities and other plans or capabilities to better understand recovery needs and evolving disaster risks, and planning and community outreach to provide education.

**Total Budget**

\$21,480,000

**Responsible Entity:**

The City of Philadelphia will be responsible for administering and implementing planning activities.

**Connect to Disaster and Unmet Needs**

This program focuses on identifying existing and future needs and reducing or eliminating the negative impacts of Hurricane Ida. All planning projects will focus on areas located in HUD identified Most Impacted and Distressed Areas.

**Eligible Activities**

HCDA Section 105(a)(12) and Section 105(a)(15), administration costs, applicable waivers identified in the Allocation Announcement Notice and Consolidated Notice, other applicable waivers or alternative requirements.

**Eligibility and Selection Criteria**

Project approval and associated funding allocations will be made through evaluation of criteria related to the potential projects and funding availability. The City will assess each project based on the response to the following criteria. For projects to be eligible, the project must:

- Be an eligible activity under CDBG-DR
- Have a proposed plan that address an unmet need and/or will mitigate risk
- Serve Philadelphia residents

The City will carefully review potential projects and assess such factors as the following:

- Proposed plan is in alignment with meeting the CDBG-DR goal of helping mitigate future disaster risks
- Degree to which the proposed plan will consider and mitigate risks to members of protected classes, HUD-defined vulnerable populations, and historically underserved communities
- Proposed project will include a path for adopting and implementing the plan

**Maximum Assistance**

The expected minimum program assistance available is \$50,000 and the expected maximum assistance is \$5 million. However, actual assistance will be determined based on the particular needs of and what is cost effective for each project.

### **Method of Distribution**

Multiple City departments and offices will receive funds through this program. City staff will be paid with CDBG-DR funds through City payroll while contractors will be reimbursed as work on these programs is performed.

### **Timeframe**

This program will begin within three months of HUD granting Authority to Use Grant Funds (AUGF). The program will end when all funds have been expended and all eligible participants have completed closeout, or 6 years after execution of the grant agreement with HUD.

#### **4.6.8 Ida Recovery Public Services – Housing Counseling**

The City will provide grants to subrecipients to deliver critical supportive services that have increased because of the storm. This housing counseling program was developed by the City to provide a wide range of counseling services to residents impacted by Hurricane Storm Ida.

The program is a collaboration of HUD-certified, nonprofit, community-based organizations that provide a wide range of counseling services. Subrecipients will provide supportive services, such as foreclosure prevention, relocation services, and debt management, and assist with application intake for CDBG-DR-funded programs. It will also help unemployed and underemployed residents find employment by providing job training in skill areas related to recovery efforts.

### **Total Budget**

\$1,000,000

### **Responsible Entity:**

Eligible subrecipients include HUD-certified housing counseling agencies, nonprofit organizations, and community-based organizations.

These entities may apply directly to the City for funding. However, subrecipients cannot assume the role of responsible entity; as such, the City will remain the responsible entity for direct awards to subrecipients.

### **Connect to Disaster and Unmet Needs**

The program provides services to individuals and households living in the impacted communities or who were impacted Hurricane Ida.

### **Eligible Activities**

HCDA Section 105(a)(8) including but not limited to housing counseling and employment services (e.g. job training).

### **Eligibility and Selection Criteria**

Subrecipient eligibility is limited to HUD-certified housing counseling agencies, nonprofit organizations, and community-based organizations.

Applicants or beneficiaries must be individuals and households living in the impacted communities or who were impacted Hurricane Ida.

The program policies and public funding announcements will provide information on how qualified organizations are selected as subrecipients, to include all scoring criteria, relative weighting, and minimum requirements. Subrecipients will be selected competitively through a NOFA, competitive procurement, or other process described in the program guidelines. The program is not competitive for residents seeking housing or legal services.

### **Maximum Assistance**

The maximum amount allocated to subrecipients will be \$1,000,000 and detailed in the program guidelines and applicable Notice of Funding Availability (NOFA) and will be determined based on such factors as the subrecipient's capacity, the scope of work, the types of services provided, and/or the communities served by the organization.

### **Method of Distribution**

The City will implement this program through subrecipients.

### **Timeframe**

This program will begin within 12 months of HUD granting Authority to Use Grant Funds (AUGF). The program will end when all funds have been expended and all eligible participants have completed closeout, or 6 years after execution of the grant agreement with HUD.

#### **4.6.9 Ida Recovery Public Services – Workforce Training**

The City will provide grants to subrecipients to deliver critical supportive services that have increased because of the storm. This workforce training and development services program was developed by the City to provide a wide range of counseling services to residents impacted by Hurricane Storm Ida.

The program is a collaboration of HUD-certified, nonprofit, community-based organizations that provide a wide range of counseling services. Subrecipients will provide supportive services, such as foreclosure prevention, relocation services, and debt management, and assist with application intake for CDBG-DR-funded programs. It will also help unemployed and underemployed residents find employment by providing job training in skill areas related to recovery efforts.

**Total Budget**

\$2,000,000

**Responsible Entity:**

Eligible subrecipients include HUD-certified housing counseling agencies, nonprofit organizations, and community-based organizations.

These entities may apply directly to the City for funding. However, subrecipients cannot assume the role of responsible entity; as such, the City will remain the responsible entity for direct awards to subrecipients.

**Connect to Disaster and Unmet Needs**

The program provides services to individuals and households living in the impacted communities or who were impacted Hurricane Ida.

**Eligible Activities**

HCDA Section 105(a)(8) including but not limited to housing counseling and employment services (e.g. job training).

**Eligibility and Selection Criteria**

Subrecipient eligibility is limited to nonprofit organizations, and community-based organizations.

Applicants or beneficiaries must be individuals and households living in the impacted communities or who were impacted Hurricane Ida.

The program policies and public funding announcements will provide information on how qualified organizations are selected as subrecipients, to include all scoring criteria, relative weighting, and minimum requirements. Subrecipients will be selected competitively through a NOFA, competitive procurement, or other process described in the program guidelines. The program is not competitive for residents seeking housing or legal services.

**Maximum Assistance**

The maximum amount allocated to subrecipients will be \$2,500,000 and detailed in the program guidelines and applicable Notice of Funding Availability (NOFA) and will be determined based on such factors as the subrecipient's capacity, the scope of work, the types of services provided, and/or the communities served by the organization.

**Method of Distribution**

The City will implement this program through subrecipients.

**Timeframe**

This program will begin within 12 months of HUD granting Authority to Use Grant Funds (AUGF). The program will end when all funds have been expended and all eligible participants have completed closeout, or 6 years after execution of the grant agreement with HUD.

#### 4.6.10 Administration

The City will use administration funds for necessary general administration costs related to CDBG-DR grants, including but not limited to staff time administering programs, compliance, and monitoring of the City's subrecipients, vendors, and other recipients of funding; and other costs specified as eligible administrative expenses in 2 CFR 570.206. Up to 5% of the overall grant and any program income may be used for administration of the grant.

#### **Total Budget**

\$8,160,200

#### **Eligible and Ineligible Activities**

Eligible expenses are Administration Costs, as defined at 24 CFR 570.205 and 24 CFR § 570.206 and any applicable waivers or alternative requirements.

#### **Timeframe**

The City will begin the program after the grant is awarded and is prepared to complete the program within the period of performance. The program will end when all funds have been expended and program activities have completed closeout or six years after execution of the grant agreement with HUD.