



Guam  
Annual Action Plan  
Program Year 2012  
October 01, 2012 – September 30, 2013

For use of HUD CPD  
& Continuum of Care Grant funds

Community Development Block Grant  
HOME Investment Partnership Grant  
Emergency Shelter Grant  
Supportive Housing Program Grant  
Shelter Plus Care Grant

**GUAM**  
**PY2012 Annual Action Plan**  
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# ACTION PLAN

## Executive Summary

1. The Executive Summary is required. Include the objectives and outcomes identified in the plan and an evaluation of past performance.

The PY2012 Annual Action Plan report documents Guam’s proposed use of U.S. Dept. of Housing and Urban Development (HUD) Community Planning and Development (CPD) funds for the Program Year 2012. Program Year 2012 equates to Fiscal Year 2013 (October 01, 2012 – September 30, 2013) to address priority needs and objectives of the community for housing, services, and community facilities serving low and moderate income populations. These priority needs and objectives are documented in Guam’s approved 5-year plan, the Consolidated Plan PY2010-2014 (the ConPlan). PY12 is the third year implementation of activities Guam will pursue in the course of addressing identified needs within the community, to address decent housing, sustainable communities, and economic development.

Daily administration of HUD CPD grant funds and activities is delegated by the Governor of Guam to the Guam Housing and Urban Renewal Authority (GHURA).

Guam receives federal funds from the HUD CPD Office to administer the activities funded through three entitlement grants and two competitive grants. Guam is an annual recipient of entitlement funds and is eligible to compete nationally for use of the competitive grant funds.

- Entitlement Grants
  - Community Development Block Grant (CDBG)
  - HOME Investment Partnership Grant (HOME)
  - Emergency Solutions Grant (ESG).
- Competitive Grants (Continuum of Care)
  - Supportive Housing Program Grant (SHP)
  - Shelter Plus Care Program Grant (S+C)

The PY12 activities are outlined according to the activity priorities and goals listed in Guam’s Consolidated Plan 2010-2014. Additional detail of the specific objectives to be met with the proposed activities is detailed in the Table 3Cs attached to this report.

Objective No.	Source of Funds	Priorities/Goals	Project
<b>Decent Housing</b>			
<b>DH-2 Make Decent Housing Affordable</b>			
DH-2.1	CDBG	Increase affordable rental opportunities for low- and moderate-income individuals.	Staff Housing Rental Rehabilitation
DH-2.2	ESG	Support the work of organizations providing assistance to very-low and low-income	Family Services Center/ One-Stop Homeless

		individuals, and special needs populations.	Assistance Center – Homeless Prevention
DH-2.3	ESG	Support the work of organizations providing assistance to very-low and low-income individuals, and special needs populations.	Family Services Center/ One-Stop Homeless Assistance Center – Rapid Re-Housing
<b>DH-3 Sustain the available stock of Decent Housing</b>			
DH-3.1	HOME	Assist very-low and low-income homeowners to sustain the physical and economic life of their homes, to meet current building code standards, and/or to modify to meet ADA standard.	Homeowner Rehabilitation Loan Program
<b>Suitable Living Environments</b>			
<b>SL-1 Make Suitable Living Environments Available and Accessible</b>			
SL-1.1	CDBG	Operational support of facilities providing residential substance abuse treatment and recovery programs.	Lighthouse Recovery Center
SL-1.2	CDBG	Construct or rehabilitate facilities to serve low- and moderate-income communities and special needs populations.	Design & Construction of Emergency Receiving Home and Adult Day Care Center
SL-1.3	CDBG	Construct or rehabilitate facilities to serve low- and moderate-income communities and special needs populations.	Kurason Ysengson
<b>SL-3 Sustain access to suitable living environments serving low- and moderate-income populations and special needs population</b>			
SL-3.1	CDBG	Support the work of organizations providing assistance to very-low and low-income individuals, and special needs populations.	Nurturing Neighborhoods Network
SL-3.2	CDBG	Support the work of organizations providing assistance to very-low and low-income individuals, and special needs populations.	Homeless Management Information System (HMIS)
SL-3.3	CDBG	Support the work of organizations providing assistance to very-low and low-income individuals, and special needs populations.	Guma' Hinemlo
SL-3.4	CDBG	Support the work of organizations providing assistance to very-low and low-income individuals, and special needs populations.	Section 3 Program
<b>Creating Economic Opportunities</b>			
<b>EO-1 Make Economic Opportunities available and accessible</b>			
EO-1.1	CDBG	Support job creation opportunities of historic preservation and cultural preservation activities.	Historic Inalahan San Jose Street Heritage Tour

In anticipation of the military buildup, the Office of Economic Adjustment (OEA) Operation and Maintenance, Defense-Wide Fiscal Year (FY) 2012 Budget Estimates, requested \$33 million of Department of Defense (DoD) funding and transfer authority for Guam socioeconomic infrastructure improvements. The request in funds were in response to the Navy's Guam and Commonwealth of the Northern Marianas Island's Military Relocation Final Environment Impact Statement which acknowledged the impact the buildup would have on

Guam's social services, including educational, medical and artifact preservation facilities due to the increase in services needed by DoD military and civilian populations, to include migrant military construction workforce and the estimated population growth resulting from the military relocation.

Transfer authority was requested for funds to be routed to the U.S Department of Housing and Urban Development (HUD) for projects including the design and construction of the Cultural Repository, construction of a Mental Health Services Facility, and the design and construction of a Public Health Laboratory.

The OEA FY2013 Budget Estimates continues to request funding to address the water and wastewater and socioeconomic infrastructure improvements for the anticipated military buildup on Guam totaling \$139.4 million of DoD funding. The FY2013 budget has not been approved yet.

At this time, there is no evidence that funding will materialize prior to the start of PY2012. Should funds materialize during PY2012, planning activities will take place to incorporate the use of CDBG funds to support the projects identified but will be included in PY2013 AAP.

Past performance is evaluated by a performance measurement system that gauges the goals, objectives, outputs and outcomes. The Community Planning Development (CPD) program is substantially on schedule in achieving its stated goals and objectives. At the end of the program year, Guam completes a report reflecting the output data of the projects which is compiled with other projects in the CAPER and input into HUD's IDIS system.

## **Citizen Participation**

2. Provide a summary of the citizen participation and consultation process (including efforts to broaden public participation in the development of the plan.

### **Notice of Funding Availability**

Guam published three notices to announce the availability of funds for the coming program year in the local Marianas Variety newspaper. The announcements of the NOFA (Notice of Funding Availability) is the annual start of the process to solicit interested applicants considering the use of HUD CPD CDBG, HOME and ESG grants for projects in the coming program year (effective October 01, 2012). The Notices were published on January 24, February 22 and March 15, 2012. Through the NOFA, the lead agency provides information on the amount of funds available and details of the application process employed. Grant applications are available electronically via the website [www.ghura.org](http://www.ghura.org). Paper applications are available directly from the lead agency's offices. Lead agency staffers are available throughout the duration of the NOFA to answer questions and discuss potential project concepts and designs with the public.

### **Grant Application Workshop**

Midway through the application process, GHURA conducted a Workshop for persons, organizations, and agencies interested in submitting applications to use HUD CPD funds in the program year 2012. Interested individuals and organizations attended the Workshop where the lead agency (GHURA) fielded both general and specific inquiries. Workshop attendees are afforded briefing presentations intended to familiarize participants with the basics of the CDBG, HOME, and ESG programs, and the criteria involved in the review and assessment of projects to be funded in the coming program year.

### **Notice on the Use of Community Planning and Development (CPD) Funds**

At the completion of the grant application submission process, Guam publishes its proposed award selections for consideration by the general public. On three occasions a 'Notice to the Public: Use of HUD Community Planning and Development (CPD) Funds For the Fiscal Year 2013 (Program Year 2012)' was published in the local Marianas Variety, a newspaper of general circulation, to announce the selection of projects to be funded by CDBG, HOME and ESG funds. The Notices were published on June 19, July 5, & July 18, 2012. An information link will also be uploaded to the GHURA website at [www.ghura.org](http://www.ghura.org).

a. Based on the jurisdiction's current citizen participation plan, provide a summary of the citizen participation process used in the development of the consolidated plan. Include a description of actions taken to encourage participation of all its residents, including the following:

1. low- and moderate-income residents where housing and community development funds may be spent;
2. minorities and non-English speaking persons, as well as persons with disabilities;
3. local and regional institutions, the Continuum of Care, and other organizations (including businesses, developers, nonprofit organizations, philanthropic organizations, community and faith-based organizations);
4. residents of public and assisted housing developments and recipients of tenant- based assistance;
5. residents of targeted revitalization areas.

Guam's goal for citizen participation is to engage the general public, non-profit, for profit organizations, government organizations and any service provider in housing and community development involvement in each phase of the ConPlan implementation. GHURA as the lead agency has ensured the Five Year Consolidated Plan 2010-2015 document is available to the public.

The ConPlan for PY 2010 – PY 2014 outlines Guam's five year goals, priorities and objectives to support housing and community development activities benefiting low mod persons with special needs populations. The development of the ConPlan was through consultation with numerous agencies, organizations, groups and individuals whose members represented a wide array of industries and disciplines.

The process of developing and implementing the ConPlan goals and objectives are targeted throughout the Plan. Guam strives to keep all interested parties informed about opportunities to comment on all proposed Action Plan submissions to HUD and substantial amendments as guided by Guam's Citizen Participation Plan.

Guam's PY2012 Annual Action Plan, the third program year of the ConPlan is the tool for the general public and interested parties to be informed of the proposed uses of funds for the CDBG, HOME and ESG programs in PY2012.

Throughout the development of the Annual Action Plan, interested organizations, service providers and the broader island community were notified not only through newspaper circulation but via Press Release, direct email, by announcement at the Guam Homeless Coalition meetings, and notification provided to the Mayors Council of Guam.

The Action Plan involves an application process that starts with the selection of eligible activities. This process for Program Year 2012 began in late January 2012. A notice to the public was published announcing the availability of HUD funds for the coming year. Over a period of a little more than seven weeks, from January

24, 2012 through March 15, 2012, interested applicants were encouraged to submit applications to the lead agency for the proposed use of CDBG, HOME, and ESG funds. In all, two dozen requests totaling nearly \$21.9M were received by the lead agency. In PY12, Guam's allocation of funds for HUD CPD activities is approximately \$4.1M, well short of the requests received. The lead agency conducted a rigorous review and analysis of all requests measured against the ConPlan priorities and the specific eligibility parameters of the particular grant programs.

b. Identify agencies, groups, and organizations that participated in the process. This should reflect consultation requirements regarding the following:

1. General §91.100 (a)(1) - Consult with public and private agencies that provide health services, social and fair housing services (including those focusing on services to children, elderly persons, persons with disabilities, persons with HIV/AIDS and their families, homeless persons) during the preparation of the plan.

Prior to the development of the Annual Action Plan, GHURA announced the approximately \$4.1M of available funds for PY 2012. GHURA's Research, Planning and Evaluation (RPE) staff then conducted a technical assistance training for interested applicants briefing attendees on the approved Priorities, Goals & Activities in the Consolidated Plan (ConPlan) for Program Years 2010 – 2014. Interested applicants are informed that only projects falling under the approved ConPlan will be taken into consideration. Through these technical assistance trainings, GHURA discussed with interested agencies their projects and identified based on these discussions which program best fits the ConPlan.

Over the course of the program year, GHURA has worked closely with agencies whose projects were funded under PY2011 to identify if needs are being met or if there are any new needs to address in the upcoming program year. Programs funded under the CDBG Public Services include the Department of Mental Health & Substance Abuse's (DMHSA) Guma Hinemlo' program that provided permanent supportive housing for individuals with serious mental illness; The Salvation Army's Lighthouse Recovery Center, a thirty (30) bed transitional residential treatment program that provided substance abuse treatment to homeless, at-risk, and low-to-moderate income men, and outpatient supportive services to men and women recovering from chronic substance abuse; The Salvation Army's Homeless Management Information System, a computerized data collection system that records and stores client level information inputted by programs providing services to persons experiencing homelessness; the Community Services & Resources, Inc.'s Nurturing Neighborhood Networks, a program that provided Community-Based Family Education and Youth Development to low-moderate income residents to support healthy communities and self-sustaining families.

Additionally, GHURA recently joined the DMHSA's Ifamagu'on-ta program to develop a System of Care Expansion Plan. This program aims to address the mental health challenges of children on Guam. GHURA's Community Development Manager is also a member of the Developmental Disabilities Council, a group which comprises of governmental and non-profit organizational representatives working together to ensure individuals with developmental disabilities and their families have full access to opportunities available in the community. GHURA representatives continue to be active members in these groups working together to address the challenges of both groups with mental health and developmental disabilities.

2. Homeless strategy and resources to address needs of homeless §91.100 (a)(2) – Consult with continuum of care, public and private agencies that address the housing, health, social services, victim services, employment, or education needs of low-income persons, homeless persons (particularly chronically homeless individuals and families, families with children,

veterans and their families, and unaccompanied youth) and person at risk of homelessness; publicly funded institutions and systems of care that may discharge persons into homelessness (such as health-care facilities, mental health facilities, foster care and other youth facilities, and corrections programs and institutions), and business and civic leaders.

**Continuum of Care (CoC):** Guam's Homeless Coalition (GHC) comprised of government agencies, the private sector, and non-profit organizations continue to meet on a monthly basis to address homeless issues. Active members include the Department of Public Health & Social Services (DPHSS), DMHSA, Guam Veteran Affairs (VA) Office, Department of Labor (DOL), and non-profit organizations that provide services to address homeless youth, children with mental health challenges, and families with children who are homeless or at-risk for becoming homeless.

Additionally, the GHC's Strategic Planning Committee continue to meet regularly to discuss HUD's goals and objectives to include 1) Decreasing the number of households with children; 2) Creating new permanent housing beds for chronically homeless persons; 3) Increasing the percentage of participants remaining in CoC-funded permanent housing projects for at least 6 months to 77% or higher; 4) Increasing the percentage of participants in CoC-funded transitional housing projects that move to permanent housing to 65% or more; and 5) Increasing the percentage of participants in all CoC-funded projects that are employed at program exit to 20% or more. The GHC discusses their 12 month and 10 year plan to address each objective in the annual renewal of the CoC Homeless Assistance Grant. All projects submitted for renewal to include two new projects have been awarded funding under this Annual Action Plan program year.

**Publicly funded institutions and systems of care:**

The GHC works closely with the Guam Interagency Council on Homelessness (GICH) who oversees the community-wide discharge coordination policy. The GICH comprises of governmental agencies and non-profit organizations. The agencies involved in the implementation of the discharge policy include the DMHSA, Guam Memorial Hospital (GMH), Department of Corrections (DOC), Department of Youth Affairs (DYA), and the Department of Public Health & Social Services (DPHSS). This policy is intended to prevent persons who have resided in government facilities and programs for a long period from being discharged into homelessness.

GHURA has also partnered with DMHSA's Ifamagu'on-ta program to develop a System of Care Expansion Plan. This program aims to address the mental health challenges of children on Guam. GHURA has agreed to provide guidance in the development and operation of the System of Care Expansion Plan through lessons learned in the forming of Guam's CoC – GHC.

**Business and civic leaders:**

The GHC works closely with leaders at all levels of the Government of Guam and other private sectors to educate about, plan, develop, and implement interventions to prevent and end homelessness on Guam. Businesses and civic leaders take part in the public awareness and outreach events conducted on behalf of the GHC to include the annual Point-in-Time Count, a count conducted to collect data needed to understand the number and characteristics of persons who are homeless at one point-in-time, and the Passport to Services, an outreach event where a variety of non-profit organizations, private sectors companies, and governmental agencies gather together to provide information and services to individuals and families who are homeless.

To address the issues and challenges in the development of affordable housing, the Government of Guam's Affordable Housing 5-year Strategic Plan was presented to the Executive and Legislative Branches. An



Executive Order by the Governor of Guam, The Honorable Edward J. B. Calvo, was signed and adopted to convene the Affordable Housing Coordinating Council (AHCC). A coordinated effort with the participants from the Government of Guam, partnering Federal agencies, and private industries have been tasked to monitor the assigned goals and objectives in the development of affordable housing in addressing needs, concerns, and issues. Proposed legislation and recommended provisions to current policy and procedure are already being implemented at local government levels. Local government officials and policy-making bodies will provide additional support and implementation of programs and policy change to streamline regulatory requirements for affordable housing development. Results will be measurable and adjusted to accommodate change in efficiency and productivity in all areas of development.

3. Metropolitan planning §91.100 (a)(5) -- Consult with adjacent units of general local government, including local government agencies with metropolitan-wide planning responsibilities, particularly for problems and solutions that go beyond a single jurisdiction, i.e. transportation, workforce development, economic development, etc.

Guam does not participate in Metropolitan planning.

4. HOPWA §91.100 (b)-- Largest city in EMSA consult broadly to develop metropolitan-wide strategy for addressing needs of persons with HIV/AIDS and their families.

Guam does not receive HOPWA funds.

5. Public housing §91.100 (c) -- Consult with the local public housing agency concerning public housing needs, planned programs, and activities.

GHURA is the local public housing authority on Guam, operating 750 units located in scattered sites in 12 villages around the island. A Physical Needs Assessment report was conducted in June 2009 to assess the current condition and the extent of modernization work needed for GHURA's four Asset Management Project sites to provide a physically sound, safe, and energy efficient environment. The local public housing agency has incorporated the results from this report into their planning strategies. In an effort to provide health and social services to persons receiving housing assistance, GHURA's Public Housing Agency currently operates the Housing Choice Voucher (HCV) Program and the Public Housing (PH) Program. The HCV and PH programs receive referrals from the DPHSS to help prevent children from being displaced from their family units while receiving social services. Additionally, GHURA administers the Housing First Choice Voucher Program to assist DMHSA clients with employment search and placement services through the Department of Labor's One Stop Employment Center.

3. Provide a summary of citizen comments or views on the plan.

A public hearing was held on July 19, 2012 at 10:00 a.m. at the GHURA Office in the CPD Conference Room, 3<sup>rd</sup> Floor, GCIC Building 414 W. Soledad Avenue Suite 306 in Hagatna. The organizations in attendance included representatives from an array of service providers and interested persons, including: The Salvation Army (TSA), Department of Public Health and Social Services (DPHSS) Division of Senior Citizens (DSC), Community Services and Resources, Inc., Big Brothers Big Sisters of Guam (BBBSG), J. Flores, Inc., Guam Preservation Trust, Department of Mental Health and Substance Abuse (DMHSA) and three private citizens. Testimony was given by a representative of the Guam Preservation Trust, J. Flores, Inc., and two private citizens in support of the Historic Inalahan San Jose Street Heritage Tour Development project. Support for the Historic Inalahan project was also given by one of the representatives from DPHSS as a private individual who is a resident of Inarajan

and by Michael Lutcher, TSA Corp Officer. Representatives of CSR and BBBSG voiced their support for the proposed continued funding of Nurturing Neighborhood Networks. Representatives of DPHSS were in attendance in support of the construction of an Emergency Receiving Home (ERH), they spoke on the need for this project to go forward and the benefits to the community.

The final comment period for the PY2012 Annual Action Plan and Use of Community Planning and Development Funds ended on August 2, 2012. An overwhelming support of the proposed construction of an Emergency Receiving Home (ERH) and an Adult Day Care Center (ADC) was received during the comment period. Letters of support were received from the Mayor's Council of Guam, Catholic Social Service, Guam Coalition Against Sexual Assault & Family Violence (GCASAFV), Guma' Mami, Inc., Department of Integrated Services for Individuals with Disabilities (DISID), Guam legal Services Corporation Disability Law Center (GLSC-DLC), Department of Mental Health and Substance Abuse (DMHSA), and St. Dominic's Senior Care Home. A letter of support for the construction of an ERH was also received from the Mayor of Agat, the Mayor of the village where the construction site is proposed to be located. Written comment was received from Ayuda Foundation in support of all the proposed uses of the CPD funding as well as the proposed Kurason Ysengsong project. The continued funding for the on-going program, Nurturing Neighborhood Networks was supported by the Asset Manager of the Agat Public Housing site. Written comments in support were received from the Guam Coalition Against Sexual Assault & Family Violence (GCASAFV) and a staff of the Nurturing Neighborhood Networks program.

4. Provide a written explanation of comments not accepted and the reasons why these comments were not accepted.

All comments provided by the public during this process were considered and accepted as valid discussion of concerns about the process or the actual activities proposed and not proposed for funding. The lead agency gave careful consideration and deliberation of the concerns represented during the discussions or through written submission by citizens and organizations. Not all comments, though accepted, resulted in a change or modification to the final slate of projects selected for funding.

## **Resources**

5. Identify the federal, state, and local resources (including program income) the jurisdiction expects to receive to address the needs identified in the plan. Federal resources should include Section 8 funds made available to the jurisdiction, Low-Income Housing Tax Credits, and competitive McKinney-Vento Homeless Assistance Act funds expected to be available to address priority needs and specific objectives identified in the strategic plan.

In PY2012, Guam receives an allocation of federal grant funds through the U.S. Dept. of Housing and Urban Development, Office of Community Planning and Development. In total, \$3,158,206 is available through the Community Development Block Grant Program. Another \$770,358 is received through HUD's HOME Investment Partnership Grant Program.

The HOME program is expected to receive an estimated \$83,000 in program income, these funds are generated through outstanding Down Payment and Closing Costs Assistance and the on-going Rehabilitation loan programs. The program income received will be applied towards existing HOME related projects. Under the CDBG program an estimated \$2,700 in program income is expected to be received in PY12, these funds will be applied towards on-going projects.

Guam expects an allocation of about \$2.4M in Low Income Housing Tax Credits, Guam will use these funds to develop affordable rental housing for low and moderate-income individuals and families.

The U. S. Dept. of Agriculture Rural Development Office provides developer loans for affordable housing and low-interest mortgage loans to qualified individuals. Low-interest loans are also available to developers of affordable housing.

The Guam Housing Corporation, an autonomous agency of the Government of Guam, offers mortgage loans to eligible first-time homebuyers. The target market for housing corporation loans is individuals who cannot be serviced by conventional lenders.

#### Federal Resources

U.S. Department of Housing and Urban Development

Office of Public and Indian Housing

Public Housing

HCVP/S8 Program

VASH

Capital Fund

Office of Community Planning and Development

Community Development Block Grant (CDBG)

CDBG Program Income (estimated)

HOME Investment Partnership Grant

HOME Program Income (estimated)

Emergency Solutions Grant

Continuum of Care Homeless Assistance

Supportive Housing Program

Shelter Plus Care Program

U.S. Department of Health and Social Services

Supplemental Nutrition Assistance Program (SNAP)

U.S. Department of Justice

Office of Justice Programs

Violence Against Women Grants Office

U.S. Internal Revenue Service

Low Income Housing Tax Credit Program

U.S. Veterans Administration

Program Support, Lighthouse Recovery Center

Grant Per Diem, Lighthouse Recovery Center

Federal Emergency Management Administration (FEMA)

Emergency Food and Shelter Grant

#### State (Guam Government) Resources

Grants and Purchase Orders

Dept of Mental Health and Substance Abuse

Local (NGOs, Private Sector) Resources

- Parent Organization appropriations
- Associated Organizations & Charitable Contributions
- Community Donations

6. Explain how federal funds will leverage resources from private and non-federal public sources, including how matching requirements of HUD programs will be satisfied.

Public sources of funds identified in PY2012 to address the needs of the homeless come from federal, local, and private funds. Federal resources are both obtained through active competition and entitlement allocations through the Community Development Block Grant, Emergency Solutions Grant, Continuum of Care Supportive Housing Program and Shelter Plus Care Programs, the U.S. Veterans Administration, and FEMA (Emergency Food and Shelter Grant) U.S. Department of Justice and the U.S. Department of Health and Human Services. Local government resources include funds utilized by the Dept. of Mental Health and Substance Abuse in the service of their adult and child consumers, the Dept. of Public Health and Social Services (BOSSA - Bureau of Supportive Service Administration office), Guam Memorial Hospital, Department of Corrections and others. Partner organizations add to this list of funding resources as they secure and employ new funds after the beginning of the program year.

Private funds raised by the various NGOs involved in providing services to the homeless are quite limited, but very important to the process. Every opportunity to leverage federal and local government resources is encouraged and indeed welcomed. Community donation efforts will be engaged through the year for the benefit of service organizations aiding the homeless such as Elim Pacific Ministries (Oasis Empowerment Center), The Salvation Army Corps Guam (Lighthouse Recovery Center and Family Service Center), Catholic Social Service (Guma' San Jose, Alee Shelter, and others). In some instances, parent organizations of the local arm of an entity (such as The Salvation Army Corps Guam) also provide some funding for local operations and activities in support of the homeless. In addition, associations such as the Filipino Community of Guam and the Korean Community assist the homeless by providing basic necessities and food through the soup kitchens as well as offering gift bags with hygiene products and food items during outreach activities.

In PY2012 Guam proposes allocation of CDBG funds to meet the matching requirements of two Continuum of Care Supportive Housing Program activities; 1) the administration of Guam's HMIS, a tool utilized by the island's homeless service providers to improve the reporting and delivery of services to the homeless and 2) in support of the Guma Hinemlo' program, a permanent supportive housing program for adults with serious mental illness.

PY 2011 CDBG funds have been allocated to the New Neighborhood Development, Community Facilities project. The project is to improve the infrastructure and construct a community center in support of the elements of a new neighborhood to be developed in the northern village of Dededo. The New Neighborhood Development, Housing Construction project will add to the available stock of affordable rental housing and for-purchase homes financed under the HOME Grant. Guam Housing Corporation, a government agency has partnered with GHURA and has leveraged \$1M to this project.

## Annual Objectives

*\*If not using the CPMP Tool: Complete and submit Table 3A.*

*\*If using the CPMP Tool: Complete and submit the Summary of Specific Annual Objectives Worksheets or Summaries.xls*

**Goals and objectives to be carried out during the action plan period are indicated by placing a check in the following boxes.**

<input checked="" type="checkbox"/>	<b>Objective Category Decent Housing</b>  Which includes:	<input checked="" type="checkbox"/>	<b>Objective Category: Suitable Living Environment</b>  Which includes:	<input checked="" type="checkbox"/>	<b>Objective Category: Expanded Economic Opportunities</b>  Which includes:
<input checked="" type="checkbox"/>	assisting homeless persons obtain affordable housing	<input checked="" type="checkbox"/>	improving the safety and livability of neighborhoods	<input checked="" type="checkbox"/>	job creation and retention
<input checked="" type="checkbox"/>	assisting persons at risk of becoming homeless	<input type="checkbox"/>	eliminating blighting influences and the deterioration of property and facilities	<input type="checkbox"/>	establishment, stabilization and expansion of small business (including micro-businesses)
<input checked="" type="checkbox"/>	retaining the affordable housing stock	<input checked="" type="checkbox"/>	increasing the access to quality public and private facilities	<input type="checkbox"/>	the provision of public services concerned with employment
<input checked="" type="checkbox"/>	increasing the availability of affordable permanent housing in standard condition to low-income and moderate-income families, particularly to members of disadvantaged minorities without discrimination on the basis of race, color, religion, sex, national origin, familial status, or disability	<input type="checkbox"/>	reducing the isolation of income groups within areas through spatial deconcentration of housing opportunities for lower income persons and the revitalization of deteriorating neighborhoods	<input type="checkbox"/>	the provision of jobs to low-income persons living in areas affected by those programs and activities under programs covered by the plan
<input type="checkbox"/>	increasing the supply of supportive housing which includes structural features and services to enable persons with special needs (including persons with HIV/ADOS) to live in dignity and independence	<input type="checkbox"/>	restoring and preserving properties of special historic, architectural, or aesthetic value	<input type="checkbox"/>	availability of mortgage financing for low income persons at reasonable rates using non-discriminatory lending practices
<input type="checkbox"/>	providing affordable housing that is accessible to job opportunities	<input type="checkbox"/>	conserving energy resources and use of renewable energy sources	<input type="checkbox"/>	access to capital and credit for development activities that promote the long-term economic social viability of the community

7. Provide a summary of specific objectives that will be addressed during the program year.

### DECENT HOUSING

DH-1: Make Decent Housing Available and Accessible

DH-2: Make Decent Housing Affordable

- DH2.1 *Staff Housing Rental Rehabilitation*

CDBG funds will be used to rehabilitate 10 abandoned staff housing, 5 in the village of Dededo and 5 in the village of Yigo. After rehabilitation, GHURA will place the units back in service as affordable rental housing for eligible and qualified low and moderate income individuals or families.

- DH2.2 *Family Services Center/One-Stop Homeless Assistance Center – ESG Homeless Prevention*

Guam will use ESG funds to provide homelessness prevention assistance to eligible participants to achieve housing stability. Assistance will include housing relocation and stabilization services and tenant-based rental assistance.

- DH2.3 *Family Services Center/One-Stop Homeless Assistance Center* – ESG Rapid Re-Housing  
Guam will use ESG funds to provide rapid re-housing assistance to eligible individuals and/or families to move as quickly as possible into permanent housing and achieve services and tenant-based rental assistance.

DH-3: Sustain the Available Housing Stock

- DH3.1 *GHURA Homeowner Rehabilitation Loan Program*  
Guam will use HOME funds to continue funding a program providing low-interest loans or deferred loans to assist low and very-low income homeowners to rehabilitate their homes and bring their primary residence to local building code standards.

### SUITABLE LIVING ENVIRONMENT

SL-1: Make Suitable Living Environments Available and Accessible

- SL1.1 *Lighthouse Recovery Center*  
Guam will use CDBG funds for the Lighthouse Recovery Center, a 30-bed transitional housing facility and program providing shelter and in-patient services to homeless and low-income men, and out-patient supportive services to approximately 350 men and women (out-patient only) recovering from chronic substance abuse.
- SL1.2 *Design and Construction of Emergency Receiving Home (ERH) and Adult Day Care Center (ADC)*  
Guam will use CDBG funds to design and construct a facility to provide two distinct programs. The ERH is a temporary shelter for elderly (60 and above) and adults (18-59) with a disability who are victims of abuse and the ADC a respite program for elderly who are unable to function at home without support services and who do not need 24 hour care.
- SL1.3 *Kurason Ysengson*  
CDBG funds will be used to rehabilitate 6 housing units in Dededo located at a site formerly known as Dededo Staff Housing. The rehabilitated units will be managed and maintained by the Ayuda Foundation, a non-profit organization. The Ayuda Foundation will partner with other Non-Government Organizations to provide community services geared toward strengthening families.

SL-2: Make Suitable Living Environments Affordable

SL-3: Sustain Access to Suitable Living Environments serving low- and moderate-income populations and special needs populations

- SL3.1 *Nurturing Neighborhood Networks*
  - Guam will provide CDBG funds to continue to support the operations and supportive services of a Community-Based Family Education and Youth Development program for low-moderate income residents of the subdivisions of Pagachao in Agat, Gill-Baza in Yigo and Sagan Linahyan in Dededo.
- SL3.2 *Homeless Management Information System (HMIS)(Cash Match funds for SHP)*  
Guam will use CDBG funds to fulfill the cash match requirement of the Supportive Housing Program (SHP). HMIS is a data central point of information for homeless service providers and the clients they serve.
- SL3.3 *Guma Hinemlo' (Cash Match funds for SHP)*  
CDBG funds will be used to assist the project sponsor to fulfill the cash match requirement of the SHP grant. Guam will provide CDBG funds in support of the project sponsor of the Guma' Hinemlo program. Hinemlo' is a permanent supportive housing program for individuals with

serious mental illness. The program is funded by a renewal award through the Continuum of Care Supportive Housing Program (SHP).

### ECONOMIC OPPORTUNITY

EO-1: Make Economic Opportunities available and accessible

- EO1.1 *Historic Inalahan San Jose Street Heritage Tour Development*

GHURA will use CDBG funds to rehabilitate a two-story single family historic building in the Inalahan historic district located in the village of Inarajan. The building will be converted to be used as a mini-museum attraction featuring the history of Inalahan on the 1<sup>st</sup> floor and a vacation rental unit on the 2<sup>nd</sup> floor. The facility will create jobs for low and moderate income residents and provide technical assistance in support of microenterprise businesses.

EO-2: Support the sustainability of ongoing economic opportunities

## **Description of Activities**

*\*If not using the CPMP Tool: Complete and submit Table 3C*

*\*If using the CPMP Tool: Complete and submit the Projects Worksheets*

8. Provide a summary of the eligible programs or activities that will take place during the program year to address the priority needs and specific objectives identified in the strategic plan, the number and type of families that will benefit from the proposed activities, proposed accomplishments, and target date for the completion of the activity.

Describe the outcome measures for activities in accordance with Federal Register Notice dated March 7, 2006, i.e., general objective category (decent housing, suitable living environment, economic opportunity) and general outcome category (availability/accessibility, affordability, sustainability).

Guam's short-term goals are outlined in the Table 3Cs of this Plan. The Table 3C documents provide a detailed description of the specific objective proposed, the funding source details and the priority need(s) that the activity would address. Please refer to these Table 3C documents for detailed descriptions of the activities proposed for funding. New public facilities activities are construction, renovation, or acquisition & construction activities that will take from one year to three years to complete. Ongoing public service activities are funded and performance measured on an annual basis.

Guam's long-term plans for Community Development is an integral part of the overarching goal of improving the quality of life for Guam's low- and moderate-income population and special needs populations. Guam is pursuing a neighborhood targeting strategy to employ resources in a concerted manner and plan build a strong support system of community-level facilities and access to resources which support the development of new or rehabilitation of decent housing.

## **Geographic Distribution/Allocation Priorities**

9. Describe the geographic areas of the jurisdiction (including areas of low income families and/or racial/minority concentration) in which assistance will be directed during the next year. Where appropriate, the jurisdiction should estimate the percentage of funds the jurisdiction plans to dedicate to target areas.

CDBG and HOME funds are not specifically targeted to areas of minority concentration but are targeted to activities that serve low- and moderate- income families and individuals. Activities are prioritized and selected to affect the greatest impact with limited resources to address the needs of target populations and low- and moderate-income families and individuals.

***LOW AND MODERATE INCOME POPULATIONS***

**LMH<sup>1</sup> BENEFICIARIES:**

**Rehabilitation and Preservation Activity:**

Percentage of PY12 CDBG funds committed to serving low- and moderate-income home renters: 14.25%  
CDBG funds will be used to rehabilitate 10 abandoned staff housing units. The units are located in two separate sites formerly known as the Staff Housing, 5 are located in the village of Dededo and 5 in the village of Yigo. After rehabilitation the units will be placed back in service as affordable rental housing for eligible and qualified low and moderate income individuals or families. The rehabilitation will add to the available stock of affordable rental homes.

**Homeowner Activity:** Homeowner Rehabilitation Loan Program

Percentage of PY12 HOME funds committed to serve low- and moderate-income homeowners to sustain the functional usefulness of their primary residences: 85%  
PY12 HOME funds will be provided for the on-going Homeowner Rehabilitation Loan Program administered by GHURA. Funds are available for homeowners in need of low-interest or deferred loans to make necessary modifications that will accommodate homeowners with disabilities or the elderly or to restore the primary residents to building code compliance.

**LMC<sup>2</sup> BENEFICIARIES:**

**Public Facilities and Improvement Activities:**

Percentage of PY12 CDBG funds committed to projects serving a *Limited Clientele* in the Northern Village of Dededo: 14.25%  
CDBG funds will be used for the rehabilitation of 6 housing units located in the site formerly known as Dededo Staff Housing in the village of Dededo. The units will be managed and maintained by the Ayuda Foundation, a non-profit organization. The Ayuda Foundation will partner with other Non-Government Organizations to provide community services geared toward strengthening families.

**Special Economic Development Activity:**

Percentage of PY12 CDBG funds committed to projects serving *Job creation or retention activities* in the Southern village of Inarajan: 7%

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<sup>1</sup> LMH, or Low/Mod Income Housing is an activity that is undertaken for the purpose of providing or improving permanent residential structures which, upon completion, will be occupied by LMI households.

<sup>2</sup> LMC, or Limited Clientele is an activity which benefits a limited clientele, at least 51 percent of whom are low- or moderate-income persons.



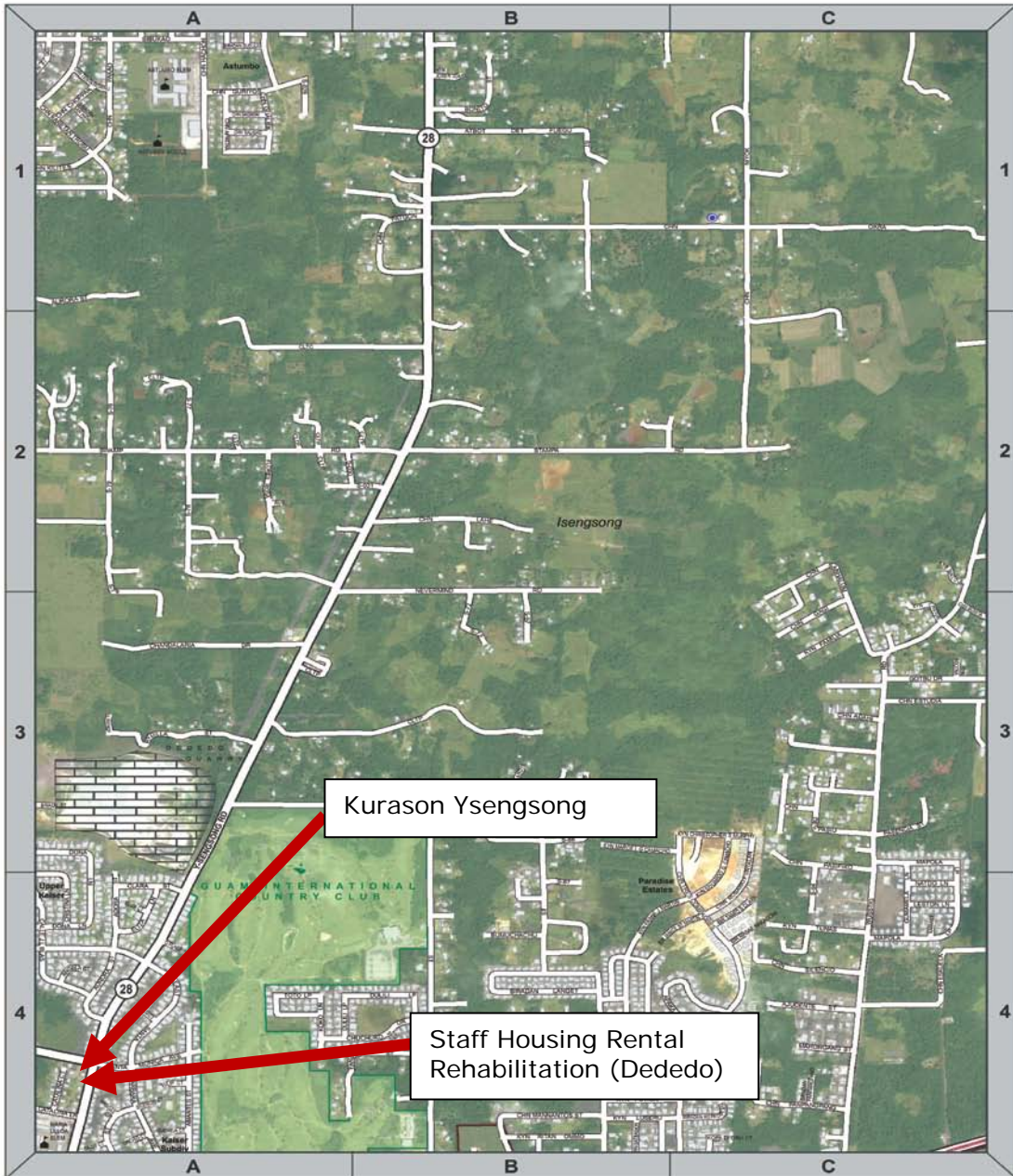
CDBG funds will be used for the rehabilitation of a two-story single family historic building in the Inalahan historic district in the village of Inarajan. The building will be converted to be used as a mini-museum attraction featuring the history of Inalahan on the 1<sup>st</sup> floor and a vacation rental on the 2<sup>nd</sup> floor. The facility will create jobs for low and moderate income residents and provide technical assistance in support of microenterprise businesses.



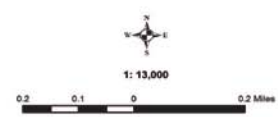
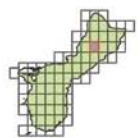
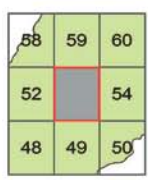
# Guam

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Dededo

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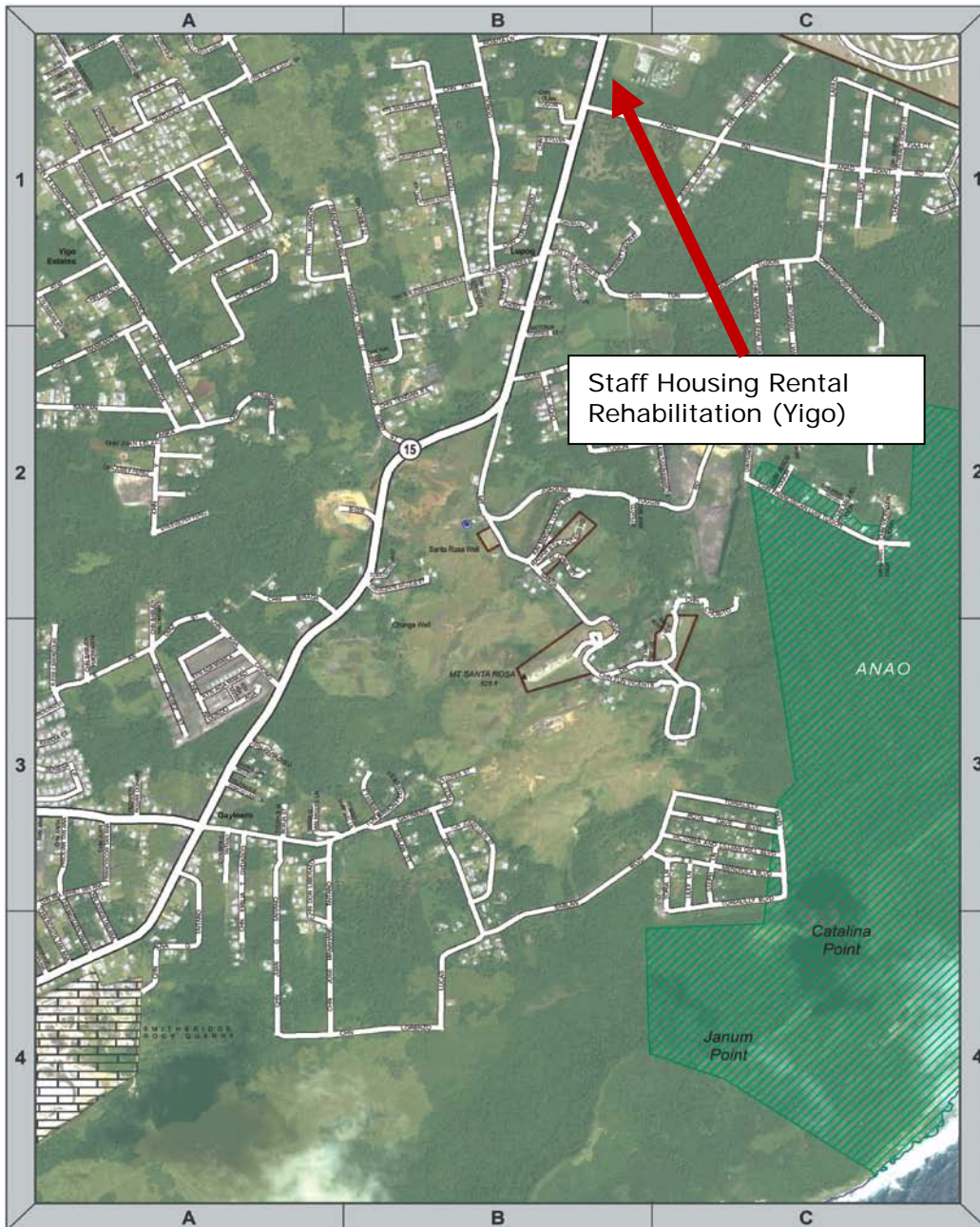


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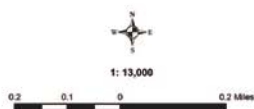
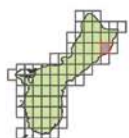
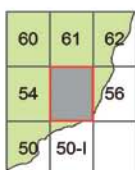
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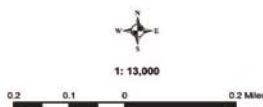
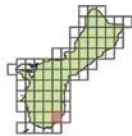
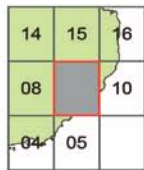
Inarajan

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Historic Inalajan San Jose Street Heritage Tour Development

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10. Describe the reasons for the allocation priorities, the rationale for allocating investments geographically within the jurisdiction (or within the EMSA for HOPWA) during the next year, and identify any obstacles to addressing underserved needs.

Guam does not necessarily allocate funds based on a geographic area. In selecting activities and projects for funding consideration is given to activities that will have the greatest positive impact on the community with the limited resources available. The leveraging of limited CPD resources is given consideration. Selection is further considered for projects in terms of their impact to address the needs of target populations and low- and moderate-income families and individuals in keeping with the priorities identified in the ConPlan.

#### Determining Areas of Service

Area Benefit activities are activities wherein greater than 51% of the area residents to be served is comprised of a low- and moderate- income population.

In general terms, when the activity is to benefit an area, Guam divides regionally in terms of projects executed for the area benefit of northern, central, and southern populations. Guam's population is highest in the northern villages and decreases through the central and then southern villages.

Absent current statistical data from the Guam Census 2010 to determine if a service area is consistent with the required 51% low- and moderate- income population, Guam will utilize the survey methodology as directed by HUD. Guam Census 2010 data is estimated to be available in 2013.

When assessing specific service areas, projects are reviewed, and the geographical areas analyzed, according to the proposed area to be served by the facility. For support of special needs populations, Guam consults industry professionals (i.e., homeless service providers, mental health, substance abuse, youth services, public health) for guidance and statistical analysis to identify the service area.

The bulk of PY12 CDBG Public Service and ESG funds are being directed to benefiting a Limited Clientele population, activities that benefit a specific target group of persons of which at least 51 percent must be Low-Moderate Income, be income eligible or from a group primarily presumed to be low-moderate income persons. A percentage of CDBG funds will also be focused on Public Facilities and Infrastructure. In accordance with the ESG grant terms, 92.5% of ESG funds will benefit homeless persons directly and indirectly. HOME funds will be used to assist low and very-low income homeowners to rehabilitate their homes and bring their primary residence to local building code standards.

#### LMC<sup>3</sup> BENEFICIARIES:

##### **Public Facilities and Improvement Activities:**

Percentage of PY12 CDBG funds committed to projects serving the *Presumed Low- and –Moderate Income* population: 32.57%

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<sup>3</sup>LMC or, Limited Clientele *Presumed Low- and Moderate- Income* is an activity which benefits a clientele who are generally presumed to be principally low and moderate income persons. Activities that exclusively serve a particular group of persons (ex. Abused children, battered spouses, elderly persons, severely disabled adults, homeless persons, etc.) LMC, or Low/Mod Income Limited Clientele activities are those providing benefits to specific groups of persons rather than everyone in an area generally.

CDBG funds will be used for Design and Construction of an Emergency Receiving Home and Adult Day Care Center facility for the Guam Department of Public Health and Social Services (DPHSS). The facility will provide temporary shelter for elderly (60 and above) and adults (18-59) with a disability who are victims of abuse and a respite program for elderly who are unable to function at home without support services and who do not need 24 hour care.

**Public Service Activities:**

Percentage of PY12 CDBG funds committed to projects serving homeless persons - *Presumed Low- and – Moderate Income* population: 9.4%

- CDBG funds will be used for the Lighthouse Recovery Center (LRC), an ongoing public service operated by The Salvation Army Corps of Guam. LRC is a 30-bed facility, transitional housing program, providing shelter and in-patient services to homeless, at-risk, and/or low-to-moderate income men, and out-patient supportive services to approximately 350 men and women recovering from chronic substance abuse per year.
- CDBG funds will be used to fulfill the cash match requirement of the Supportive Housing Program (SHP) for the local project sponsor administering Guam’s HMIS (Homeless Management Information System). HMIS is a tool utilized by the island’s homeless service providers to improve the reporting and delivery of services to the homeless. The implementation of an HMIS allow the community stakeholders to build new alliances, to strengthen services, meet consumer needs in a more streamlined manner, and obtain information to guide future planning.
- Guam will use CDBG funds to continue the support of the Guma’ Hinemlo’ program, a permanent supportive housing program for individuals with serious mental illness. The Guma’ Hinemlo’ program is funded by a renewal award through the Continuum of Care Supportive Housing Program (SHP). CDBG funds have been used to fulfill the cash match requirement of the SHP grant, PY 2012 funds will be used to continue the assistance.

Percentage of PY12 CDBG funds committed to projects serving a *Limited Clientele* in the Northern villages of Yigo and Dededo and the Southern village of Agat: 4.24%

- Guam will continue to use CDBG funds for operating costs of the Nurturing Neighborhood Networks (3N) by Community Services & Resources, Inc. a non-profit organization. 3N will continue to provide Community-Based Family Education and Youth Development to low-moderate income residents of Gill-Baza in Yigo, Sagan Linahyan in Dededo and Pagacho in Agat. Programs will continue to support healthy communities and self-sustaining families through programs like Strengthening Island Families (SIF) and Youth Mentoring.
- Guam will use CDBG funds to develop and implement a program to assist public housing tenants with opportunities for economic improvement in accordance with the HUD Section 3 program requirements.

Percentage of PY12 ESG funds committed to projects serving the homeless through the provision of homeless prevention, essential services or operations of a shelter facility (limited clientele): 92.50%

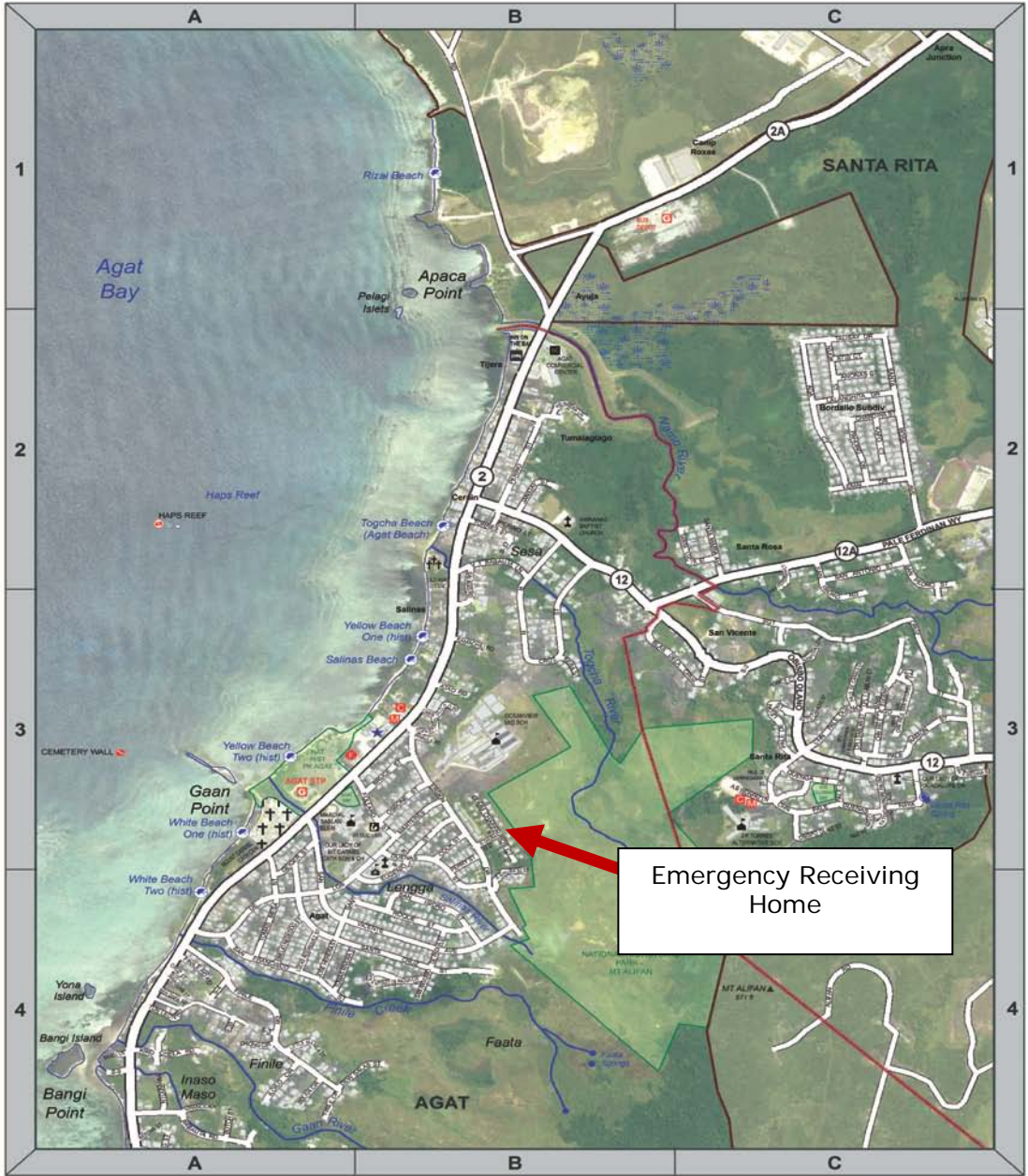
- Guam will fund homelessness prevention programs in an effort to address the needs of homeless and at-risk families and individuals. In addition to funding competitive applications through the annual Continuum of Care, there will be emphasis on imparting more comprehensively the impact of these programs in ESG funds for the service needs of homeless individuals and families with children, as well as to prevent extremely low-income households from becoming homeless.

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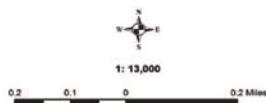
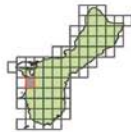
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Santa Rita, Agat

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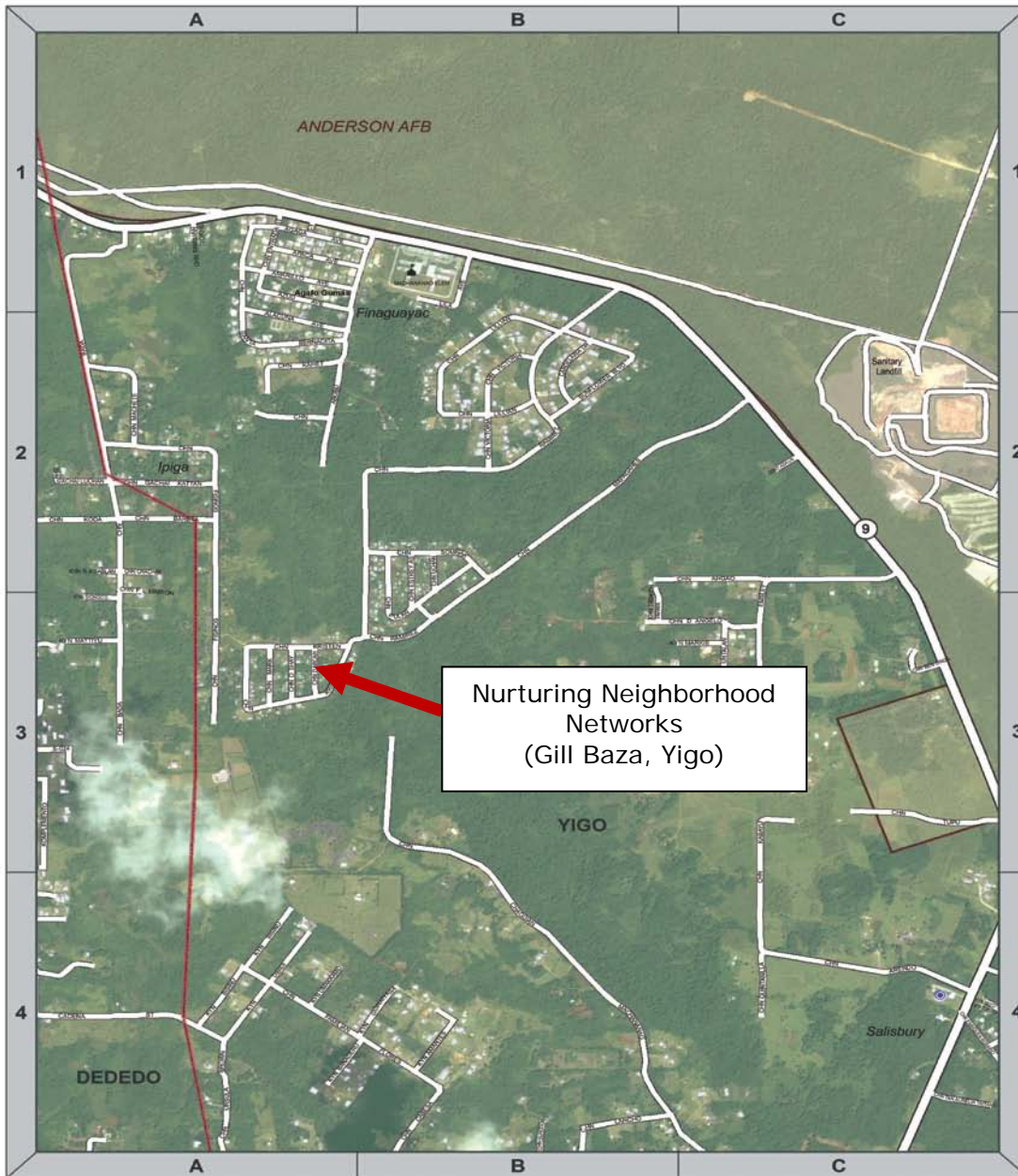


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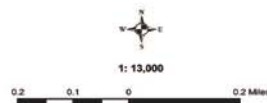
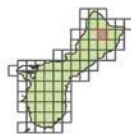
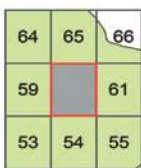
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Yigo, Dededo

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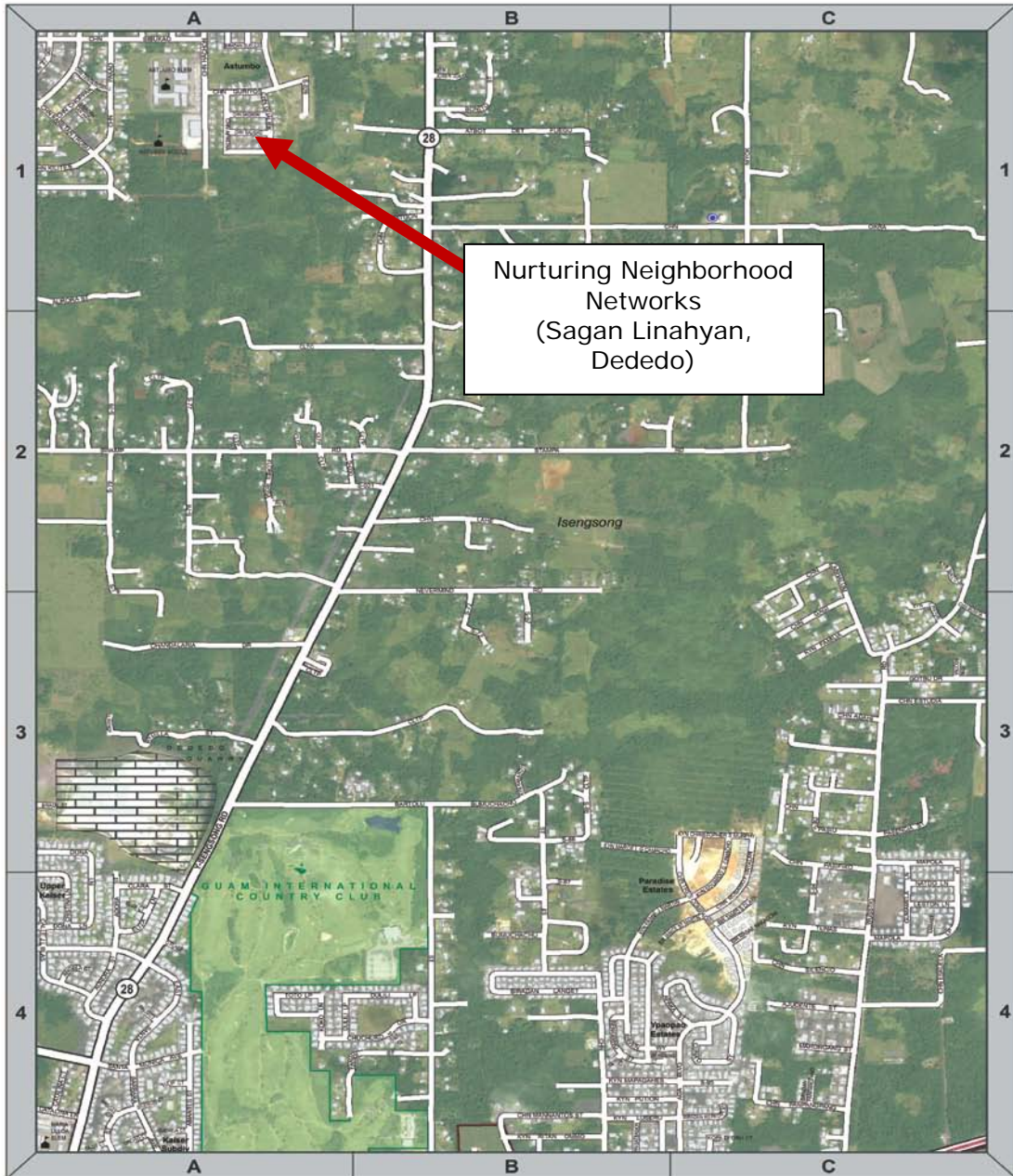


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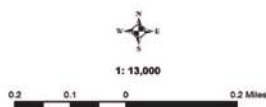
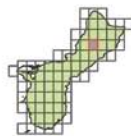
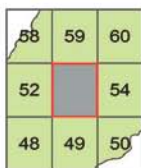
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Dededo

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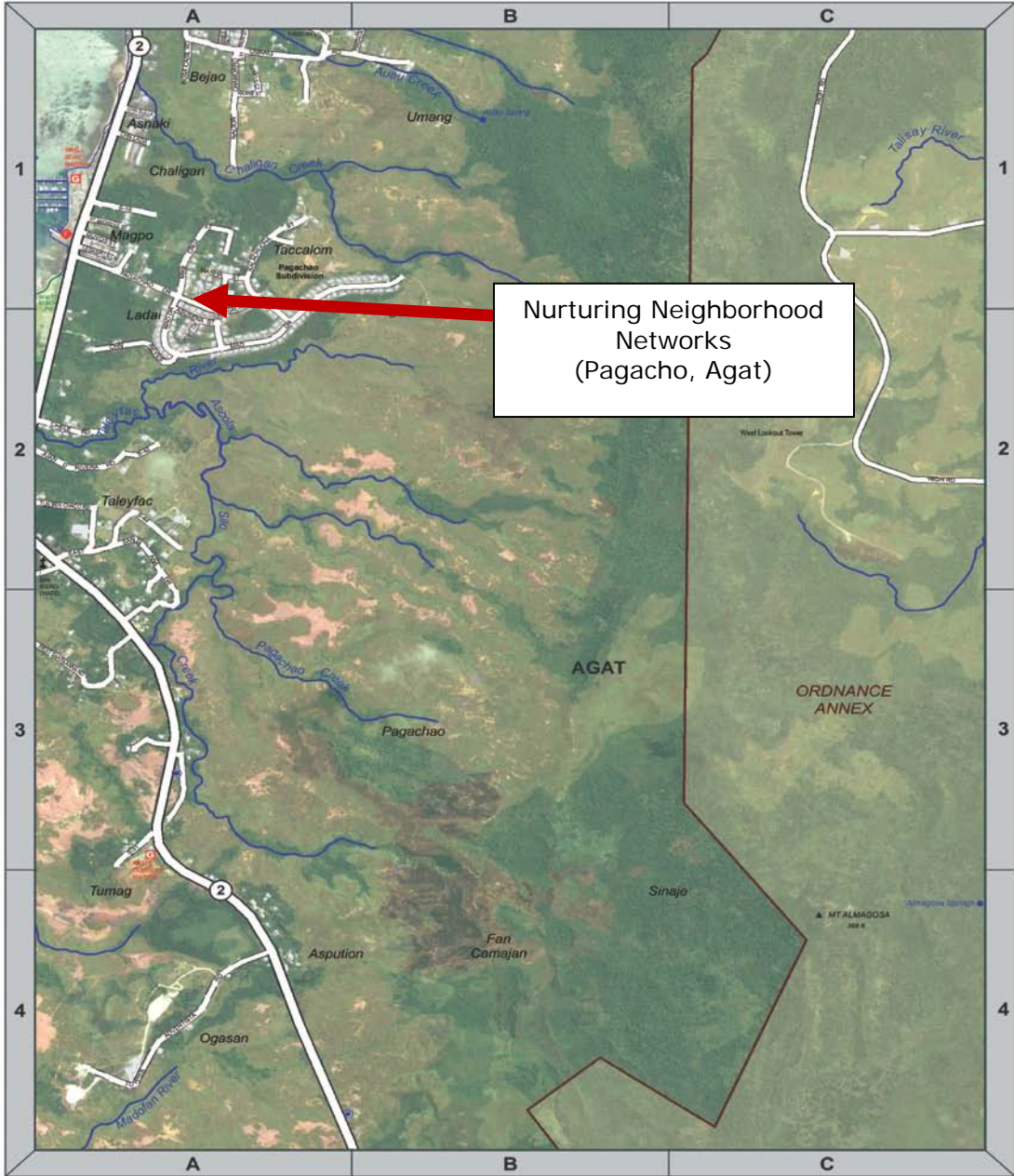


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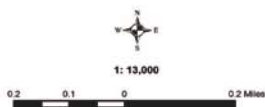
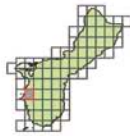
# Guam

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Agat

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## Annual Affordable Housing Goals

*\*If not using the CPMP Tool: Complete and submit Table 3B Annual Housing Completion Goals.*

*\*If using the CPMP Tool: Complete and submit the Table 3B Annual Housing Completion Goals.*

11. Describe the one-year goals for the number of homeless, non-homeless, and special-needs households to be provided affordable housing using funds made available to the jurisdiction and one-year goals for the number of households to be provided affordable housing through activities that provide rental assistance, production of new units, rehabilitation of existing units, or acquisition of existing units using funds made available to the jurisdiction. The term affordable housing shall be defined in 24 CFR 92.252 for rental housing and 24 CFR 92.254 for homeownership.

Projects proposed for in PY2012 could develop up to 10 rehabilitated units providing affordable housing for rental and purchase for low-income households and individuals.

PY 2012 proposed projects:

- Projects proposed for CDBG funding in PY 2012 are anticipated to provide 10 rehabilitated abandoned units to be converted to affordable rental housing for eligible and qualified low and moderate income individuals or families. The units to be rehabilitated are located in the northern villages of Dededo and Yigo, 5 of the units are located on a site identified as the Dededo Staff Housing and 5 units on the Yigo Staff Housing site.

Grantee Name: Program Year:	Expected Annual Number of Units To Be Completed	Actual Annual Number of Units Completed	Resources used during the period			
			CDBG	HOME	ESG	HOPWA
<b>BENEFICIARY GOALS (Sec. 215 Only)</b>						
Homeless households			<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Non-homeless households			<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Special needs households			<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Total Sec. 215 Beneficiaries*</b>			<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>RENTAL GOALS (Sec. 215 Only)</b>						
Acquisition of existing units			<input type="checkbox"/>	<input type="checkbox"/>		<input type="checkbox"/>
Production of new units			<input type="checkbox"/>	<input type="checkbox"/>		<input type="checkbox"/>
Rehabilitation of existing units			<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Rental Assistance			<input type="checkbox"/>	<input type="checkbox"/>		<input type="checkbox"/>
<b>Total Sec. 215 Affordable Rental</b>			<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>HOME OWNER GOALS (Sec. 215 Only)</b>						

Acquisition of existing units			<input type="checkbox"/>	<input type="checkbox"/>		
Production of new units			<input type="checkbox"/>	<input type="checkbox"/>		
Rehabilitation of existing units			<input type="checkbox"/>	<input type="checkbox"/>		
Homebuyer Assistance			<input type="checkbox"/>	<input type="checkbox"/>		<input type="checkbox"/>
<b>Total Sec. 215 Affordable Owner</b>			<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>COMBINED RENTAL AND OWNER GOALS (Sec. 215 Only)</b>						
Acquisition of existing units			<input type="checkbox"/>	<input type="checkbox"/>		<input type="checkbox"/>
Production of new units			<input type="checkbox"/>	<input type="checkbox"/>		<input type="checkbox"/>
Rehabilitation of existing units			<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Rental Assistance			<input type="checkbox"/>	<input type="checkbox"/>		<input type="checkbox"/>
Homebuyer Assistance			<input type="checkbox"/>	<input type="checkbox"/>		<input type="checkbox"/>
<b>Combined Total Sec. 215 Goals*</b>			<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>OVERALL HOUSING GOALS (Sec. 215 + Other Affordable Housing)</b>						
Annual Rental Housing Goal	10		<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Annual Owner Housing Goal			<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Total Overall Housing Goal</b>	10		<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

\* This total amounts for “Combined Total Sec. 215 Goals” and “Total Sec. 215 Beneficiary Goals” should be the same number.

On-going projects include:

- Reprogrammed funds allocated for the new development of 5 homes at Machanao and 5 at Machananao, both sites are located in the village of Dededo. The 10 homes are being constructed with HOME funds for sale as affordable housing for qualified individuals or families. Additional funds from the CDBG grant through reprogramming are identified for the infrastructure upgrade and improvement to support the new Machananao development.
- Reprogrammed CDBG funds are allocated to rehabilitate 10 abandoned units to be converted to affordable rental housing for eligible and qualified low and moderate income individuals or families. The units to be rehabilitated are located in the Sagan Linahyan neighborhood located in the village of Dededo. After rehabilitation, the units will be managed by the Guam Housing Corporation, a government entity, as affordable rental.
- PY2011 CDBG funds are reprogrammed to rehabilitate 10 abandoned homes; 5 homes in the village of Talofofo, formerly known as the Talofofo Staff Housing and 5 homes in the village of Merizo, formerly known as the Merizo staff housing. After rehabilitation the units will be placed in service as affordable rental housing for qualified low and moderate income individuals or families.
- GHURA has approved \$1.3M in HOME and CDBG funds for the As-Atdas Project which will develop a parcel of government-owned property as affordable rental housing. Plans are to develop a healthy and sustainable mixed income, mixed use neighborhood of affordable multi-family rentals and for-purchase single-family housing, green spaces, and commercial facilities. GHURA has partnered with

the Guam Housing Corporation (GHC) who will be responsible for overseeing the maintenance and operation of these affordable homes.

Other programs addressing Guam's affordable housing goals include:

- Low Income Housing Tax Credit Program (LIHTC), Maximize development of housing zoned R-1, Tenant-based Rental Housing Assistance – Guam will increase its supply of affordable rental housing.
- Sweat-Equity housing programs, Housing Choice Voucher Homeownership Program, Tenant-Based Rental Assistance – Guam will create more opportunities for homeownership among low and moderate-income homebuyers, first-time homebuyers and minority homebuyers.
- GHURA oversees 750 public housing units located throughout Guam, Housing Choice Vouchers through its Section 8 program, and 40 one-bedroom units through the Elderly Project, the Guma Trankilidat. These programs assist over 3,000 families per year.
- Affordable housing is also made available to low-to-moderate income individuals and families through the 115-unit LADA Gardens operated by the Guam Housing Corporation which helps individuals and families secure mortgage financing who would otherwise not qualify as borrowers through conventional means. Ironwood Estates also provides housing to eligible individuals and families based on household income and size.
- The VA Supportive Housing (HUD-VASH) program also makes available tenant based rental assistance vouchers to homeless veterans.
- GHURA also anticipates the conversion of CSS's transitional housing units, approximately 30 units, into affordable rental units.
- Annual housing symposium in June jointly sponsored by GHURA, the Guam Housing corporation, the U. S. Department of Housing and Urban Development, the Federal Reserve Bank of San Francisco and the U. S. Department of Agriculture's Rural Development. The annual symposium focuses on identifying barriers to affordable housing on Guam and offers resources and strategies to meet the affordable housing needs of the community.

## Public Housing

12. Describe the manner in which the plan of the jurisdiction will help address the needs of public housing and activities it will undertake during the next year to encourage public housing residents to become more involved in management and participate in homeownership.

The public housing agency/authority has set goals for the next five years (2009-2013) to include the following, in support of their various income level clients:

- Implement the Housing Choice Voucher Homeownership Program (HCVHP). The HCVHP Program provides qualified tenants of the Housing Choice Voucher Program (HCVP) with a means to accumulate funds for the future use in home purchase and to receive homebuyer education in support of sustaining homeownership.
13. If the public housing agency is designated as "troubled" by HUD or otherwise is performing poorly, the jurisdiction shall describe the manner in which it will provide financial or other assistance in improving its operations to remove such designation during the next year.

GHURA is Guam's public housing agency. GHURA is not designated as "troubled" by HUD, nor is it identified as a poor performer.

## Homeless and Special Needs

14. Describe, briefly, the jurisdiction's plan for the investment and use of available resources and one-year goals for reducing and ending homelessness.

Guam receives federal, local and private funds utilized to reduce and end homelessness. Federal funds from the Community Development Block Grant (CDBG), Emergency Solutions Grant (ESG), Continuum of Care Homeless Assistance Grants, U.S. Veteran Administration, and FEMA (Emergency Food and Shelter Program) as well as local funds from the DMHSA, GMH, DOC, and DPHSS are all utilized to combat homeless issues on Guam. Private funds raised by the various non-profit organizations and parent organizations of local non-profits also provide leverage to support their homeless assistance programs.

For PY2012, GHURA has allocated CDBG funds for the following activities aimed at reducing and ending homelessness.

(ConPlan) Guam will support the operations of residential substance abuse treatment and recovery facilities serving homeless individuals.

- The Lighthouse Recovery Center (LRC): Operated by The Salvation Army, the LRC is a 30-bed transitional housing program that provides a 6-month residential treatment program to homeless, at-risk, and/or low-to-moderate income men, and outpatient supportive services to men and women recovering from chronic substance abuse.

(ConPlan) Support the work of organizations providing assistance to very-low and low-income individuals, and special needs populations.

- The Homeless Management Information System (HMIS): Operated by The Salvation Army, the HMIS is a computerized data collection system that records and stores client level information inputted by programs providing services to persons experiencing homelessness. Funds will be utilized to satisfy the match requirement of the Continuum of Care Supportive Housing Program (SHP), a grant renewed every year to fund the HMIS.

(ConPlan) Support the work of organizations providing assistance to very-low and low-income individuals, and special needs populations.

- Guma Hinemlo': Operated by the DMHSA, the Guma Hinemlo is a permanent supportive housing program for individuals with serious mental illness. Funds will be utilized to satisfy the match requirement of the Continuum of Care SHP; this grant is renewed every year to fund the project.

Other programs that have been renewed for funding through the CoC Homeless Assistance Grant under this Annual Action Plan program year include:

- CARIDAD SSO – Supportive services such as case management are provided to homeless disabled residents of a four-unit apartment complex through the CoC Supportive Housing Program (SHP).

- Liheng Transitional Housing & Case Management – This Supportive Housing Program provides residents of the 14-unit apartment with case management services for a two year period to equip households with the necessary tools to achieve greater self-sufficiency and achieve housing stability.
- Housing First Rental Assistance Program – A Shelter Plus Care program that provides tenant-based rental assistance to 16 homeless adults with disabilities and their families. Supportive services are matched by the DMHSA to provide ongoing treatment and program compliance for participants.
- Oasis Empowerment Center – A SHP funded 6-bed transitional residential facility that provides substance abuse treatment to 6 women.

15. Describe specific action steps for reducing and ending homelessness that (i) reach out to homeless persons (especially unsheltered persons) and assessing their individual needs; (ii) address emergency shelter and transitional housing needs; (iii) help homeless persons (especially persons that are chronically homeless, families with children, veterans, and unaccompanied youth) make the transition to permanent housing and independent living.

The GHC ensures all programs receiving HUD funding conduct outreach on a monthly basis. In fact, all programs are required to list outreach as the first action step in their individual logic model, a document that is incorporated into the annual renewal of the Continuum of Care Homeless Assistance Grant. Additionally, the GHC conducts two major outreach events: the annual Point-in-Time Homeless (PIT) Count which is conducted at one point in time in January where information on the unsheltered and sheltered homeless are collected and analyzed; and the Passport to Services which is conducted in a centralized location where the homeless can easily access services such as immunizations and acquire information on housing, employment, medical and mental health treatment, veteran assistance, and other services available to homeless individuals and families. Information collected help the GHC, community members, and policy makers understand the characteristics of homelessness and services lacking.

Emergency shelters are front line programs for homeless individuals and families seeking immediate shelter. Although not HUD funded and thus not required to enter data into the HMIS, Guam's only homeless shelter, the Guma San Jose, has chosen to take part in entering data into the HMIS; their participation continues to be vital in the overall reporting and analysis of homelessness characteristics and needs. All of Guam's emergency and transitional housing programs take part in monthly GHC meetings. Quarterly Performance and Annual Progress Reports are generated by the HMIS and are reviewed by the GHC Strategic Committee and the programs themselves to monitor their performance. Data collected during the PIT Count is also analyzed to determine the need for the following services: emergency shelter, transitional shelter, and permanent supportive housing.

A variety of permanent housing opportunities are available to homeless persons, especially the chronic homeless. Recently, the HUD announced the award of two new projects, Forrester's Refuge and Empowered Together, which provide permanent housing beds for chronic homeless individuals with chronic substance abuse. Additionally, the VA HUD-VASH vouchers which provide tenant based rental assistance to homeless veterans and the Housing First Choice Voucher which also provides tenant based rental assistance to homeless adult individuals and families with adults who have a disability. GHURA also anticipates the conversion of one of Guam's transitional housing into permanent affordable rental housing which will also be available to the homeless as well as those chronically homeless.



16. Homelessness Prevention—Describe planned action steps for reducing ending homelessness that help low-income individuals and families avoid becoming homeless, especially extremely low-income individuals and families who are likely to be discharged from publicly funded institution and systems of care or those receiving assistance from public or private agencies that address housing, health, social service, employment, education or youth needs.

As the Homeless Prevention and Rapid Re-Housing Program (HPRP) comes to an end, the Emergency Solutions Grant continues the momentum of providing homeless prevention and rapid re-housing services to individuals and families who are homeless or at-risk for becoming homeless. Award of PY2012 ESG funds was awarded to The Salvation Army, one of two non-profits awarded the HPRP when the program first started three years ago. A recent HUD monitoring visit of the HPRP showed no findings or concerns of which the success was attributed to GHURA's periodic internal monitoring of the subrecipients.

Guam also receives FEMA funds through Sanctuary Incorporated, a non-profit organization. FEMA funds are utilized to assist individuals and families with one month's rental and utility assistance and food.

The Guam Interagency Council on Homelessness (GICH) oversees the community-wide discharge coordination policy. The GICH comprises of various government agencies and non-profit organizations who serve homeless populations. This policy is intended to prevent persons who have resided in government facilities and programs for a long period from being discharged into homelessness.

The Bureau of Social Services Administration, Child Protective Services (BOSSA, CPS) administers the Foster Care Program helping children reunite with their families. Should reunification not be in the best interest of the children, the Bureau finds homes for the children in relative placements or licensed foster families. However, others may remain in long-term foster care. The Foster Care Program's (FCP) discharge policy prohibits from closing any foster care case unless the young adult has housing in place.

Sanctuary Incorporated also provides services to homeless youth. Sanctuary currently has a total of 26 beds available through their COED Emergency Shelter and Transitional Living Program. You can stay up to 30 days in the emergency shelter and are provided services to help them reintegrate back with their family. Youth between 16-21 years of age who are aging out of foster care or are homeless can move to the transitional program and can stay up to 18 months. If youth cannot reintegrate back with their families, supportive services are provided to help them achieve self-sufficiency by the time their stay has come to an end.

17. Describe specific activities the jurisdiction plans to undertake to address the housing and supportive service needs of persons who are not homeless (elderly, frail elderly, persons with disabilities, persons with HIV/AIDS, persons with alcohol or other substance abuse problems).

The Salvation Army Lighthouse Recovery Center operates the only transitional residential substance abuse treatment center with supportive services for homeless, at-risk, and low/moderate income men. Additionally, the Oasis Empowerment provides the same type of treatment with supportive services to women with substance abuse issues.

For PY2012, GHURA will utilize CDBG funds to construct an Emergency Receiving Home (ERH) and Adult Day Care (ADC) Center, the programs are two distinct programs. The ERH provides for a temporary shelter to serve elderly (60 and above) and adults (18-59) with a disability, who are victims of abuse and the ADC provides a respite program for elderly who are unable to function at home without support services and who do not need 24 hour care. This facility qualifies under the ConPlan priority need: Construct or rehabilitate facilities to serve low-and moderate-income communities and special needs populations. Another program that provides services to the elderly is the Catholic Social Services (CSS) LIHENG Elderly Rental Housing, a 10-unit rental apartment complex for elderly low-and moderate-income renters.

CSS also operates the Alee Shelter Programs I and II. The Alee Family Violence Shelter (Alee I) is an emergency shelter that provides supportive services for adult females with or without children who are victims of family violence or sexual assault. Alee Shelter for Abused and/or Neglected Children (Alee II) is an emergency shelter whose primary objectives are to promote healing in children who are victims of abuse and/or neglect and to prevent unnecessary separation of siblings when they are removed from their home. Funds for operation are provided by the DPHSS, BOSSA.

## **Barriers to Affordable Housing**

18. Describe the actions that will take place during the next year to remove barriers to affordable housing.

The Affordable Housing Task Force (AHTF) was created to serve as a focal point for identifying and implementing solutions to eliminate or mitigate barriers to affordable housing. The AHTF will focus on a variety of issues that impede the development of affordable housing. These issues range from assuring the availability of takeout financing for low and moderate income homebuyers, reducing the impact of system development fees for new housing developments, reducing the length of time to process building permits, promoting cost effective alternatives to the prevailing CMU construction process and fostering the availability of homeownership education programs.

The goal of reducing barriers to affordable housing is the increase of both the number of renters and homeowners among low- and moderate-income households. Homebuyers and renters alike continue to struggle with impediments to securing affordable housing.

Guam continues to assess housing purchase and construction activity. Recent reports continue to support the escalation of the average home purchase price. Issues in the forefront of the barriers discussion include Guam's appreciating market for existing homes and developable property island-wide, the increased cost of primary utilities, a lengthy and costly development approval process, and severely limited capacity of existing water and sewer infrastructure in prime development areas on Guam.

Of increasing importance is the supply-side concern for future affordable housing in the face of the imminent increase of active duty U.S. military personnel, plus support- service personnel and dependents related to the DOD's plans for the Guam Military Buildup.

Although the anticipated buildup of military forces on Guam has not materialized, there continues to be an urgent need to address the supply of affordable housing. Over 4,000 applications were received by the housing authority in November 2011 when GHURA opened the wait list for the Housing Choice Voucher program. It is uncertain as to when or how many military personnel and their families will take hold on Guam, the need for affordable housing, infrastructure development, and energy services continue to be a concern of

the Government of Guam and island community. One of the ways Guam addresses these concerns is by conducting Housing Symposiums aimed at informing housing developers, banking institutions, realtors, architects, engineers, nonprofits providing housing services, government officials, and citizens of the efforts currently being made and future plans to address the socioeconomic and environmental impacts of the military buildup and the need for affordable housing.

The Symposium also allows participants to voice their concerns and/or recommendations to address the 5-Year Plan for affordable housing. This 5-Year Plan was adopted by the Governor of Guam's administration and is aimed at building affordable housing for approximately 3,000 families in need. As part of his community outreach, Governor Eddie Calvo and his Cabinet had toured some of Guam's impoverished neighborhoods, witnessing the dilapidated housing and environmental conditions and meeting with families who discussed their struggles to achieve self-sufficiency and housing stability. GHURA and its partners have already taken steps to revitalize these neighborhoods by renovating abandoned homes and converting them to affordable rental housing and providing social services that support healthy communities and self-sustaining families.

Guam conducted its 4<sup>th</sup> Annual Housing Symposium on June 19-20, 2012 at the Hyatt Regency Hotel. Guam will continue to make these events available to participants who share the Governor's and GHURA's vision of building sustainable communities through the development of affordable housing and by making supportive services available within these communities that help foster housing stability.

Guam is currently addressing barriers to affordable housing by increasing the supply of affordable housing through various development projects. Measures taken to address such barriers include:

- Guam will utilize Community Development Block Grant funds to renovate 10 abandoned housing structures which will be placed back in service as affordable rental housing for eligible and qualified low and moderate-income individuals and families.
- Guam also anticipates the conversion of approximately 30 transitional housing units to affordable rental housing for eligible and qualified low and moderate-income individuals and families.
- Guam will utilize \$26M of Low Income Housing Tax Credits (LIHTC) to develop affordable rental housing for low and moderate-income individuals and families. LIHTC developments are eligible for persons making 60% or less of area median income.

Low and moderate-income individuals and families on Guam can also take advantage of the following resources that make affordable housing available and accessible:

- First-time homebuyers who do not otherwise qualify for conventional lending can apply for mortgage loans through the Guam Housing Corporation, an autonomous Government of Guam agency.
- Developer loans for affordable housing and low-interest mortgage loans to qualified individuals through the U.S. Department of Agriculture's Rural Development Office.

## **Other Actions**

19. Describe the actions that will take place during the next year to address obstacles to meeting underserved needs, foster and maintain affordable housing, evaluate and reduce the number of housing units containing lead-based paint hazards, reduce the number of poverty-level families develop institutional structure, enhance coordination between public and private agencies (see 91.215(a), (b), (i), (j), (k), and (l)).

#### Underserved needs

The proposed Emergency Receiving Home (ERH) and Adult Day Care (ADC) Center project will provide for two distinct programs, the ERH will be a 10-bed facility that will provide for a temporary safe shelter for elderly, 60 years and older, and adults (18-59) with a disability who are victims of abuse. The shelter will provide a safe and temporary shelter to victims from further abuse and provide services through authorized individuals and through inter-agency assistance, protective and preventive counseling and a Crisis Intervention Hotline service 24 hours a day seven days a week. The ADC is a respite for elderly who are unable to function at home without support services and who do not need 24 hour care. The programs will focus on enriching the well-being and quality of life for the clients through the provision of a structured environment designed for safety, orientation, stimulation, and home likeness. The facility will be managed by the Department of Public Health and Social Services (DPHSS) under the Division of Senior Citizens (DSC).

Department of Mental Health and Substance Abuse (DMHSA) have been awarded a renewal grant under the Supportive Housing Program (SHP) a Continuum of Care Grant (COC) under the U.S. Department and Housing Development (HUD). CDBG Funds will be used to continue the support the Guma Hinemlo program through the provision of CDBG funds provided as cash match as required by the SHP grant. Guma Hinemlo is a permanent supportive housing program for adults with a serious mental illness.

The Emergency Solutions Grant will be used to provide Homeless Prevention and Rapid Re-housing services through The Salvation Army Corp., to individuals and families who are homeless or at-risk of becoming homeless. Services will consist of short and medium-term rental and utility assistance and housing relocation and stabilization services such as counseling, case management, life skills training, and housing search and stability.

CDBG funds will be used for the continued support of the Lighthouse Recovery Center (LRC), a 28 bed capacity transitional residential substance abuse facility. LRC is a six-month residential transitional program that provides evidence based substance abuse treatment to men seeking recovery services. Outpatient services are also provided to men and women who need treatment but do not require residential services or recovery environment.

Homeowner Rehabilitation Loan Program, and Renovation of Public Housing Units - Guam will implement programs to support retention of its existing stock of affordable housing for homeowners, renters, and persons with populations with special needs. REHAB clients receive assistance to sustain the functional life of their homes. Renovation is done to the primary home to return it to compliance with local building codes and/or to retrofit homes to address the physical needs of a disabled homeowner.

Guam proposes to use CDBG funds to rehabilitate 12 abandoned homes in the Sagan Linahyan area located in the village of Dededo. Once the units have been rehabilitated they will be placed back into service as affordable rental housing units under the management of Guam Housing Corporation. The units will be rented to eligible and qualified low and moderate income individuals or families.

#### Lead-based Paint

Guam continues to ensure compliance with Federal and Local statues concerning lead based paint. Guam contractors are required to comply with 40 CFR Part 745. The federal law requires contractors performing renovation, repair and painting projects that disturb lead-based paint in homes, child care facilities and schools built before 1978 to be certified and to follow specific work practices to prevent lead contamination.

Guam continues to address the dangers of lead-based paint in existing and future housing by facilitating the availability of information to homeowners and homebuyers of all income levels. Guam ensures that procedures are implemented to provide information to families and individuals on the dangers of lead-based paint before they commence the search for rental housing.

GHURA maintains an allocation of 2,545 housing vouchers under the Housing Choice Voucher Program (HCVP). New HCVP tenants attend an initial briefing as part of their entrance into the program. Participants are instructed on the hazards of lead-based paint and provided HUD-approved materials on the subject. HCVP building inspectors conduct lead-based paint inspections to ensure safety compliance prior to permitting occupancy for any individual or family participating in the program. An equivalent process is maintained for the 750 units of Public Housing (PH) administered by GHURA. PH administration is mandated to comply with all federal laws regarding the operation and upkeep of units receiving federal funds. In efforts to continue compliance GHURA provided staff with training in 2010 in Lead Safety for Renovation, Repair, and Painting. Through these trainings GHURA now has seven (7) Certified Renovator's on staff; GHURA will continue to ensure certification is kept up to date.

The Housing First Voucher Program (HFVP) is a tenant-based voucher program for individuals with disabilities in need of rental housing assistance. The HFVP mirrors the compliance monitoring activities of the HCVP to ensure safety against the hazards of lead-based paint of its program participant voucher recipients.

The Homeowner Rehabilitation Loan Program (REHAB), as administered by the Community Development Division of GHURA, provides loan funds to eligible homeowners to make needed repairs and improvements. The home inspection component of the loan qualification process includes a review for lead-based paint safety conducted by a Certified Renovator.

#### Reduce number of poverty-level families

Community Services & Resources, Inc. (CSR), the project sponsor of Nurturing Neighborhood Networks (3N) program will provide on-site support services to three low-moderate income communities, residents of Pagachao in Agat, Gill-Baza in Yigo and Sagan Linahyan in Dededo. Support services will include providing Youth Development programs such as professionally supported mentorship services like Big Brothers Big Sisters of Guam (BBBSG) and enrichment activities for the Youth. 3N will also provide Community-Based Family Education such as economic self-sufficiency programs and collaboration with specialist entities in training that address job searching/ application/interviewing skills, legal services and health outreach/service provider fairs.

Currently, Catholic Social Service (CSS) operates three 2-bedroom apartment complexes, totaling 30 units, as transitional housing for individuals and families who are homeless. Eligible tenants enter into a lease agreement with CSS for up to twenty-four months and are provided case management and job training. However, CSS management believes that case management services have not been effective in promoting positive homeowner accountability, and maintaining or improving employment income. Barriers such as communication in English, obtaining a high school diploma or GED, or acquiring a job skill through training have not been addressed in the existing case management services. Therefore, CSS proposed to convert LIHENG apartments as affordable housing under the HOME grant. This would allow CSS to charge rent in

accordance with HUD's HOME Program. Through the revenue generated from monthly rent, CSS proposes to maintain a case management component, and provide continuous supportive services to enable tenants to improve their employment income so they may aspire to home ownership. The conversion to this new plan would be phased in over the next twelve months as transitional housing agreements expire and units are prepared for re-occupancy by new, eligible tenants in the new plan.

Elim Pacific Ministries provides women with job training coordination, job placement assistance, and case management, and other services to homeless women in recovery from substance abuse, through the Oasis Empowerment Center.

The Family Service Center/One-Stop Homeless Assistance Center of The Salvation Army Corps Guam provides food bank services, case management, financial assistance to prevent homelessness, and other supportive services to assist low-income and very-low income persons achieve self-sufficiency and maintain housing stability.

The Public Housing Authority refers tenants of public housing to the One-Stop Employment Center of the Department of Labor for job search, training and placement services. The Public Housing Authority also assists Housing Choice Voucher (HCV) recipients in becoming economically independent and free from welfare assistance through the Family Self-Sufficiency (FSS) program. The FSS program helps HCV families set goals and save for education, home purchases and more, these services are coordinated through various community agencies and programs to provide enhanced education opportunities, job skills training, vocational training, remedial assistance, and opportunities for entrepreneurship and homeownership.

#### Coordination between public and private agencies

GHURA continues to coordinate with the Guam Homeless Coalition (GHC) members comprised of mainstream service providers, non-profit organizations and the private sector to ensure that housing, health, and social services activities are part of an integrated, island wide strategy to ending homelessness and improving housing stability, welfare and job retention for families and individuals.

A proposed use of CDBG funds is to continue the support of the operations of the Homeless Management information System (HMIS). HMIS is a computerized data collections system that records and stores client level information inputted by programs providing services to persons experiencing homelessness. Information collected is utilized by programs to assess their performance, assessing their capacity to provide services, manage staff, and allocate resources that will adequately and efficiently service homeless persons. External coordination will increase collaboration amongst Guam's Continuum of Care, policy makers, and advocates to develop successful interventions to preventing and ending homelessness.

#### Health and Social Services

The Guam Housing and Urban Renewal Authority (GHURA) is a major entity in planning for housing and social service needs that work in partnership with other local agencies. GHURA views its community partners as essential to facilitating resource development and implementation of its housing objectives.

The Guam Homeless Coalition (GHC) is comprised of non-profit organizations, the private sector and government agencies. The collaborating organizations joined forces with shelter/housing providers to provide an array of services such as case management, counseling, health care, assistance in accessing job training, employment, and educational programs. The ultimate goal is to transition from training to employment and eventually self-sufficiency.

The GHC and its community and government partners work to create a better living standard for the homeless, low-moderate income residents and the overall economic environment of which we are all seeking to improve.

Guam will continue its collaboration with various community partners to enhance coordination between public and private housing, health, and social service agencies. This will also include Housing Choice Voucher, Public Housing, HUD VASH, Department of Public Health and Social Services, Department of Mental Health and Substance Abuse among others to ensure that appropriate funds are accessed for housing and mainstream services for the needs of the island community.

Guam's public and private organizations coordinate their efforts to deliver health and social services to persons receiving housing assistance. This is accomplished through a number of existing relationships. The Public Housing Agency receives referrals from the Dept. of Public Health and Social Service for the Housing Choice Voucher (HCV) Program and the Public Housing (PH) Program. Referrals are made to prevent children from being displaced from their family units whilst receiving also social services. Children and their families are afforded safe, decent, and sanitary housing. Clients of the Dept. of Mental Health and Substance Abuse are referred for tenant-based rental assistance through the Housing First Voucher Program administered by the GHURA. Tenants of PH are afforded employment search and placement services through the Guam Dept. of Labor's One-Stop Employment Center. As the administrators of the Family Self-Sufficiency (FSS) Program, GHURA offers FSS to HCV and PH clients, the program assists families set goals to becoming economically independent. The FSS Program Coordinator will continue to build partnerships with employers and service providers to assist those HVC clients met their goals to enhance educational opportunities, job skills training, vocational training, remedial assistance, and opportunities for entrepreneurship and homeownership. The Public Housing Authority engages in the renovation of its public housing stock in order to sustain their availability as affordable rental housing. Guam continues to expand its stock of affordable rental housing through the use of Low-Income Housing Tax Credit program allocations.

20. Describe the actions to coordinate its housing strategy with local and regional transportation planning strategies to ensure to the extent practicable that residents of affordable housing have access to public transportation.

Projects involving the purchase or intent of purchase utilizing HUD funds must go through an environmental review. This process ensures projects, especially affordable housing development, poses no negative impacts on the surrounding environment and is safe for development. During this review, GHURA identifies possible impacts such as access to critical services and resources such as health care, public safety, educational and commercial facilities and social services. GHURA also calculates the cost of travel affordable housing residents may absorb when commuting to areas of employment. On Guam, a high concentration of employment can be found in the centralized villages of Hagatna and Tamuning/Tumon Bay. As a result, GHURA focuses on affordable housing development in central and northern Guam as these areas provide better opportunities for access to public transportation.

Guam's Department of Public Works' Transportation Program has identified several concerns with its mass transit system. One major concern is the lack of its fixed-route schedules not properly matching to actual bus travel times resulting in poor customer service and lack of predictability in bus time arrivals and departure. Guam's Transportation Program's 2030 Plan incorporates the improvement of service and connectivity to major locations of jobs. This plan involves connecting Guam's most populous residential district in the north (Dededo) to employment centers as far as Apra Harbor in the south. This high-capacity transit service is expected to begin in 2015.

## PROGRAM SPECIFIC REQUIREMENTS

### CDBG

1. Identify program income expected to be received during the program year, including:

- amount expected to be generated by and deposited to revolving loan funds;

Guam does not have a CDBG –funded revolving loan fund.

- total amount expected to be received from each new float-funded activity included in this plan; and  
N/A

- amount expected to be received during the current program year from a float-funded activity described in a prior statement or plan.

N/A

2. Program income received in the preceding program year that has not been included in a statement or plan.

Two commercial lots in the Asan Community Redevelopment Project were sold during program year 2011 which were not anticipated. These lots were acquired and improved with CDBG funds. The sale generated \$52,500 in program income.

3. Proceeds from Section 108 loan guarantees that will be used during the year to address the priority needs and specific objectives identified in its strategic plan.

Guam does not have any Section 108 loan guarantee funded activities.

4. Surplus funds from any urban renewal settlement for community development and housing activities.

Guam does not expect to receive surplus funds from urban renewal projects which have been settled.

5. Any grant funds returned to the line of credit for which the planned use has not been included in a prior statement or plan.

Guam did not return any grant funds to the line of credit during program year 2011.

6. Income from float-funded activities.

N/A

7. Urgent need activities, only if the jurisdiction certifies.

N/A

8. Estimated amount of CDBG funds that will be used for activities that benefit persons of low- and moderate income.

24 CFR 91.1 states that “the overall goal of the community planning and development programs is to develop viable urban communities by providing decent housing and a suitable living environment and expanding economic opportunities principally for low- and moderate-income persons...”



PY2012 represents the third year of activities identified in the current ConPlan. Guam has built its Community Development priorities for the current Consolidated Plan for 2010-2014.

Federal Regulatory Caps on CDBG Funding require a 15% cap on social services spending. For PY 2012, this means up to \$473,730. CDBG regulations provide for up to 20% general administrative costs, for this program year this cannot exceed \$631,641.20. The anticipated expenditures are as follows:

<b>CDBG National Objective</b>	<b>Project</b>	<b>Activity</b>	<b>Proposed PY2012 Award</b>
Low/Mod Clientele (Presumed)	Emergency Receiving Home and Adult Day Care Center	Construct a 10-bed facility to serve as emergency housing for elderly and adult disabled victims of domestic and family violence and respite for elderly who are unable to function at home without support services and who do not need 24 hour care	\$1,028,806
Low/Mod Clientele	Kurason Ysengsong	Renovate 6 housing units within the Dededo Staff Housing site for occupancy and operation by Island Girl Power and various partner NGOs to bring stabilizing neighborhood revitalization activities to the residents	\$450,000
Low/Mod Clientele	Dededo and Yigo Staff Housing Rental Rehabilitation	Rehabilitate 10 abandoned homes in the villages of Dededo and Yigo to place back in service as affordable rental housing	\$450,000
Low/Mod Clientele	Historic Inalahan San Jose Street Heritage Tour Development	Renovate and convert an historic building in Inalahan's historic district to be used as a mini-museum and vacation rental. The facility will create and retain jobs for low and moderate income residents	\$230,000
Low/Mod Clientele	Nurturing Neighborhood Networks (3N)	Continue the support of neighborhood revitalization activities being conducted in three struggling communities	\$104,000
Low/Mod Clientele (Presumed)	Homeless Management Information System	Continue funding of matching funds to support the HMIS operations, Guam's information system on	\$27,208

		services provided to the island's homeless population	
Low/Mod Clientele (Presumed)	Guma Hinemlo'	Continued funding of SHP matching funds to support the operation of a 7-bed permanent supportive housing facility for individuals with serious mental illness	\$85,692
Low/Mod Clientele	Lighthouse Recovery Center	Continued funding for operations of a residential substance abuse recovery facility for men	\$184,000
Low/Mod Clientele	Section 3 Program	Develop and implement a program to assist public housing tenants with opportunities for economic improvement	\$30,000
Admin. & Planning	Admin & Planning	General administrative and planning costs	\$568,500
		<b>Total:</b>	<b>\$3,158,206</b>

## HOME

1. Describe other forms of investment. (See Section 92.205)

If grantee (PJ) plans to use HOME funds for homebuyers, did they state the guidelines of resale or recapture, as required in 92.254.

Guam has elected to use the recapture process to enforce the affordability restrictions in the use of HOME funds for homebuyer activities in the event of an elective sale, default or foreclosure by the homebuyer.

2. If grantee (PJ) plans to use HOME funds to refinance existing debt secured by multifamily housing that is being rehabilitated with HOME funds, state its refinancing guidelines required under 24 CFR 92.206(b).

Guam will not use HOME funds to refinance existing debt secured by multifamily housing being rehabilitated with HOME funds. Guam will not engage in the refinancing of existing debt in any form.

3. Resale Provisions -- For homeownership activities, describe its resale or recapture guidelines that ensure the affordability of units acquired with HOME funds? See 24 CFR 92.254(a)(4).
4. HOME Tenant-Based Rental Assistance -- Describe the local market conditions that led to the use of a HOME funds for tenant based rental assistance program.

If the tenant based rental assistance program is targeted to or provides a preference for a special needs group, that group must be identified in the Consolidated Plan as having an unmet need and show the preference is needed to narrow the gap in benefits and services received by this population.

Guam will not use HOME funds for Tenant-Based Rental Assistance program during program year 2012.

5. If a participating jurisdiction intends to use forms of investment other than those described in 24 CFR 92.205(b), describe these forms of investment.

Guam does not intend to utilize forms of investments not already identified in § 92.205(b).

6. Describe the policy and procedures it will follow to affirmatively market housing containing five or more HOME-assisted units.

Various methods will be used to promote affirmative market housing containing five or more HOME-assisted units. In general, information regarding the availability of will HOME-assisted rental units or homebuyers units will be disseminated through press releases to the news media; paid advertising will provide specific information regarding the application process and the deadlines.

Information regarding the availability of HOME-assisted units will also be distributed to advocacy organizations and service providers such as:

- Development Disabilities Council,
- Department of Integrated Services for Individuals with Disabilities
- Members of the Guam Homeless Coalition,
- The Family Service Center of The Salvation Army which receives ESG funds

For HOME-assisted rental properties, we will also request that GHURA's Housing Choice Voucher (HCVP) program and Public Housing programs to assist in disseminating the availability of rental units to families on their wait lists. Information will also be shared with HCV staff administering targeted vouchers such as the Family Unification Program, the Mainstream Program and the VASH voucher program.

For HOME=assisted homebuyers units, we will request GHURA's Housing Choice Voucher program and Public Housing programs to assist in distributing information about the opportunity to purchase affordable homes to the families participating in their Family Self-sufficiency programs.

7. Describe actions taken to establish and oversee a minority outreach program within its jurisdiction to ensure inclusion, to the maximum extent possible, of minority and women, and entities owned by minorities and women, including without limitation, real estate firms, construction firms, appraisal firms, management firms, financial institutions, investment banking firms, underwriters, accountants, and providers of legal services, in all contracts, entered into by the participating jurisdiction with such persons or entities, public and private, in order to facilitate the activities of the participating jurisdiction to provide affordable housing under the HOME program or any other Federal housing law applicable to such jurisdiction.
8. If a jurisdiction intends to use HOME funds to refinance existing debt secured by multifamily housing that is rehabilitated with HOME funds, state its financing guidelines required under 24 CFR 92.206(b).

Guam will not use HOME funds to refinance existing debt secured by multifamily housing being rehabilitated with HOME funds. Guam will not engage in the refinancing of existing debt in any form.

## HOPWA

1. One year goals for the number of households to be provided housing through the use of HOPWA activities for: short-term rent, mortgage, and utility assistance to prevent homelessness of the individual or family, tenant-based rental assistance, units provided in housing facilities that are being developed, leased, or operated.

Guam does not utilize HOPWA funds.

## ESG

- 1 Identify the written standards for providing ESG assistance in accordance with 24 CFR 576.400(e)(1) and (e)(3).

(4)(i) Written Standards for Providing ESG Assistance:

- a. Policies and procedure for local coordination among shelter and service providers

At the local level, emergency shelter providers, essential service providers, homelessness prevention and rapid re-housing assistance providers, other homeless assistance providers, and mainstream service and housing providers are coordinated through the Guam Homeless Coalition. Coordination to assist the homeless and prevent homelessness will come from the leadership of GHURA and GHC. Active engagement and membership in the GHC is required to receive funding. The GHC will further engage and coordinate resources amongst other entities to improve current programs and funding.

- b. Policies and procedures for determining and prioritizing which eligible families and individuals will receive homelessness prevention assistance and which eligible families and individuals will receive rapid re-housing assistance.

The key to the success of any program is a screening and assessment process, which thoroughly explores the families or individual's situation and determine their unique housing and service needs. Based upon the assessment, families and individuals should be referred to the kinds of housing and services most appropriate to their situations. Under homelessness prevention assistance, funds are available to persons below 30% of Area Median Income (AMI), and are homeless or at risk of becoming homeless. These funds can be used prevent an individual or family from becoming homeless and/or regain stability in current housing or other permanent housing. Rapid re-housing funding will be available to those who are literally homeless to ultimately move into permanent housing and achieve housing stability.

1. Specific Eligibility for Rapid Re-Housing

Rapid Re-Housing is available to those who are literally homeless, as per the HEARTH Act, HUD's final rule definition. Rapid Re-Housing can be used to help a homeless individual or family move into permanent housing and achieve housing stability. Eligible Rapid Re-Housing activities will include Housing Relocation and Stabilization Services.

2. Specific Eligibility for Homelessness Prevention

Homelessness Prevention Services are available only to persons below 30% of Area Median Income who are homeless or at risk of becoming homeless. Homelessness Prevention Services may be used to prevent an individual or family from becoming homeless or to help an individual or family regain stability in current

housing or other permanent housing. Eligible Homelessness Prevention activities will include Housing Relocation and Stabilization Services.

- 2 If the Continuum of Care for the jurisdiction's area has established a centralized or coordinated assessment system that meets HUD requirements, describe the centralized or coordinated assessment system and the requirements for using the system, including the exception for victim service providers, as set forth under 24 CFR 576.400(d)

Centralized or coordinated Assessment System:

Guam currently does not have a centralized or coordinated assessment system. However, GHURA and the Guam Homeless Coalition (GHC) are currently working to create a centralized or coordinated assessment system. Guam anticipates using the Homeless Management Information System (HMIS) as a tool to create effective coordinated intake for homeless service providers utilize HMIS to collect data from intake to exit. Coordination similar to the centralized or coordinated assessment system was developed for HPRP between The Salvation Army and Catholic Social Services as subrecipients. GHURA and the subrecipient will make use of this system and make minor modifications to fit ESG regulations. Although Guam does not have a centralized assessment system at present, the GHC acts as a coordinated assessment system. We do internal referrals and at times service providers that attend the GHC meetings discuss their clients' needs and where they can go for help. Guam formed a committee to focus on the implementation of the centralized assessment system that will start on on September 2012.

- 3 Identify the process for making awards and how the jurisdiction intends to make its allocation available to nonprofit organizations, and in the case of urban counties, funding to participating units of local government.

Process for Making Sub-Awards:

A Notice of Funding Availability of the Emergency Solutions Grant funds was advertised and made available to the public. Notice was made known to interested parties, published in GHURA's website [www.ghura.org](http://www.ghura.org) and local newspaper as well as announced during the local continuum of care (Guam Homeless Coalition) meetings. Instructions on how to apply for funding was provided in the notice. A contact person was listed in the notice for the benefit of interested parties who may have questions about the program.

GHURA contacted existing service providers, members of the Guam Homeless Coalition (GHC), and the non-profit organizations to inform them of the ESG funds availability in Guam that will address the needs of the homeless or individuals and families that are at-risk of being homeless within our community. GHURA also notified the non-profit organizations that the selection of applicants for funding will be made based on the following:

- History of providing effective shelter or prevention services to the homeless.
- Effective coordination with members of the Guam Homeless Coalition and
- Ability to coordinate with mainstream services
- Capability to transition homeless participants or shelter residents to permanent or transitional housing, and/or prevent homelessness for families and individuals who are at risk.
- Involvement with community resources such as landlords, realtors and utility agencies

GHURA conducted a workshop and provided technical assistance to interested parties. GHURA consulted and discussed the ESG funding and its program components during GHC meetings. Although the process was competitive, GHURA encouraged the non-profit organizations that have experience in providing supportive services to the homeless especially the organizations that administered HPRP to submit proposals for they have the capacity and knowledge of the program.

- 4 If the jurisdiction is unable to meet the homeless participation requirement in 24 CFR 576.405(a), specify the plan for reaching out to and consulting with homeless or formerly homeless individuals in considering and making policies and decisions regarding any facilities or services that receive funding under ESG.

The Grantee is a State and not subject to § 576.405(a). However, Grantee will require the subrecipient to develop and implement a plan and consult with the homeless or formerly homeless individuals in considering and making policies and decisions regarding any ESG funded activities, services and other assistance.

- 5 Describe the performance standards for evaluating ESG activities.

GHURA has consulted and will continue to confer with the GHC regarding the performance standards for activities funded under HESG by discussing how best the HMIS system and how GHURA and the GHC can produce uniform reports for all prime recipients and provide detailed and improved reports for the ESG program. The consistency with the consolidated plan, quarterly e-snaps report, annual action plan and CAPER, will be used as a guide for which performance standards will be recorded, tracked and produced in monthly or quarterly reports. General performance standards such as the unduplicated number of persons or households prevented from becoming homeless, the unduplicated number of persons or households assisted from emergency shelters/streets into permanent housing, race, ethnicity, age, amount spent per sub-recipient and their timeliness of expenditure will be reported by HMIS and GHURA. Further assessments such as what worked using HUD funds, the most pressing needs for clients, barriers to housing, the connection of other mainstream resources and outcomes of families and individuals upon completion of a program will be reported.

- 6 Describe the consultation with each Continuum of Care that serves the jurisdiction in determining how to allocate ESG funds, develop performance standards, evaluate outcomes of activities assisted by ESG funds, and develop funding policies, and procedures for the administration and operation HMIS.

GHURA continues to coordinate with the Guam Homeless Coalition (GHC) and mainstream service providers to ensure that ESG's enhanced homelessness prevention and rapid re-housing activities are part of an integrated, island wide strategy to ending homelessness and improving housing and stability outcomes for families and individuals.

The Guam Homeless Coalition (GHC) is a collaborative body of public and private organizations working to address the issues of homelessness in the community. GHURA has been coordinating with the GHC regarding the substantial amendment for ESG. There have been several discussions regarding the Continuum of Care funding priority for the ESG second allocation. Essentially, the GHC examined the existing Homeless Prevention and Rapid-Re-housing Program and community needs to determine the funding needed in each category. Based on an analysis of data from local Homeless Management Information System and lessons learned from HUD's Homeless Prevention and Rapid Re- Housing Program (HPRP); and from an acknowledgement that homelessness is inherently traumatic for families and individuals and that reducing the duration of homelessness for families and individuals is the most humane, efficient and effective strategy for

reducing homelessness, preventing chronic homelessness, and avoiding more costly interventions in the future.

Guam CoC was awarded additional funding for HMIS during the 2010 grant cycle. Therefore, the increased funding for HMIS will be utilized for additional staff that can assist with training staff, troubleshooting, and data collection to determine ESG performance measurements.

## **Other Narratives and Attachments**

Include any action plan information that was not covered by a narrative in any other section. If optional tables are not used, provide comparable information that is required by consolidated plan regulations.

### **Institutional Structure**

Guam continues to be committed to enhancing and improving the institutional structure supporting the administration of Guam's Annual Action Plan. Routine review and assessment of policies, practices and management of CPD funded subrecipients and grantees are performed to strengthen the processes and infrastructure utilized to administer and execute the activities of the ConPlan through each Annual Action Plan year. In the coming year, primary areas for institutional strengthening will include:

- The CPD Fiscal section will continue its efforts to improve its financial management system to meet the current and future demands in administering federal funds. CPD Fiscal will improve on its financial responsibilities in providing key reports to Planners for the management and oversight of subrecipient activities and construction projects. Refinement of key reports will improve on assessment of subrecipient performance to positively impact management's ability to administer CPD and other funds effectively.
- CPD Fiscal section will continue to assess its internal controls and revise its policies and streamline its accounting processes.
- Staff will attend trainings and seminars to keep informed about new standards, regulations, and other reporting requirements relevant to effective fiscal and programmatic administration of federal funds.
- Planning staff and accounting staff will explore ways to improve the reporting of activities in HUD's IDIS (Integrated Disbursement and Information System) reporting system. Staff will continue to improve on the timely closeout of completed activities in the IDIS reporting system.
- Planning staff will avail themselves of opportunities to improve grant management skills through the use of online or attendance at trainings, seminars, conferences, meetings, etcetera. Planning staff will continue their efforts to improve their skills in project management, strategic management, grant administration, performance monitoring, self-assessment, records management, pre-award assessment, and the review of best practices in risk management.
- Subrecipients and project sponsors will be afforded technical assistance and training in administering activities and projects funded by the various CPD grants. Planning and Fiscal staff will conduct workshops, individual or organizational meetings and trainings, (as necessary) to afford subrecipient and project sponsors the greatest assistance practicable.

### **Monitoring**

Monitoring activities are conducted throughout the program year. Improving monitoring is a key element to the sound administration of funded activities and one that the lead agency strives to improve upon. GHURA continues to increase efforts to educate, train, and work in partnership with subrecipients and stakeholders to ensure compliance in accord with the laws and regulations governing the use of grant funds.

In PY2012, Guam will engage in the following monitoring activities:

- Guam will conduct on-site monitoring of all construction-related activities throughout the construction process. Monitoring will include compliance with applicable local and federal laws.
- CDBG Public Service activities (current active awards) will be monitored for performance measured against programmatic and financial requirement.
- CDBG public facilities constructed through past awards will be monitored for continued compliance with HUD objectives and eligible activities. As government-owned public facilities are held to compliance in perpetuity, monitoring is continual.
- On-site and remote monitoring of HOME activities will be conducted for homebuyer and homeowner programs.
- Guam conducts on-site monitoring of homeless program activities of the Continuum of Care. ESG, Supportive Housing and Shelter Plus Care grant activities are monitored annually.

The lead agency views the process of providing technical assistance, training and monitoring as individual components of a process intended to ensure a strong program. The following activities will occur in the coming year.

- New subrecipients and grantees will attend a mandatory initial orientation workshop at the start of the program year.
- Planners and Program Coordinators will continue to be charged with the full responsibility for comprehensive oversight of individual projects, as assigned.
- Individualized training will be provided, as necessary.
- Technical assistance will be provided, as requested or when deemed necessary.
- The lead agency will continue to monitor for enforcement the submission of expenditure reimbursement requests within 60 calendar days of the close of the period the expenses were incurred. Subrecipients and grantees are advised that non-compliance of material deadlines may result in delays to future reimbursement processing until the pending documents are submitted or the issue at hand is corrected.
- The lead agency will continue to hold subrecipients and grantees responsible for the timely submission of periodic reports in compliance with the terms of award.