

# Hurricane Matthew Resilient Redevelopment Plan

## Franklin County



May 2017

Version 1.2

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# Change Log

Version	Date	Summary of Changes
1.1	6/15/17	Minor Revisions
1.2	8/25/17	Labor and unemployment data updated

## Executive Summary

In October 2016, Hurricane Matthew caused widespread destruction in the Caribbean and up the Eastern Seaboard of the United States. In North Carolina, at least 26 people lost their lives, and 100,000 homes, businesses, and government buildings sustained damage estimated at \$4.8 billion.<sup>1</sup> At the storm's peak, 3,744 individuals fled to 109 shelters across the region. More than 800,000 households lost power and 635 roads were closed, including the major east-west and north-south corridors.

In December 2016, the North Carolina General Assembly established the North Carolina Resilient Redevelopment Planning (NCRRP) program as part of the 2016 Disaster Recovery Act (*Session Law 2016-124*). The purpose of the program is to provide a roadmap for community rebuilding and revitalization assistance for the communities that were damaged by the hurricane. The program empowers communities to prepare locally driven recovery plans to identify redevelopment strategies, innovative reconstruction projects, and other needed actions to allow each community not only to survive but also to thrive in an era when natural hazards are increasing in severity and frequency.

The NCRRP consists of planning and implementation phases and is managed through North Carolina Emergency Management.

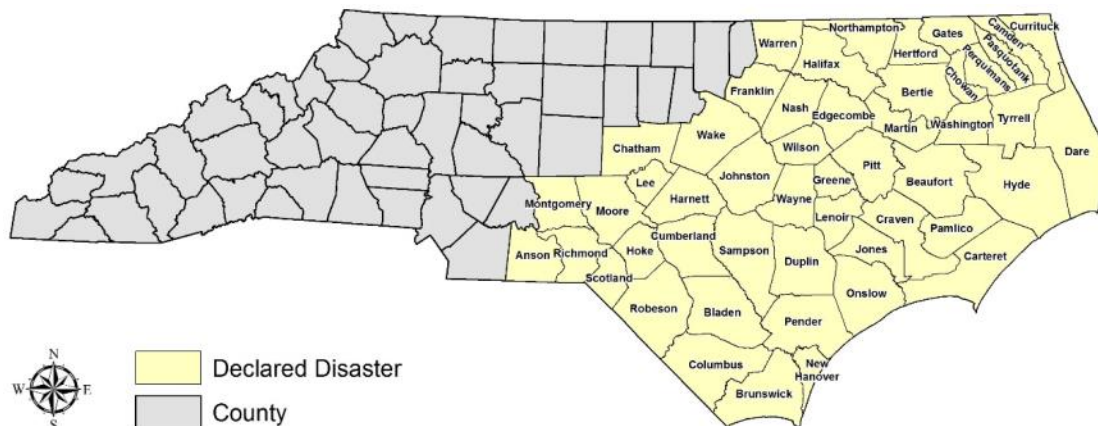


Figure 1: NCRRP Counties

This document is a snapshot of the current needs of the County regarding holistic recovery and redevelopment. The plan will evolve as the county analyzes the risk to its assets, identifies needs and opportunities, determines the potential costs and benefits of projects, and prioritizes projects. As projects are more fully defined, the potential impact on neighboring communities and the region may lead to modifications.

Implementation of the proposed projects and actions described in this plan is subject to applicable federal, state, and local laws and regulations. Proposed projects or actions may be eligible for state or federal funding, or could be accomplished with municipal, nonprofit, or private investments. However, inclusion of a project or action in this plan does not guarantee that it will be eligible for recovery funding.

<sup>1</sup> State of North Carolina Supplemental Request for Federal Assistance Hurricane Matthew Recovery, <https://governor-new.s3.amazonaws.com/s3fs-public/documents/files/Hurricane%20Matthew%20Relief--2017%20Federal%20Request%20%28002%29.pdf>.

After multiple public meetings, Franklin County has identified 5 projects in four pillars: Housing, Infrastructure, Economic Development, and Environmental. Details of these projects can be found in Section IV of this plan.

Pillar	Project/Action Count
Housing	0
Economic Development	0
Infrastructure	5
Environment	0
<b>Grand Total</b>	<b>5</b>

**Table 1. Franklin County Summary of Projects by Pillar**



An aerial photograph showing a residential neighborhood severely affected by flooding. The water is a murky brown color, inundating the yards and streets between the houses. The houses are mostly two-story structures with light-colored siding and dark roofs. Some trees are partially submerged, with only their tops visible above the water. The overall scene depicts a significant natural disaster impact on a community.

# 1. Background

# 1. Background

## Summary of Hurricane Matthew Storm Damage

Hurricane Matthew was an extraordinarily severe and sustained event that brought record-level flooding to many areas in eastern North Carolina’s coastal plain, sound, and coastal communities. Hurricane Matthew hit North Carolina on October 8, 2016, as a Category 1 storm. Communities were devastated by this slow-moving storm primarily by widespread rainfall. During a 36-hour period, up to 18 inches of heavy rainfall inundated areas in central and eastern North Carolina.

Riverine flooding began several days after Hurricane Matthew passed and lasted for more than 2 weeks. New rainfall records were set in 17 counties in the Tar, Cape Fear, Cashie, Lumber, and Neuse River watersheds. Entire towns were flooded as water levels throughout eastern North Carolina crested well beyond previously seen stages.

During the peak of the hurricane, 800,000 households lost power and 635 roads were closed, including a section of I-40 West in Johnston County that was closed for 7 days, and sections of I-95 North and South in Robeson and Cumberland Counties that were closed for 10 days.

Approximately 88,000 homes were damaged and 4,424 were completely destroyed. Losses totaled more than \$967 million, representing an economic loss as high as 68% of the damages, or \$659 million, not expected to be covered by insurance or FEMA assistance.

North Carolina Governor McCrory requested FEMA assistance on October 9, 2016, and FEMA subsequently declared a major disaster (DR-4285) for North Carolina on October 10, 2016, for 48 counties encompassing approximately 325 cities, towns, townships, and villages.

Preliminary estimates indicate more than 30,000 businesses suffered physical or economic damage, and 400,000 employees were affected as a result. Hurricane Matthew also had a significant impact on the agriculture and agribusiness economy in eastern North Carolina. The nearly 33,000 agricultural workers and 5,000 agricultural-support workers hit by the storm account for more than half of the state’s agriculture and agriculture-support workforce.

Initial economic analysis of the impacts of crop and livestock losses caused by Hurricane Matthew estimated the loss of more than 1,200 jobs and roughly \$10 million in state and local income and sales tax revenue. <sup>2</sup>

## State / Legislative Response

North Carolina’s response to Hurricane Matthew included 2,300 swift-water rescues using 79 boats and more than 90 air rescues. North Carolina also deployed over 1,000 National Guard and State Highway Patrol to assist with rescue and sheltering missions. There were 3,744 individuals transported to 109 shelters across central and eastern North Carolina during the storm’s peak.

FEMA’s disaster declaration made 50 counties eligible for FEMA assistance, 45 of which are eligible for Individual Assistance and Public Assistance and 5 of which are eligible for Public Assistance only.

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<sup>2</sup> *Governors McCrory’s Request for Federal Assistance for Hurricane Matthew Recovery, November 14, 2016*



- There were 81,832 individuals registered for FEMA/state assistance.
- Federal/state financial assistance in the amount of \$92.5 million was approved to help flood survivors recover.
- Small Business Administration (SBA) loans approved for individuals after Hurricane Matthew totaled \$65.6 million.
- SBA loans approved for businesses after Hurricane Matthew totaled \$23.2 million.

After the immediate response period, North Carolina Governor McCrory and the North Carolina General Assembly took the steps summarized below to obtain and allocate long-term funding for Hurricane Matthew.

**November 1:** The Hurricane Matthew Recovery Committee is established. Preliminary damage assessments are completed, and the State Emergency Response Task Force continues to administer programs and identify needs unmet by existing federal programs.

**November 14:** Governor McCrory formally submits North Carolina’s request for supplemental federal disaster assistance to the delegation as Congress returns to work.

**Late November/Early December:** Congress appropriates supplemental disaster assistance for North Carolina. After the supplemental federal disaster recovery assistance package is received, Governor McCrory submits a supplemental state disaster assistance package (House Bill 2) recommendations to the General Assembly and calls a special session. Governor McCrory then signs the Hurricane Matthew Recovery Act to fund disaster recovery efforts.

This supplemental federal assistance was to focus on housing, infrastructure, economic development, and the environment. These four pillars were to be funded through the following programs and agencies: The U.S. Department of Housing and Urban Development’s Community Development Block Grant–Disaster Recovery (CDBG-DR) program, Army Corps of Engineers Operations and Maintenance, the FEMA National Dam Safety Program, the Federal Highway Administration’s Emergency Highway Funding, and the U.S. Department of Agriculture’s Emergency Conservation and Watershed Protection programs.

### **Resilient Redevelopment Planning**

The purpose of the NCRRP program is to provide a roadmap for communities in eastern North Carolina to rebuild and revitalize after being damaged by Hurricane Matthew. The program empowers communities to prepare locally driven, resilient redevelopment plans to identify redevelopment strategies, innovative reconstruction projects, and other actions to allow each community not only to survive, but also to thrive in an era when natural hazards are increasing in severity and frequency.

The NCRRP process employs a holistic approach to planning that includes four pillars: housing, infrastructure, economic development, and the environment. Redevelopment strategies and reconstruction projects for each of the four pillars is included in each plan.

The NCRRP process consists of planning and implementation phases and is managed through North Carolina Emergency Management (NCEM).

## Scope of the Plan

This document is a snapshot of the County’s current needs for achieving holistic recovery and redevelopment. The plan will evolve as the County analyzes the risk to its assets, identifies needs and opportunities, determines the potential costs and benefits of projects, and prioritizes the projects. As projects are more fully defined, the potential impact on neighboring communities and the region may lead to modifications.

Planning objectives are to (1) develop strategic, resilient redevelopment plans and actions, and (2) to define any unmet funding needed to implement such actions after taking into account other funding sources.

The resulting resilient redevelopment plans will be the foundation for any supplemental funding received through Congress, the North Carolina General Assembly, and other funding sources. These plans will also be the basis for the state’s Recovery Action Plan, which is required by the U.S. Department of Housing and Urban Development before the state can expend funds received from the CDBG-DR program.

## Local Participation and Public Engagement

Stakeholder engagement and public involvement was an essential component of the NCRRP initiative. Three robust rounds of discovery, analysis, collaboration, and interaction were held with each affected county. Each meeting had two components: an in-depth working session with county officials, subject matter experts, and planners from the affected counties and municipalities; and a public open house. The purpose of each meeting was as follows:

**Meeting 1** – Initiated the planning process and validated the existing data pertaining to damage and impacts.

**Meeting 2** – NCEM presented draft documentation of resilient redevelopment strategies and received feedback from community leaders and the public.

**Meeting 3** – NCEM presented refined resilient redevelopment strategies based on feedback from Meeting 2 and received additional feedback for finalization of the plan.

Each of the 50 counties that were declared a major disaster by the President of the United States as a result of Hurricane Matthew under the Stafford Act (P.L. 93-288) participated in the resilience redevelopment planning process. Each municipality in those counties, as well as the five economic development regions that sustained damage from Hurricane Matthew, were also invited to participate.

The counties impacted by the storm cover the eastern half of North Carolina and occupy parts of the piedmont, sand hills, and coastal areas of the state. A map depicting Franklin County and surrounding counties is shown below.

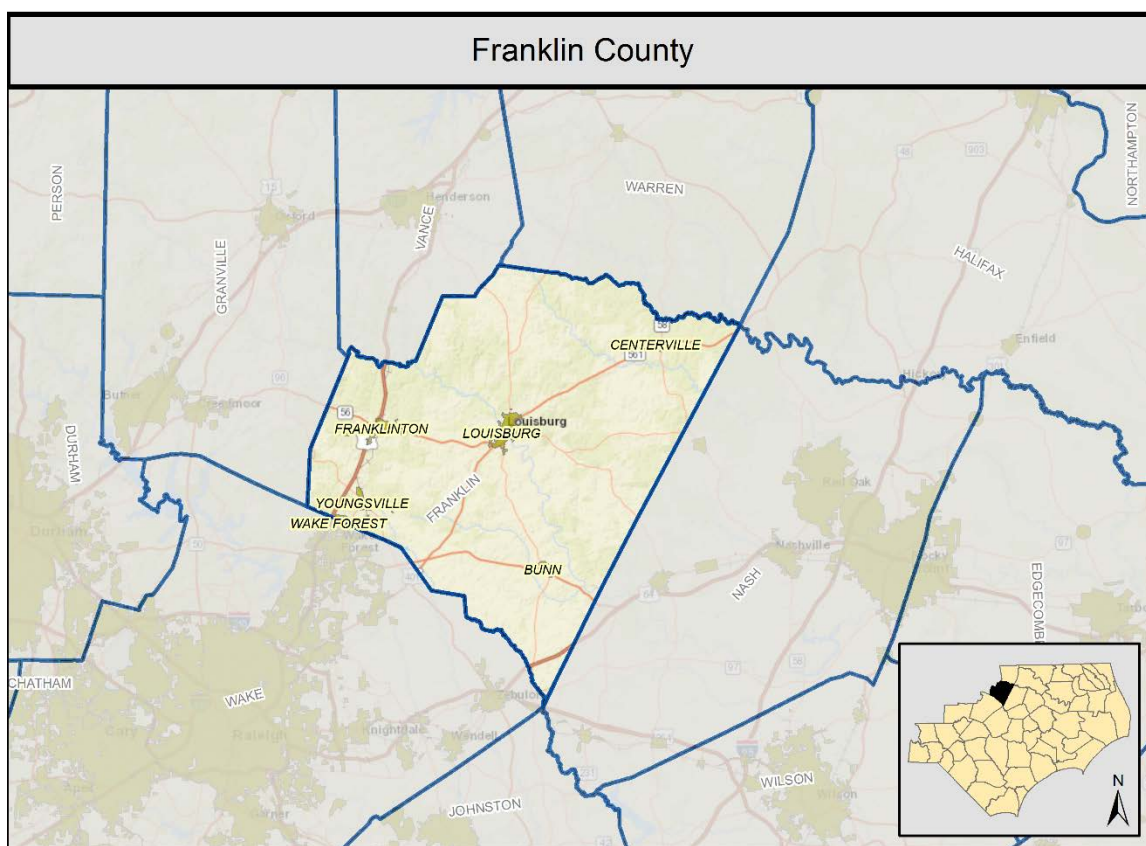


Figure 2: Franklin County and Neighboring Counties

### Data, Assumptions, and Methodologies

NCEM has assembled a wealth of data, resources, and technical expertise from state agencies, the private sector, and the University of North Carolina system to support the development of innovative best practice strategies.

Implementation of the proposed projects and actions described in this plan is subject to applicable federal, state, and local laws and regulations. Inclusion of a project or action in this plan does not guarantee that it will be eligible for recovery funding. However, proposed projects or actions may be eligible for state or federal funding or could be accomplished with municipal, nonprofit, or private investment.



An aerial photograph showing a residential neighborhood severely affected by flooding. The water is a murky brown color, submerging lawns, streets, and parts of the houses. The houses are mostly two-story structures with light-colored siding and dark roofs. Some trees are still visible above the water level. The text "2. County Profile" is overlaid in the center of the image in a dark blue, serif font.

## 2. County Profile

## 2. County Profile

Franklin County is located in eastern North Carolina north-east of Raleigh. It is comprised of six census-designated places: Bunn, Centerville, Franklinton, Lake Royale, Louisburg, and Youngsville. Its current population is 62,296. This section provides a profile of housing, economics, infrastructure, environment, and administration within Franklin County.

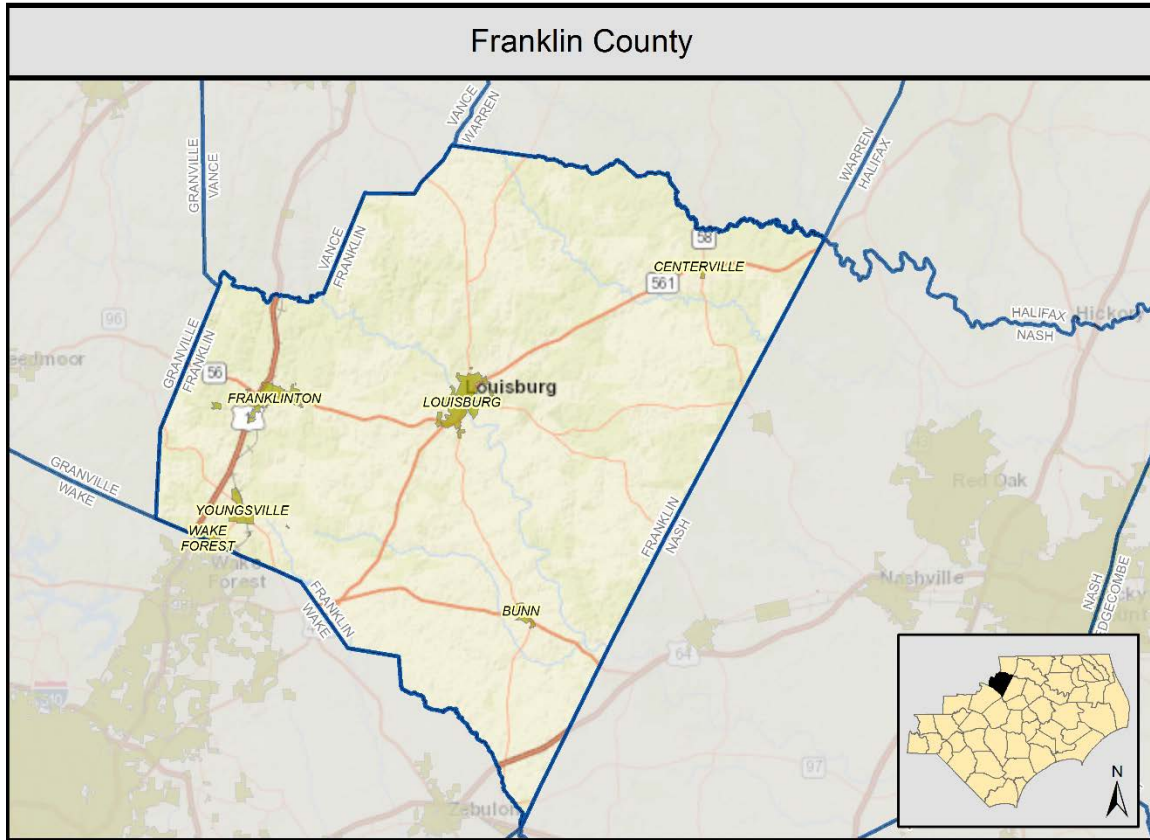


Figure 3: Franklin Base Map

### Demographic Profile

Demographics for Franklin County and census-designated places within the county are summarized and compared to statewide averages in this profile. The demographic data is from the 2000 Census, 2010 Census, and 2011-2015 American Community Survey five-year estimates.

### Population

Franklin County has a population of 62,296. Louisburg is the most populous place within Franklin County with a population of 3,499 and Centerville is the least populous place with a population of 91.<sup>3</sup>

<sup>3</sup> Source: US Census Bureau, American Community Survey 5-year Estimates (2011-2015), Table B01001, "Sex by Age."



### Population Change (2000 to 2010)

The Franklin County population increased between the 2000 and 2010 Census. In 2000 the population was 47,260 and in 2010 it was 60,619. The population increased by 13,359 people, or about 29 percent. In comparison, North Carolina grew by 19 percent from 8,049,313 people in 2000 to 9,535,483 in 2010.<sup>4</sup>

### Age

The median age in Franklin County is 40, which is about the same for North Carolina. Within Franklin County, the Lake Royale population has the oldest median age, 53, and the Youngsville population has the youngest median age, 32.<sup>5</sup>

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<sup>4</sup> Source: Minnesota Population Center. *National Historical Geographic Information System: Version 11.0 [Database]*. Minneapolis: University of Minnesota. 2016. <http://doi.org/10.18128/D050.V11.0>. *Census 2000/Census 2010 Time Series Tables Geographically Standardized*

<sup>5</sup> Source: US Census Bureau, *American Community Survey 5-year Estimates (2011-2015)*, Table B01001, "Sex by Age."

## Race and Ethnicity

Franklin County is mostly White (67 percent) and African American (26 percent) with other races constituting the remaining 7 percent. In comparison, North Carolina is 70 percent White, 22 percent African American, 1 percent American Indian and Alaska Native, 3 percent Asian, less than 1 percent Native Hawaiian/Pacific Islander, 3 percent Some Other Race, and 2 percent Two or More Races. Refer to the table below.

Within Franklin County, most census designated places are predominantly White while Louisburg is majority African American with 54 percent.

The Latino population in Franklin County is 8 percent compared to 9 percent for North Carolina. Franklinton has the largest Latino population (16 percent) while Centerville does not have a Latino population according to the census data. Youngsville has a Latino population of 8 percent.

Geography	White	Black or African American	American Indian and Alaska Native Alone	Asian	Native Hawaiian/Pacific Islander	Some Other Race	Two or More Races	Total Non-White
Bunn	68.5%	27.1%	0.0%	1.1%	0.0%	0.0%	3.3%	31.5%
Centerville	74.7%	25.3%	0.0%	0.0%	0.0%	0.0%	0.0%	25.3%
Franklinton	67.1%	31.0%	0.0%	0.0%	0.0%	1.1%	0.8%	32.9%
Lake Royale	71.8%	25.1%	0.0%	0.0%	0.0%	0.0%	3.1%	28.2%
Louisburg	41.1%	54.4%	0.0%	0.3%	0.0%	1.9%	2.2%	58.9%
Youngsville	67.6%	26.5%	0.0%	0.2%	0.0%	2.6%	3.1%	32.4%

**Table 2: Franklin County Race and Ethnicity**

## Limited English Proficiency

Limited English Proficiency (LEP) is defined as populations 18 years or older that speak English less than very well. In Franklin County, most of individuals identified as LEP speak Spanish while others speak Indo-Euro, Asian/Pacific, or other languages. Similarly, the primary language group for LEP individuals in North Carolina is Spanish.

Within Franklin County, Franklinton has the largest LEP population. The only language group for LEP populations in Franklinton, Louisburg, and Youngsville is Spanish. In Bunn, in addition to Spanish there are also populations in the language group of Asian/Pacific and Other, while Centerville and Lake Royale do not have a LEP population according to census data.<sup>6</sup>

<sup>6</sup> Source: US Census Bureau, American Community Survey 5-year Estimates (2011-2015), Table B16004, "Age by Language Spoken at Home by Ability to Speak English for the Population 5 Years and Over."

## Poverty

In Franklin County, 16 percent of the population is below the poverty level compared to 17 percent of the North Carolina population. In Franklinton 36 percent of the populations is below the poverty level, 27 percent in Louisburg, and 6 percent in Lake Royale.<sup>7</sup>

## Low and Moderate Income Individuals

In Franklin County, 54 percent of the population is classified as low and moderate income (LMI) individuals based on the US Department of Housing and Urban Development's definition. In comparison, 39 percent of the North Carolina population is classified as LMI.<sup>8</sup>

## Median Household Income

The median household income of the population 25 to 64 years old is \$50,000 in Franklin County and \$53,000 in North Carolina. Centerville has the highest median household income for this age group, \$62,000, and Franklinton has the lowest: \$33,000. Median household income was not available for Lake Royale and Louisburg.<sup>9</sup>

## Zero Car Households

In Franklin County, 6.5 percent of households do not have a vehicle available compared to 7 percent of North Carolina households. Within Franklin County, Louisville has the highest percentage of households without access to a vehicle, 27 percent, while Centerville has the lowest percentage: 0 percent.<sup>10</sup>

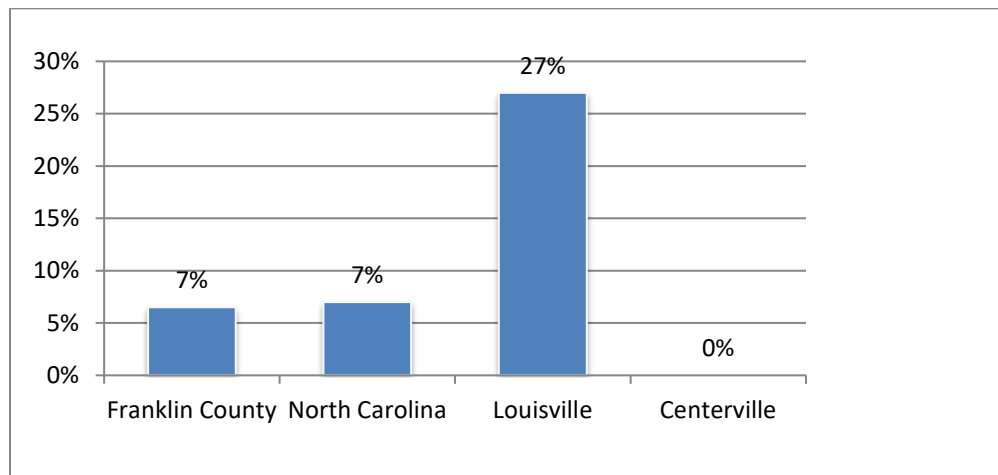


Figure 4. Zero Car Households by Percentage

<sup>7</sup> Source: US Census Bureau, American Community Survey 5-year Estimates (2011-2015), Table C17002, "Ratio of Income to Poverty Level in the Past 12 Months."

<sup>8</sup> Source: US Department of Housing and Urban Development, Estimate of Low and Moderate Income Individuals, <https://www.hudexchange.info/programs/acs-low-mod-summary-data/acs-low-mod-summary-data-block-groups-places/>

<sup>9</sup> Source: US Census Bureau, American Community Survey 5-year Estimates (2011-2015), Table B19094, "Median Household Income in the Past 12 Months."

<sup>10</sup> Source: US Census Bureau, American Community Survey 5-year Estimates (2011-2015), Table B25044, "Tenure by Vehicles Available."

### Commuting: Travel Time to Work, Means of Transportation

The majority of Franklin County residents commute alone to work by vehicle, 83 percent, which is similar to North Carolina average of 81 percent. Within Franklin County, Bunn has the largest percentage of commuters commuting alone, 88 percent, and Louisburg has the least, 75 percent.

There is no population commuting by public transit in Franklin County. A greater percentage of Louisburg, Bunn, Lake Royale, and Youngsville residents commute by walking, bike, or motorcycle than the North Carolina average of 2 percent.

The mean commute time to work for Franklin County residents is 30 minutes. In comparison, the North Carolina mean commute time is 24.7 minutes. Within Franklin County, Louisburg has the shortest mean commute time at 20.5 minutes while Bunn has the longest at 36 minutes.<sup>11</sup>

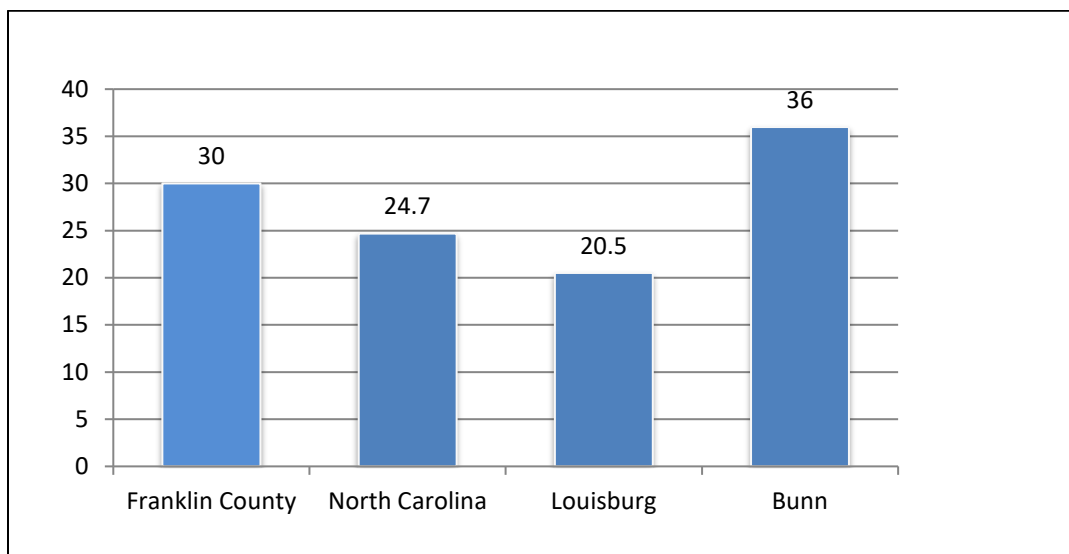
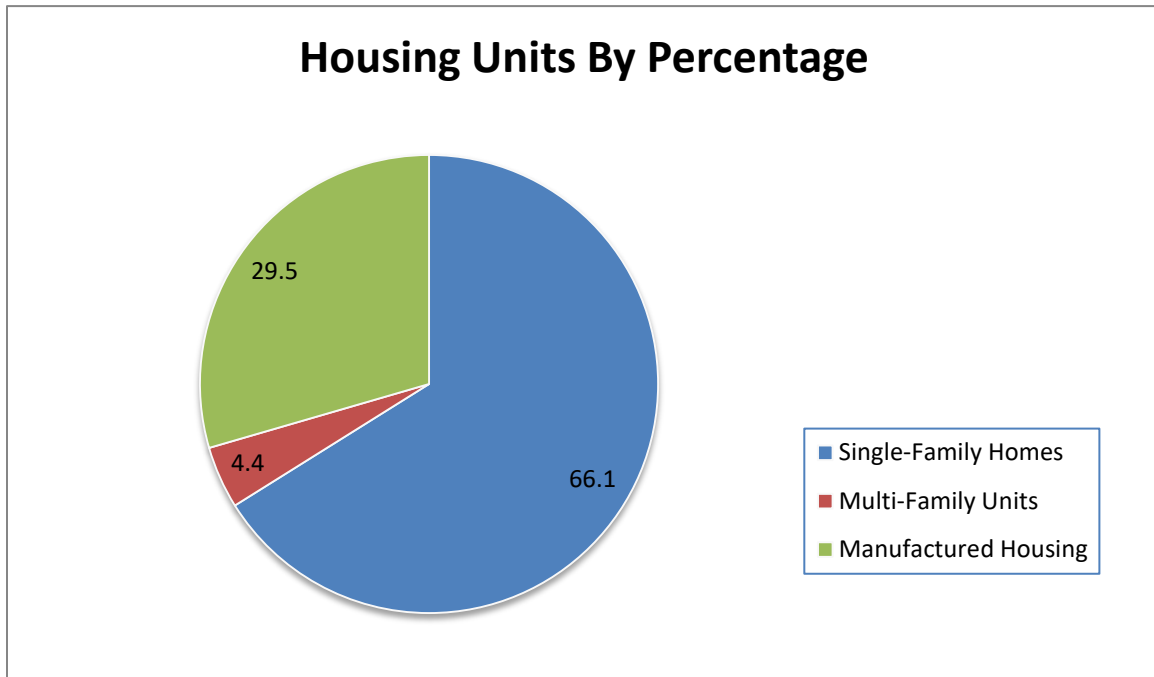


Figure 5. Mean Commute Time to Work in Minutes

### Housing Profile

Franklin County has over 26,000 housing units, 66.1 percent of which are single-family homes, 4.4 percent multi-family units, and 29.5 percent manufactured housing.

<sup>11</sup> Source: US Census Bureau, American Community Survey 5-year Estimates (2011-2015), Table B08301, "Means of Transportation to Work" and Table GCT0801, "Mean Travel Time to Work of Workers 16 Years and Over Who Did Not Work at Home (Minutes)."



**Figure 6. Housing Units by Percentage**

In Franklin County 12.3 percent of housing units are vacant, which is the same percentage for North Carolina. Within Franklin County, Lake Royale has the largest percentage of vacant housing units, 29 percent, while Youngsville has the least: 7 percent.

Of the occupied housing units, 74 percent are owner-occupied compared to 65 percent in North Carolina; 25 percent are renter-occupied compared to 35 percent in North Carolina.

The median housing value in Franklin County is \$129,500. In comparison, the median housing value in North Carolina is \$140,000. Within Franklin County, Youngsville has the highest median housing value: \$171,000. Franklinton has the lowest median housing value: \$101,000.

According to the National Housing Preservation Database, Franklin County has 596 affordable housing units. Most of the affordable housing is located within Louisburg. Other units are located in Franklinton.<sup>12</sup>

### **Economic / Business Profile**

Franklin County is home to a diverse array of businesses from manufacturing, retail trade, educational services, and health services. According to the US Census Bureau's Longitudinal-Employer Household Dynamics Program, the largest concentrations of jobs within Franklin County are in downtown Louisburg, along US-1 in Youngsville, in downtown Franklinton.<sup>13</sup>

<sup>12</sup> Sources: US Census Bureau, American Community Survey 5-year Estimates (2011-2015), Table B25002, "Occupancy Status"; Table B25003, "Tenure"; Table B25024 "Units in Structure"; Table B25077, "Median Value (Dollars)."  
National Housing Preservation Database

<sup>13</sup> Source: US Census Bureau Longitudinal-Employer Household Dynamics Program



## Labor Force

According to the local area unemployment statistics (LAUS) from the Labor and Economic Analysis Division (LEAD) for the unadjusted data for all periods in 2016, the civilian labor force population of Franklin County is 29,641.<sup>14</sup> Within Franklin County, Youngsville has the largest percentage of residents in the labor force, 74 percent, while Louisburg has the smallest: 32 percent.

The civilian unemployment rate in Franklin County is 5.1 percent. In comparison, the North Carolina civilian unemployment rate is the same, at 5.1 percent.<sup>14</sup> Within Franklin County, Youngsville has the smallest civilian unemployment rate at 3 percent while Bunn has the largest: 15 percent.<sup>15</sup>

## Major Employers

The top ten employers in Franklin County represent the manufacturing, retail, education and health service industries, and are listed in order of total employees:<sup>16</sup>

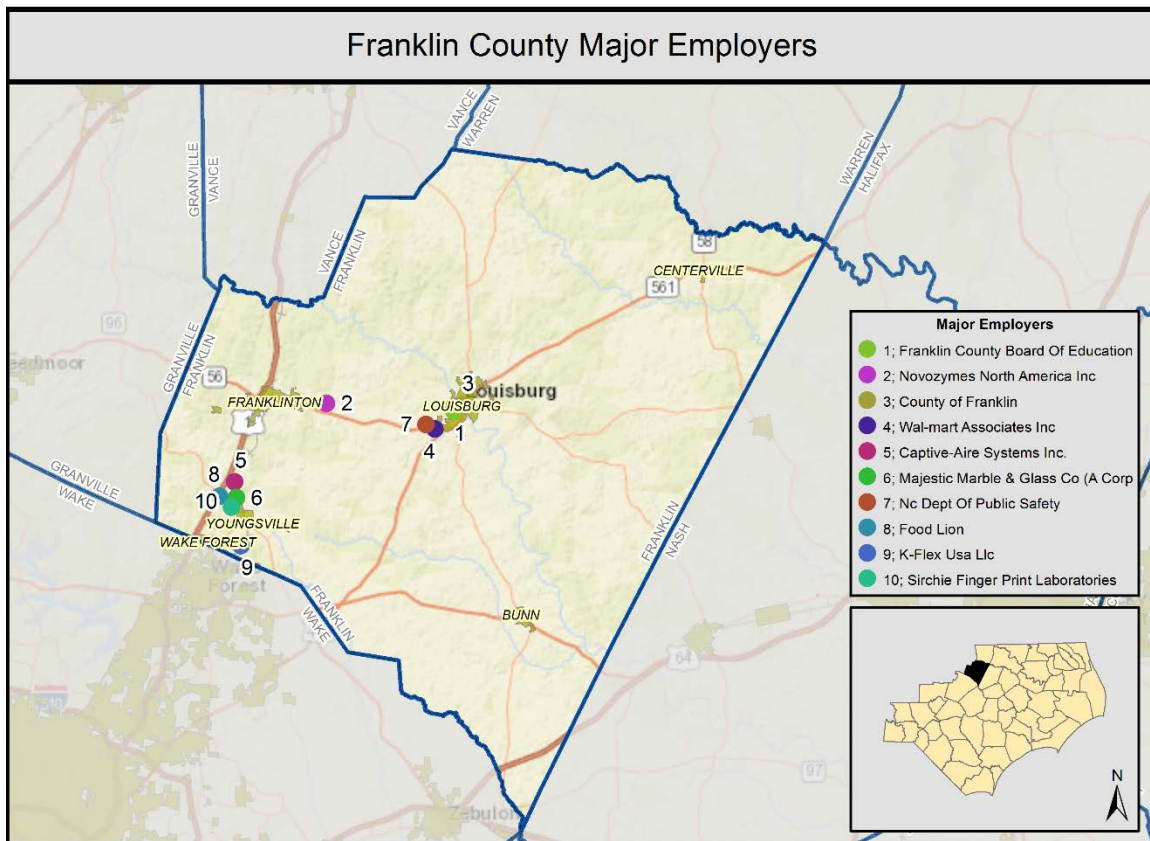


Figure 7: Major Employers by Number of Employees

## Economic Development

Franklin County has created the Franklin County Strategic Plan for Economic Development. The aim is to provide strategy to improve infrastructure, promote business friendly environments, collaborate to develop

<sup>14</sup> Source: Civilian Population and Unemployment Rate - Labor and Economic Division (LEAD) of North Carolina Department of Commerce – Local Area Unemployment Statistics <http://d4.nccommerce.com/LausSelection.aspx>

<sup>15</sup> Source: US Census Bureau, American Community Survey 5-year Estimates (2011-2015), Table B23025, "Employment Status for the Population 16 Years and Over."

<sup>16</sup> Sources: NC Department of Commerce

buildings/sites that meet business requirements. They hope to work with municipalities to strengthen Franklin County's image and marketing efforts as a Research Triangle Region community, in order to improve quality of life for residents.<sup>17</sup>

## Infrastructure Profile

Transportation, health, education, water, and power infrastructure are summarized for Franklin County in the sections that follow.

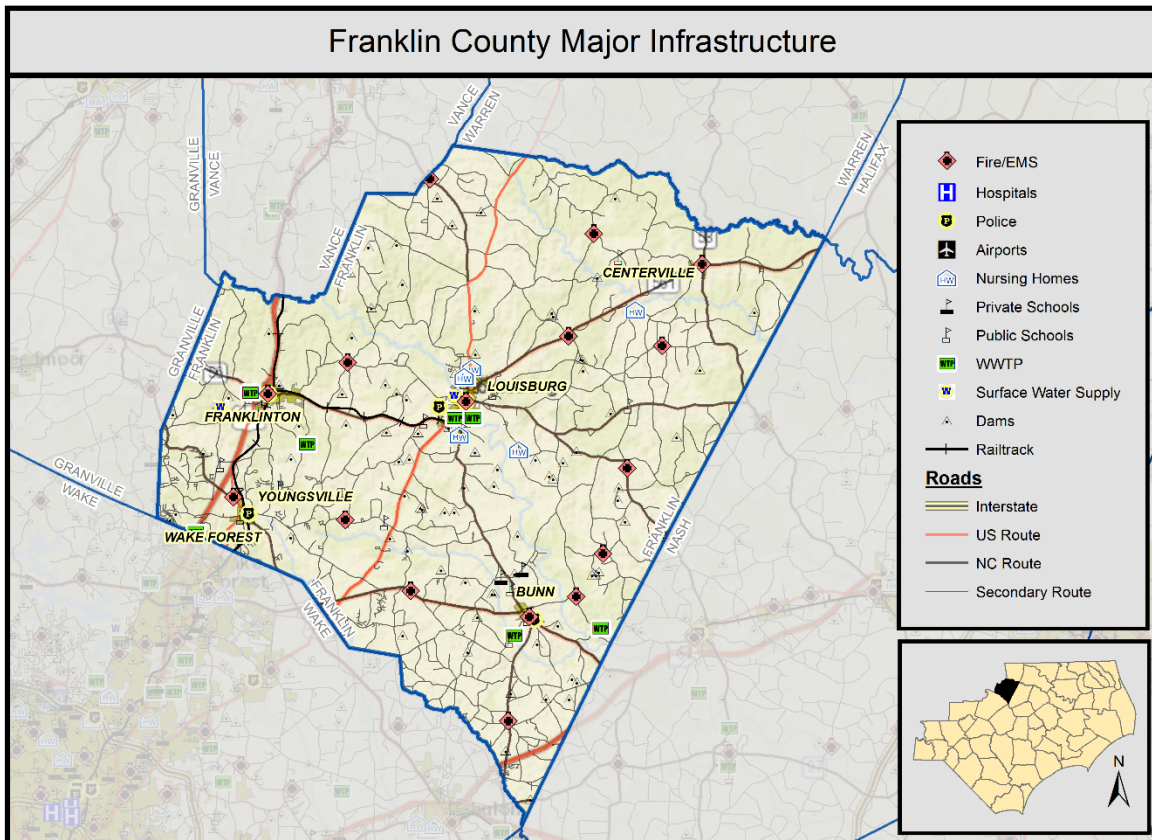


Figure 8: Franklin County Major Infrastructure

## Transportation

Franklin County is connected to the region by US 1 and US 401. Both run north-south and provide Franklin County with access to Raleigh to the south. Also, US 56 runs east-west through the county. Franklin County is also served by two regional airports: North Raleigh and Ball Airport, located in Franklinton and Louisburg respectively. For most air travel, residents use Raleigh-Durham International Airport.

## Health

Novant Health Franklin General and Vascular Surgery is a health-care facility in Franklin County. It is located in Louisburg off of US 401. The Franklin County Cancer Center is also located off of US 401 in Louisburg.

<sup>17</sup> Sources: Franklin County Strategic Plan for Economic Development

## Education

Franklin County Schools administers eight elementary, four middle, and four high schools. Louisburg College, a two-year, Methodist affiliated, higher education facility is located in Franklin County. Also, a satellite campus of Vance-Granville Community College is located just outside Louisburg.<sup>18</sup>

## Water

The Kerr Lake Regional Water and the Town of Franklinton operate local water supply plans in Franklin County. Municipal wastewater is treated at the Louisburg Wastewater Treatment Plan, and the Franklin County Wastewater Treatment Plan. Bunn, Lake Royale, and Franklinton also operate smaller municipal wastewater treatment plants.<sup>19</sup>

## Power

CenturyLink Regional HQ operates a petroleum plant in Franklin County that has a net summer capacity of 1.2 megawatts.

There are several solar farms located within Franklin County. There are four in Louisburg with a net summer capacity of 14 megawatts total. There are also two in Bunn that have a net summer capacity of 10 megawatts total.<sup>20</sup>

## Environmental Profile

Water resources, natural areas, managed areas; biodiversity, wildlife habitat, and recreation are summarized for Franklin County in the sections that follow.

## Water Resources

The Tar River flows east-west through the middle of Franklin County. Sandy Creek flows through the north of Franklin County. Wetlands are present along both the Tar River and its tributaries and Sandy Creek. The most common wetland type in Franklin County is freshwater forested/shrub wetland. Lake Royale is located in southeast Franklin County.<sup>21</sup>

## Natural and Managed Areas

According to the NC Natural Heritage Program, there are a few areas of high, very high, or exceptional value in Franklin County. These areas can be found mainly along the Tar River and Sandy Creek.

There are a few managed areas under state ownership within Franklin County. Managed areas are properties and easements where natural resource conservation is one of the current primary management goals, or are of conservation interest. These areas in Franklin County include: an area along Sandy Creek adjacent to the eastern county boundary and NC Department of Transportation mitigation sites throughout the county.<sup>22</sup>

<sup>18</sup> Sources: Franklin County Public Schools and Franklin Community College

<sup>19</sup> Sources: NC Division of Water Resources, Local Water Supply Plans; and the Neuse Regional Water and Sewer Authority

<sup>20</sup> Source: US Department of Energy, US Energy Mapping System

<sup>21</sup> Source: NC Natural Heritage Program

<sup>22</sup> Source: NC Natural Heritage Program

## Biodiversity and Wildlife Habitat

The NC Natural Heritage Program produces a biodiversity and wildlife habitat assessment for the state. According to this assessment, areas with the highest rating for biodiversity and wildlife habitat are along the Tar River and its tributaries and along Sandy Creek. These areas rank between a 7 and 10, with 10 being the highest possible score. Other areas of the county rank 5 to 6. Most of the county is moderate or unrated.<sup>23</sup>

## Parks and Recreation

The Franklin County Parks and Recreation Department maintains several parks and facilities in Franklin County. Franklinton Park is located off of Second St in Franklinton and has playgrounds and recreational fields and picnic shelters. Moose Lodge Park in Louisburg has baseball and softball fields. Pilot Lions Park in Zebulon has recreational fields, a walking trail and a playground.<sup>24</sup>

## Administrative Profile

The administrative capabilities of Franklin County and the municipalities within the County are discussed in great detail within Section 7 of the Tar River Regional Hazard Mitigation Plan (2016). The assessment evaluates the capabilities of the County and municipalities to implement mitigation actions across the areas of planning and regulatory capabilities, administrative and technical capabilities, fiscal capabilities, and political capabilities. Many more details about the capabilities of Franklin County and the municipalities can be found in that document.

In terms of administrative capabilities, the County has many of the staff and the necessary plans, policies and procedures in place that are found in communities with “high” capabilities. Franklin County has Emergency Management and Planning departments with the capacities to assist in implementing the resilience strategies proposed in this plan. Some of the other indicators of capability for the County include the following: Comprehensive Land Use Plan, a Zoning Ordinance for portions of the County, Subdivision Regulations, and Floodplain Management Ordinance. These plans, policies and procedures help ensure that new development in the County will be managed in a responsible manner and will take place in non-hazardous areas.

Franklinton, Louisburg and Youngsville have “moderate-high capabilities” as well. They all have administrative resources that would likely be able to assist with implementing the strategies in this plan as well. In addition, they have the plans, policies and procedures in place that indicate higher capability. The Towns of Bunn and Centerville would likely need support from other agencies in order to implement actions in this plan due to limited administrative capabilities.

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<sup>23</sup> Source: NC Natural Heritage Program

<sup>24</sup> Sources: NC Natural Heritage Program, Franklin County Parks and Recreation Department



An aerial photograph showing a residential neighborhood severely impacted by flooding. The houses, which are mostly two-story structures with grey roofs, are surrounded by deep, brown floodwater. The water has inundated the yards and streets, leaving only the roofs and some upper floors of the buildings visible. In the background, a large body of water, possibly a lake or a wide river, is also flooded, with trees and vegetation partially submerged. The foreground is dominated by a dense forest of green trees, providing a stark contrast to the flooded area. The overall scene depicts the significant damage and displacement caused by a storm.

### 3. Storm Impact



### 3. Storm Impact

#### Rainfall Summary

Hurricane Matthew officially made landfall as a Category 1 storm southeast of McClellanville, South Carolina early on October 8, 2016. The track and speed of the storm resulted in nearly two days of heavy precipitation over much of North Carolina that caused major flooding in parts of the eastern Piedmont and Coastal Plain. The storm produced widespread rainfall of 3-8 inches in the central regions of North Carolina and 8 to more than 15 inches in parts of eastern North Carolina. A number of locations received all-time record, one-day rainfall amounts. Many locations in the Coastal Plain of North Carolina had received above normal rainfall in the month of September leading to wet antecedent conditions prior to Hurricane Matthew. Total rainfall depth for Franklin County is highlighted graphically in the figure below.

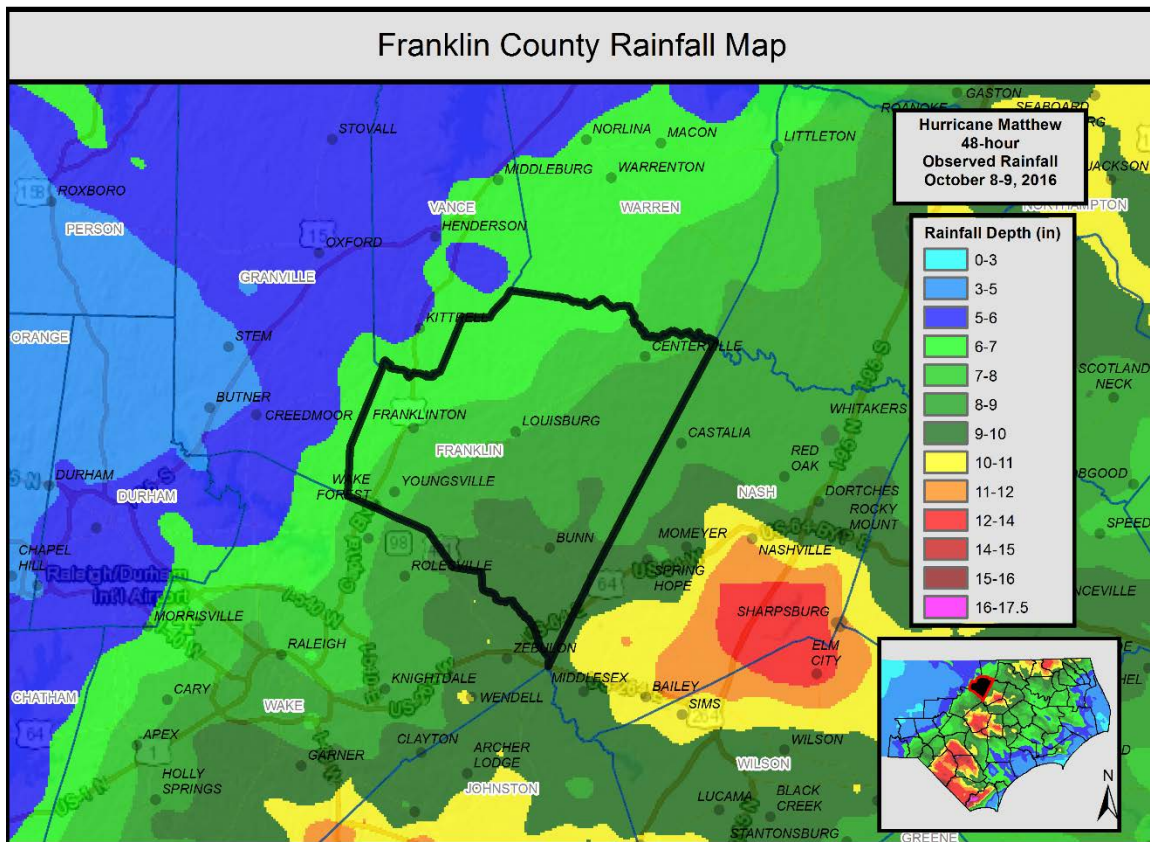


Figure 9: 48-hour Observed Rainfall Depth (October 8-9, 2016)

#### Riverine Flooding Summary

In general, riverine flooding during and after Hurricane Matthew was not a long-term event impacting large areas of Franklin County. Several roads in the county were impassable during the storm as a result of localized flooding. Three roads were washed out during the storm and were closed for several weeks for repairs by NCDOT. USGS documented stream gage data in the report “Preliminary Peak Stage and Streamflow Data at Selected Streamgaging Stations in North Carolina and South Carolina for Flooding Following Hurricane Matthew, October 2016.” Stream gage data from the USGS report for nearby gages is summarized below.

USGS Gage	County	River Name and Location	Drainage Area (sq. mi)	Peak Matthew Elevation (ft)	Previous Record (ft)
02081747	Franklin	Tar River near Louisburg, NC	427.0	23.25	26.05
02081500	Granville	Tar River near Tar River, NC	167.0	17.56	24.06

Table 3: Franklin County USGS Stream Gage Data

The USGS gage data generally validates the observed flooding experienced throughout Franklin County from Hurricane Matthew. River levels were high during Hurricane Matthew but not record breaking in Franklin County.

Localized flooding occurred at various locations throughout the County. There were reports of bridge and culvert flooding at stream crossings resulting in temporary road closures at various locations across the County. Local officials reported numerous private roads were overtopped and damaged.

### Coastal Flooding Summary

Franklin County has no coastline and thus did not experience coastal flooding during Hurricane Matthew.

### Housing Impacts

According to FEMA Individual Assistance claims as of March 20, 2017, there were 13 registrations for Individual Assistance in Franklin County as a result of Hurricane Matthew. There were no NFIP claims or SBA home loan applications in Franklin County. Claims from Hurricane Matthew may still be pending, so these totals may not reflect the final claims data from the event.

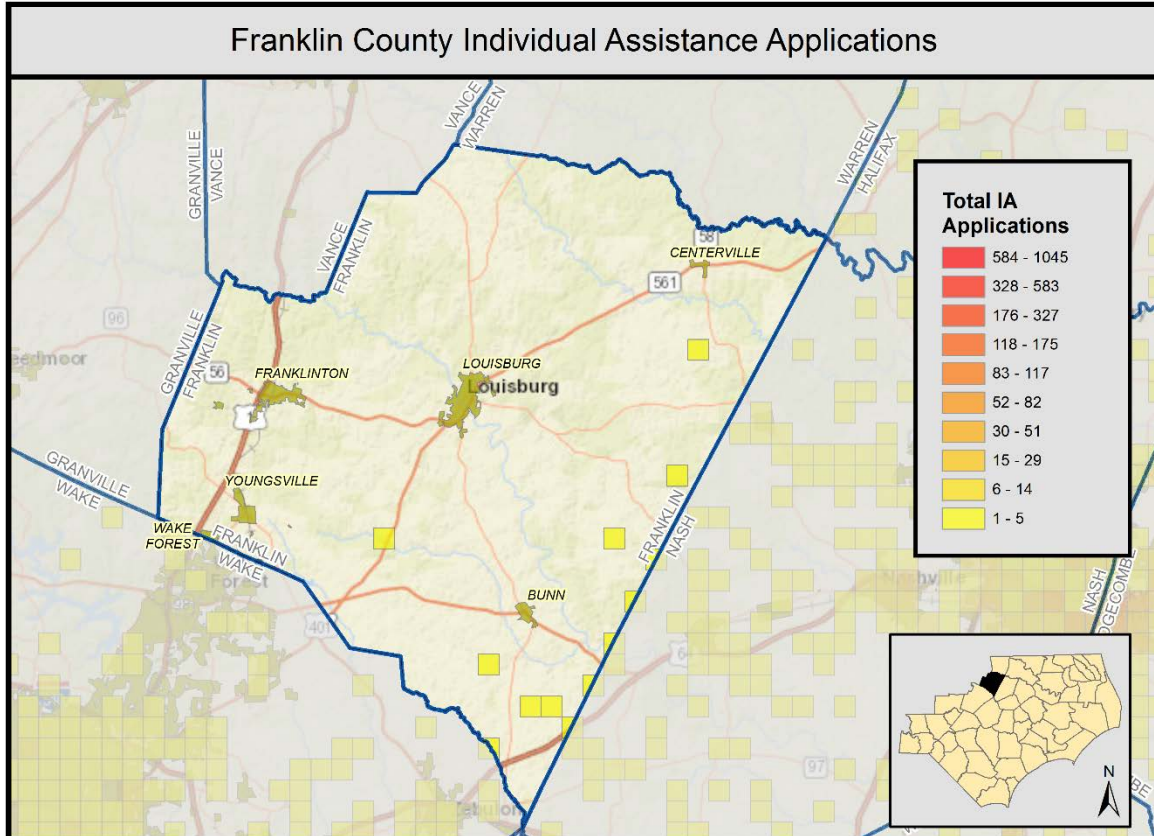


Figure 10: Franklin County IA Applications by Area

County personnel indicated that there were no known impacts to housing from Hurricane Matthew other than loss of power for a limited period of time. Some private neighborhood roads were flooded or washed out at various locations across the County, but those impacts were not long lasting and did not result in housing damage or residents being displaced.

### Economics / Business / Jobs

According to FEMA data as of March 20, 2017, there were 4 SBA business loan applications in Franklin County. There were no obvious impacts to the economy in Franklin County from Hurricane Matthew. Impacts to the economy/businesses/jobs that were identified by local officials from the event are summarized below.

- **Downtown Areas Impacted:** Local officials did not report any damage to downtown areas in any of the municipalities in Franklin County.
- **Employment:** There are no known impacts to employment in Franklin County resulting from Hurricane Matthew.

### Infrastructure

According to Public Assistance claims data, which are often closely tied to infrastructure, as of March 17, 2017 there were no Public Assistance Projects submitted for Franklin County as a result of Hurricane Matthew. Additional claims from Hurricane Matthew may still be pending, so this number may not reflect the final claims data from the event.

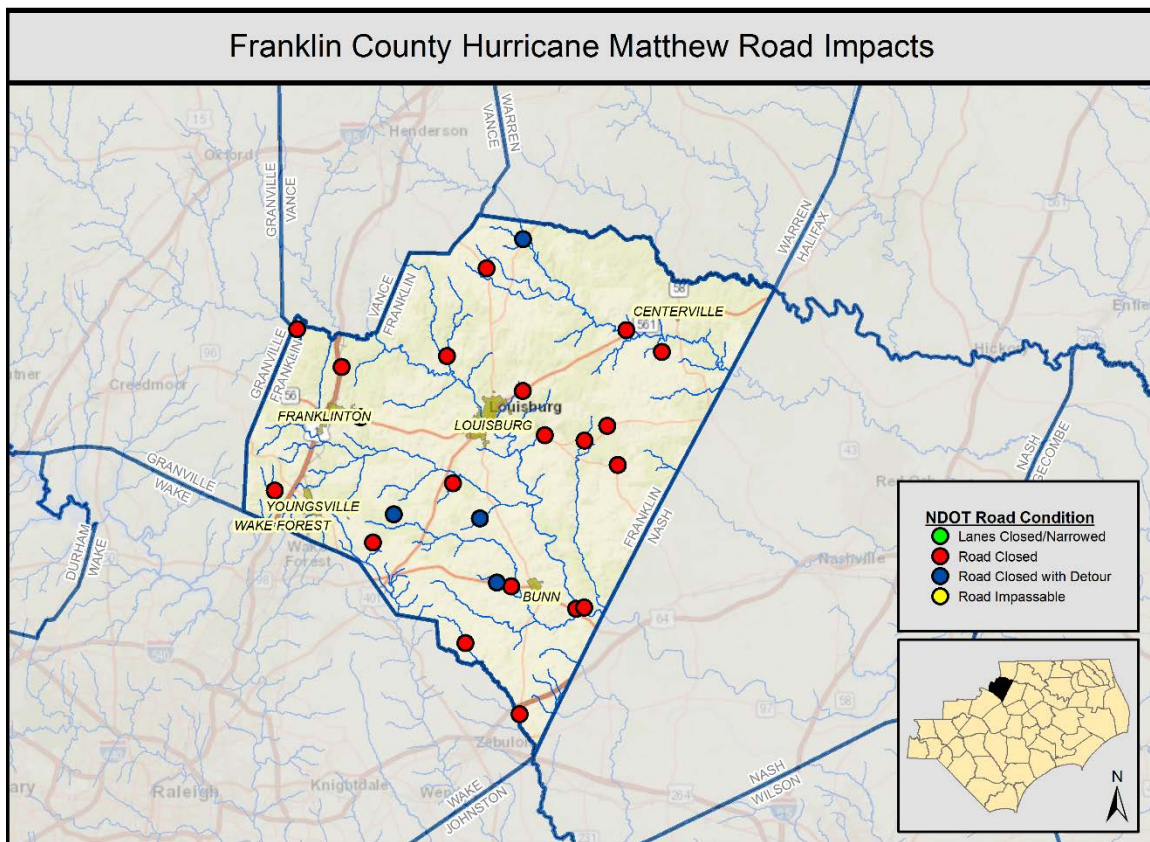


Figure 11: Impacted NCDOT Structures in Franklin County

County officials indicated that there were a limited number of impacts to infrastructure in Franklin County as a result of Hurricane Matthew. The following impacts occurred:

- The County Planning and Inspections Building basement flooded and affected electrical service panels located in the basement.
- The County Administrative Building experienced water damage due to problems with the drainage system between buildings.
- Three sewer pump stations overflowed during Hurricane Matthew due to excessive stormwater infiltration. This is a recurring public utility issue for the County.
- Bunn Elementary and Terrell Lane Middle School experience frequent flooding due to stormwater system issues.

### **Ecosystems / Environment**

Overall, environmental impacts in Franklin County as a result of Hurricane Matthew were minimal. Other than the three sewer lift station overflows that occurred during Hurricane Matthew, no damage information or specific issues were raised in the meetings with government officials related to this pillar. Reports of downed trees resulting in power outages were common in Franklin County.





## 4. Strategies for Resilient Redevelopment



## 4. Strategies for Resilient Redevelopment

This section provides details about the resilience and revitalization strategies and actions identified in Franklin County. These actions were identified and refined during three public meetings with local officials and county residents held in March and April 2017. The actions are tied to impacts from Hurricane Matthew and organized by the pillars of housing, economic development, infrastructure and environment. In addition to the public meetings, frequent coordination calls with County officials and data gathered from state agencies and organizations were utilized to formulate the actions listed below.

Meeting 1 was designed to introduce the community and County points of contact to the Resilient Redevelopment Planning process and goals. This meeting allowed the planning team to capture areas within the county that were damaged during Hurricane Matthew and to hear what potential mitigation actions had already been considered. Draft resilience actions were then presented at Meeting 2 of the planning process. This was done to garner general buy-in on the draft actions from the County-level planning teams and residents. More details on the actions were collected between Meetings 2 and 3 through research and follow-up phone calls and emails with the primary points of contact. Meeting 3 provided the opportunity to collect and finalize details for the draft actions. Meeting 4, scheduled in early May 2017, allowed the county points of contact to rank the identified actions, group them into High, Medium, and Low Priorities, and to approve their inclusion in the plan.

Pillar	Project/Action Count
Housing	0
Economic Development	0
Infrastructure	5
Environment	0
<b>Grand Total</b>	<b>5</b>

**Table 4. Franklin County Summary of Projects by Pillar**

The following table is ordered by the rankings and priorities provided by Franklin County:

Pillar	Action Name	Priority	Overall Ranking
Infrastructure	Franklin Infrastructure Action 1: Mitigate Public Facilities Against Future Damages	High	1
Infrastructure	Franklin Infrastructure Action 2: Mitigate Public School Facilities Against Future Damages	High	2
Infrastructure	Franklin Infrastructure Action 3: Mitigate Public Utility Infrastructure Against Future Damages	High	3
Infrastructure	Franklin Infrastructure Action 4: Install/Improve Flood Warning System	High	4
Infrastructure	Franklin Infrastructure Action 5: Backup Generators for Critical Facilities	High	5

**Table 5. Projects by Rank**

On the following pages, we have organized the projects and actions by pillar. Within each pillar, the projects are grouped by county priority. Please note that maps are provided for all projects that have a specific location within the county.

## Infrastructure Strategies

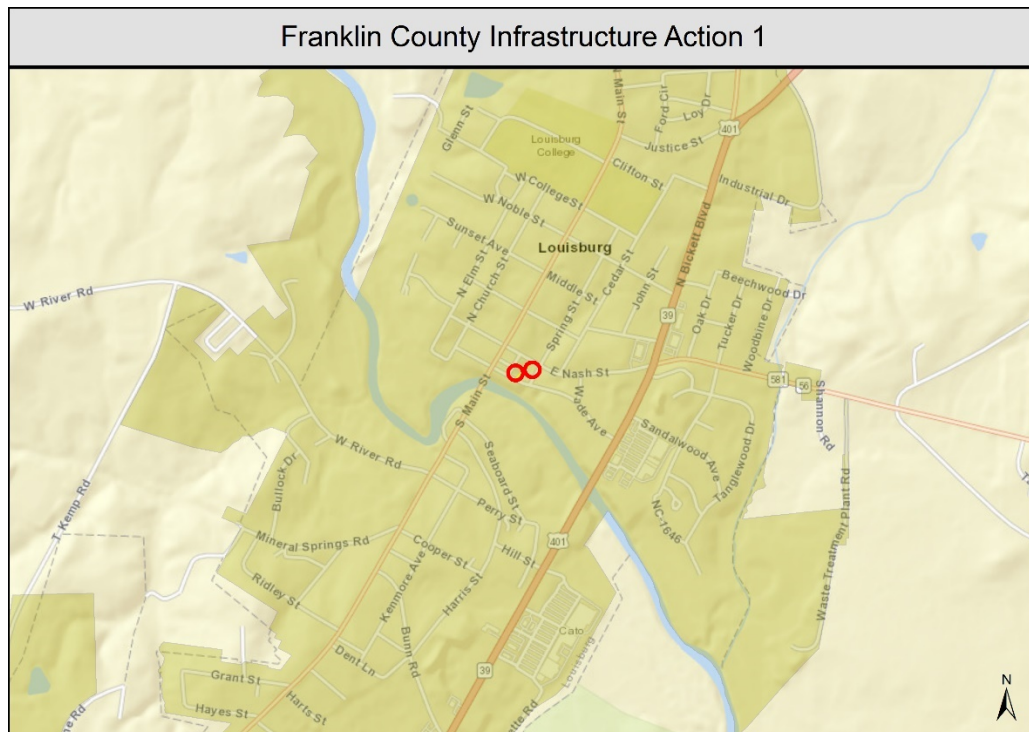
### High Priority Infrastructure Strategies

Pillar	Action Name	Priority	Overall Ranking
Infrastructure	Franklin Infrastructure Action 1: Mitigate Public Facilities Against Future Damages	High	1
Infrastructure	Franklin Infrastructure Action 2: Mitigate Public School Facilities Against Future Damages	High	2
Infrastructure	Franklin Infrastructure Action 3: Mitigate Public Utility Infrastructure Against Future Damages	High	3
Infrastructure	Franklin Infrastructure Action 4: Install/Improve Flood Warning System	High	4
Infrastructure	Franklin Infrastructure Action 5: Backup Generators for Critical Facilities	High	5

**Table 6: Franklin High Priority Infrastructure Summary**

These 5 projects represent the infrastructure strategies that Franklin County indicated are the highest priority to address. Additional detail can be found below:

- **Mitigate Public Facilities Against Future Damages:** This action involves repairing two different County buildings located in Louisburg adjacent to the Tar River. These buildings were damaged by flooding and rainfall during Hurricane Matthew.
  - Repair or replace the drainage system between buildings housing the County Administrative Offices and flood proof lower level walls.
  - Relocate electrical service panels from the basement and flood proof the basement of the Planning and Inspections building.



**Figure 12. Infrastructure Strategy - Mitigate Public Facilities**

## Mitigate Public Facilities Against Future Damages

**County:** Franklin

**Priority Grouping:**

**Priority Ranking:**

**Project Timeframe:** 12 months

**Location:** Franklin County Administrative and Planning and Inspections Buildings

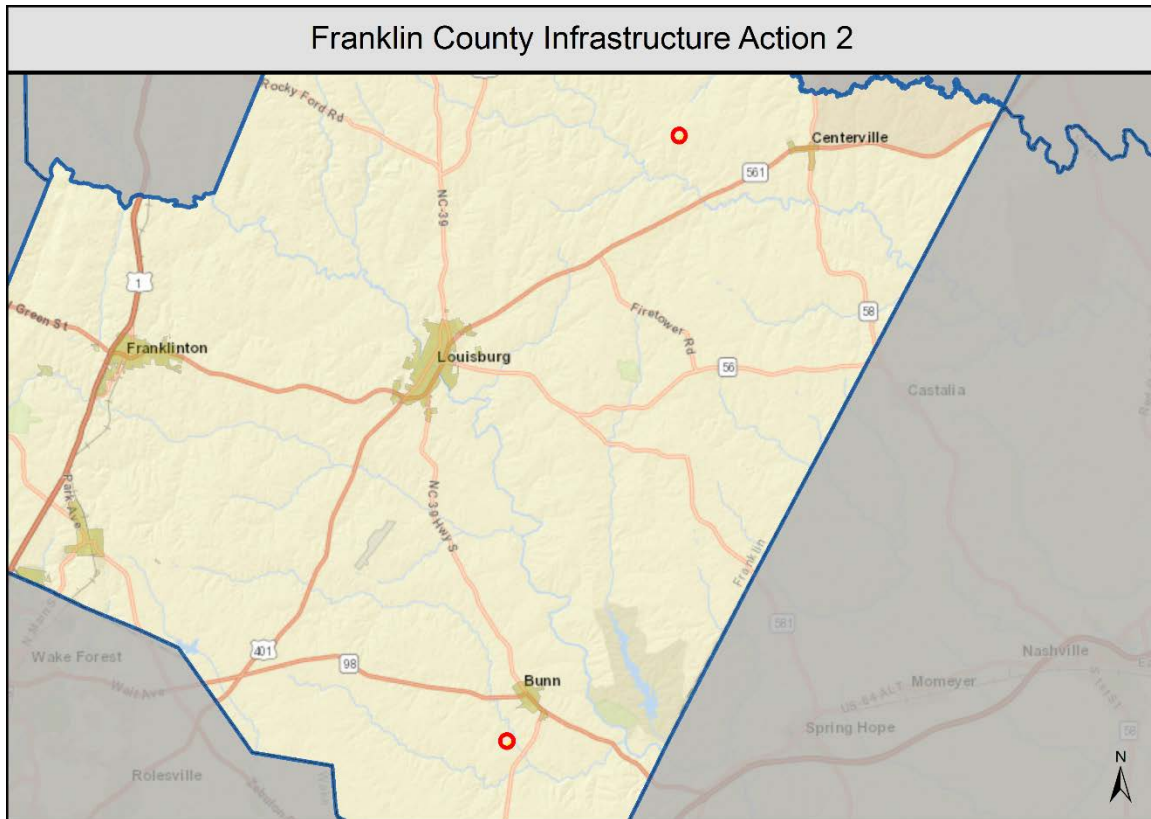
**Project Summary:** This action involves work on two different County buildings located in Louisburg adjacent to the Tar River.

- Repair or replace the drainage system between buildings housing the County Administrative Offices and flood proof lower level walls.

- Relocate electrical service panels from the basement and flood proof the basement of the Planning and Inspections building.

Question	Response	Disposition
Articulate how this project addresses an unmet need that has been created by damage from Hurricane Matthew.	This action will correct flooding issues experienced during Hurricane Matthew and other large rainfall events.	N/A
Consistent with existing plans (describe points of intersection/departure)	No indications of any inconsistency with current plans	N/A
Does this project comply with existing Local and State authority (codes, plan and ordinance)?	Yes	N/A
Does this project meet the intents and goals for the Hurricane Matthew Recovery Act?	Yes	N/A
Explain any benefits or impacts to the economy of the county from this project.	This action is not expected to have any effect on the economy.	N/A
For how long will this solution be effective?	Between 31 and 50 years	N/A
How effective is the risk reduction?	Unknown	N/A
How many public facilities are involved in this project (buildings and infrastructure)?	1-3	N/A
Is coordination with other communities/counties needed to complete this project?	No	N/A
Is this project consistent with Federal Laws	Yes	N/A
To what degree does this project adversely impact local floodplain/coastal zone management?	No Impact	N/A
To what degree will it be possible to positively quantify the environmental benefits and ROI of this project?	Unknown	N/A
What impact will this action have on the local economy/tax base?	No Impact	N/A
What impacts to the environment of the county will result from this project?	This action is not expected to have any effect on the environment.	N/A
What is the capability of the local government to administer this project?	High	N/A
What is the financial range of this project?	\$101K - \$250K	N/A
What is the level of public support for this project?	Unknown	N/A
What is the technical feasibility of this project?	Higher than 75%	N/A
Who will administer this project?	County	N/A

- **Mitigate Public School Facilities Against Future Damages:** Bunn Elementary & Laurel Mill Elementary Schools experience recurring flooding problems due to undersized storm drainage infrastructure. This action will upgrade drainage systems and culverts to prevent school buildings from being flooded during future storm events.



**Figure 13. - Infrastructure Action - Mitigate Public School Flooding**

## Mitigate Public School Facilities Against Future Damages

**County:** Franklin

**Priority Grouping:**

**Priority Ranking:**

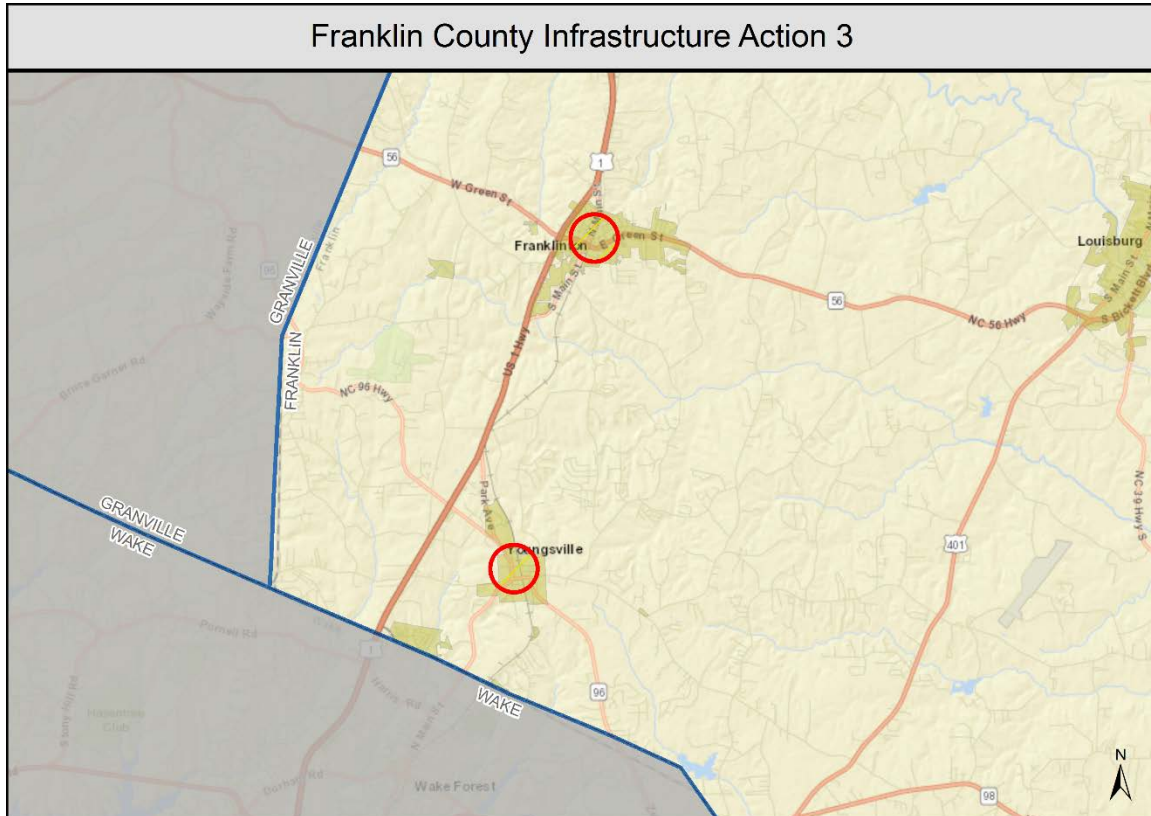
**Project Timeframe:** 1-2 years

**Location:** Franklin County

**Project Summary:** Bunn Elementary & Laurel Mill Elementary Schools experience recurring flooding problems due to undersized storm drainage infrastructure. This action will upgrade drainage systems and culverts to prevent school buildings from being flooded during storm events.

Question	Response	Disposition
Articulate how this project addresses an unmet need that has been created by damage from Hurricane Matthew.	Buildings were not flooded as a result of Hurricane Matthew however both schools experienced nuisance flooding. Prior flooding events have resulted in building damage and delayed operations of a critical community service.	N/A
Consistent with existing plans (describe points of intersection/departure)		N/A
Does this project comply with existing Local and State authority (codes, plan and ordinance)?	Yes	N/A
Does this project meet the intents and goals for the Hurricane Matthew Recovery Act?	Yes	N/A
Explain any benefits or impacts to the economy of the county from this project.	Communities will have uninterrupted access to public facilities and school services during and after hazard events. Elimination of costly flood damage repairs and relocation expense.	N/A
For how long will this solution be effective?	Between 31 and 50 years	N/A
How effective is the risk reduction?	Unknown	N/A
How many public facilities are involved in this project (buildings and infrastructure)?	1-3	N/A
Is coordination with other communities/counties needed to complete this project?	No	N/A
Is this project consistent with Federal Laws	Yes	N/A
To what degree does this project adversely impact local floodplain/coastal zone management?	No Impact	N/A
To what degree will it be possible to positively quantify the environmental benefits and ROI of this project?	Unknown	N/A
What impact will this action have on the local economy/tax base?	No Impact	N/A
What impacts to the environment of the county will result from this project?	No environmental impacts are expected.	N/A
What is the capability of the local government to administer this project?	High	N/A
What is the financial range of this project?	\$101K - \$250K	N/A
What is the level of public support for this project?	High	N/A
What is the technical feasibility of this project?	Higher than 75%	N/A
Who will administer this project?	County	N/A

- Mitigate Public Utility Infrastructure Against Future Damages:** The Youngsville Pump Station, South Nassau Pump Station, and Franklinton Pump Station overflowed during Hurricane Matthew due to excessive storm water infiltration exceeding the capacity of these pump stations. This action will repair infiltration issues to restore pump station capacity and their ability to operate as designed during storm events.



**Figure 14. Infrastructure Strategy - Mitigate Public Utility Flooding**



## Mitigate Public Utility Infrastructure Against Future Damages

**County:** Franklin

**Priority Grouping:**

**Priority Ranking:**

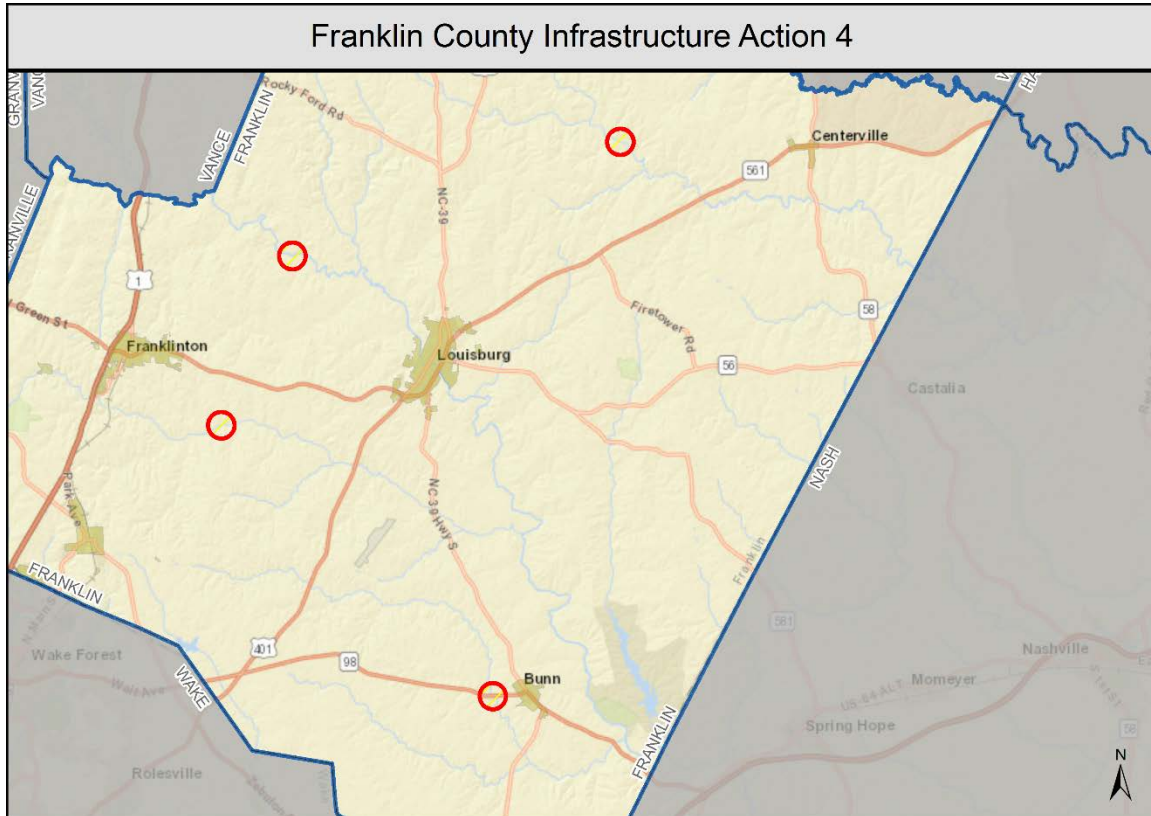
**Project Timeframe:** 12 months

**Location:** Franklin County

**Project Summary:** The Youngsville Pump Station, South Nassau Pump Station, and Franklinton Pump Station overflowed during Hurricane Matthew due to excessive stormwater infiltration overwhelming pump station capacity. This action will repair infiltration issues to restore pump station capacity and their ability to operate as designed during storm events.

Question	Response	Disposition
Articulate how this project addresses an unmet need that has been created by damage from Hurricane Matthew.	Rainfall during Hurricane Matthew resulted in excessive stormwater infiltration into these pump stations causing sewer overflows. This action will repair the issues leading to those sewer overflows.	N/A
Consistent with existing plans (describe points of intersection/departure)		N/A
Does this project comply with existing Local and State authority (codes, plan and ordinance)?	Yes	N/A
Does this project meet the intents and goals for the Hurricane Matthew Recovery Act?	Yes	N/A
Explain any benefits or impacts to the economy of the county from this project.	Fully operational pump stations will mitigate flooding impacts to the community and as such prevent potential disruptions to the economic activity in the county.	N/A
For how long will this solution be effective?	Between 31 and 50 years	N/A
How effective is the risk reduction?	Unknown	N/A
How many public facilities are involved in this project (buildings and infrastructure)?	1-3	N/A
Is coordination with other communities/counties needed to complete this project?	No	N/A
Is this project consistent with Federal Laws	Yes	N/A
To what degree does this project adversely impact local floodplain/coastal zone management?	No Impact	N/A
To what degree will it be possible to positively quantify the environmental benefits and ROI of this project?	Unknown	N/A
What impact will this action have on the local economy/tax base?	No Impact	N/A
What impacts to the environment of the county will result from this project?	This action will improve the environment by eliminating stormwater infiltration and resulting sewer overflows during large rainfall events.	N/A
What is the capability of the local government to administer this project?	High	N/A
What is the financial range of this project?	\$251K - \$500K	N/A
What is the level of public support for this project?	Unknown	N/A
What is the technical feasibility of this project?	Higher than 75%	N/A
Who will administer this project?	County	N/A

- **Install / Improve Flood Warning System:** Franklin County currently has 1 gage active in the FIMAN system. Installation of additional gages will better prepare the County during flood events and help protect lives by monitoring flood hazards real-time. Four locations have been identified. These locations will monitor flooding sources within the county upstream of populated and commonly flooded areas providing a good understanding of timing of flooding throughout the county during an event.



**Figure 15. Infrastructure Strategy - Install/Improve Flood Warning Systems**

## Install / Improve Flood Warning System

**County:** Franklin

**Priority Grouping:**

**Priority Ranking:**

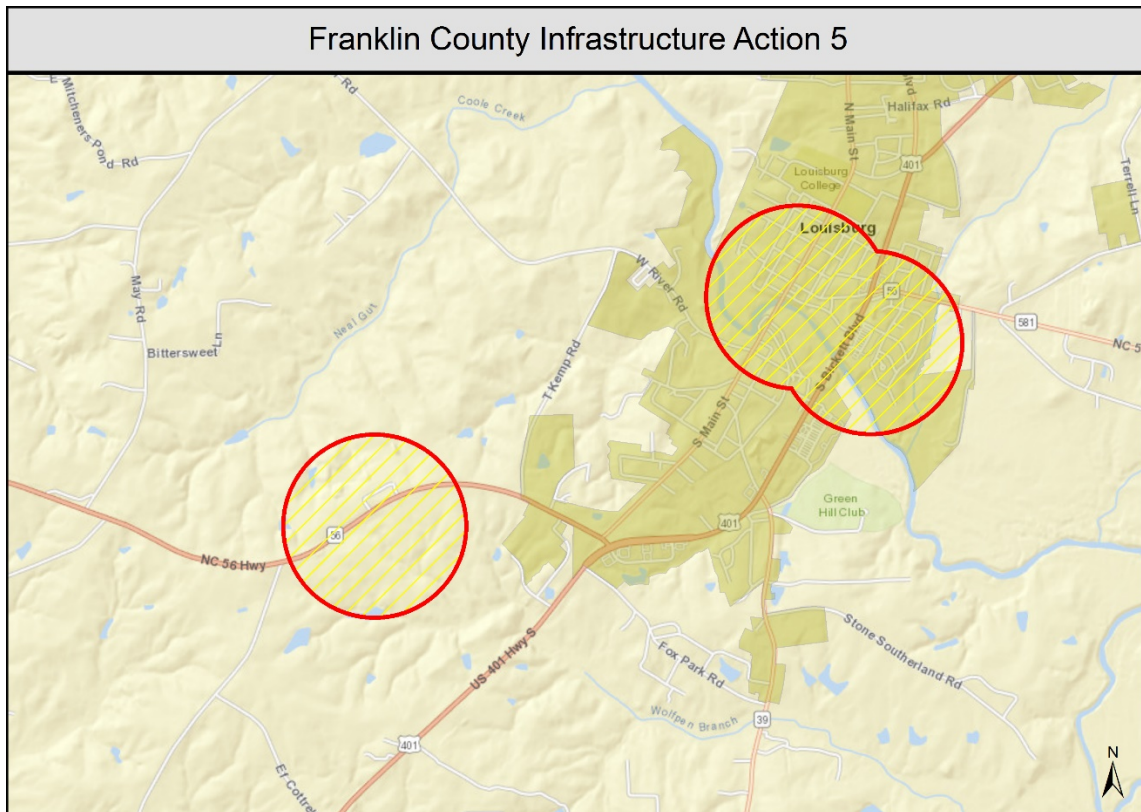
**Project Timeframe:** 1-2 years

**Location:** Franklin County

**Project Summary:** Franklin County currently has 1 gage active in the FIMAN system. Installation of additional gages will better prepare the County during flood events and help protect lives by monitoring flood hazards real-time. Four locations have been identified. These locations will monitor flooding sources within the county upstream of populated and commonly flooded areas providing a good understanding of timing of flooding throughout the county during an event.

Question	Response	Disposition
Articulate how this project addresses an unmet need that has been created by damage from Hurricane Matthew.	There is currently only one gage in the FIMAN Network in Franklin County. Additional gages will improve FIMAN for residents and businesses in flood prone areas of Franklin County and downstream communities.	N/A
Consistent with existing plans (describe points of intersection/departure)		N/A
Does this project comply with existing Local and State authority (codes, plan and ordinance)?	Yes	N/A
Does this project meet the intents and goals for the Hurricane Matthew Recovery Act?	Yes	N/A
Explain any benefits or impacts to the economy of the county from this project.	This action will not affect the economy.	N/A
For how long will this solution be effective?	Between 11 and 30 years	N/A
How effective is the risk reduction?	Unknown	N/A
How many public facilities are involved in this project (buildings and infrastructure)?	0	N/A
Is coordination with other communities/counties needed to complete this project?	No	N/A
Is this project consistent with Federal Laws	Yes	N/A
To what degree does this project adversely impact local floodplain/coastal zone management?	No Impact	N/A
To what degree will it be possible to positively quantify the environmental benefits and ROI of this project?	Medium to high confidence	N/A
What impact will this action have on the local economy/tax base?	No Impact	N/A
What impacts to the environment of the county will result from this project?	This action will not impact the environment.	N/A
What is the capability of the local government to administer this project?	High	N/A
What is the financial range of this project?	\$101K - \$250K	N/A
What is the level of public support for this project?	High	N/A
What is the technical feasibility of this project?	Higher than 75%	N/A
Who will administer this project?	State	N/A

- **Backup Generators for Critical Facilities:** Franklin County has several critical facilities that need backup generators in the event of a long-term power outage. These facilities include critical government buildings, buildings that can be used as alternate shelters, and emergency response facilities. These facilities typically need 150 KW generators. A list of these facilities is as follows:
  - Franklin County Emergency Shelter
  - Franklin County Administration Building
  - Franklin County Emergency Operations Center
  - Franklin County Senior Center



**Figure 16. Infrastructure Strategy - Backup Generators**



## Emergency Generators for Critical Facilities

**County:** Franklin

**Priority Grouping:**

**Priority Ranking:**

**Project Timeframe:** 1-2 years

**Location:** Franklin County

**Project Summary:** Franklin County currently has one 75KW mobile generator to power critical facilities during emergency situations. The County has identified the need for four additional 150KW generators to power the following facilities:

- Franklin County Emergency Shelter
- Franklin county Administration Building
- Franklin County Emergency Operations Center
- Franklin County Senior Center

Question	Response	Disposition
Articulate how this project addresses an unmet need that has been created by damage from Hurricane Matthew.	Hurricane Matthew caused widespread power outages in Franklin County. The County's need for additional back-up power sources to power critical facilities was known prior to Hurricane Matthew but the hurricane aftermath heightened the County's awareness of this need.	N/A
Consistent with existing plans (describe points of intersection/departure)		N/A
Does this project comply with existing Local and State authority (codes, plan and ordinance)?	Yes	N/A
Does this project meet the intents and goals for the Hurricane Matthew Recovery Act?	Yes	N/A
Explain any benefits or impacts to the economy of the county from this project.	This action is not expected to have any effect on the economy.	N/A
For how long will this solution be effective?	Between 11 and 30 years	N/A
How effective is the risk reduction?	Unknown	N/A
How many public facilities are involved in this project (buildings and infrastructure)?	4-6	N/A
Is coordination with other communities/counties needed to complete this project?	No	N/A
Is this project consistent with Federal Laws	Yes	N/A
To what degree does this project adversely impact local floodplain/coastal zone management?	No Impact	N/A
To what degree will it be possible to positively quantify the environmental benefits and ROI of this project?	Unknown	N/A
What impact will this action have on the local economy/tax base?	No Impact	N/A
What impacts to the environment of the county will result from this project?	This action does not affect the environment.	N/A
What is the capability of the local government to administer this project?	High	N/A
What is the financial range of this project?	\$251K - \$500K	N/A
What is the level of public support for this project?	High	N/A
What is the technical feasibility of this project?	Higher than 75%	N/A
Who will administer this project?	County	N/A

## Summary

Implementation has already begun for some of these actions but for those that have not already been funded, the State of North Carolina will begin a process of prioritizing the actions and seeking to match a funding stream to each action. Those that are not matched with a funding source will be added to the State's Unmet Needs Report. Funding for Unmet Needs will be sought through additional funding from Congress and from the North Carolina General Assembly. Any action that cannot be matched to a funding source should be incorporated into the County's Hazard Mitigation Plan for consideration for future funding. It is important to seek to implement as many of these actions as feasible. Doing so will significantly contribute to helping improve the resiliency of North Carolina's communities.