



# GHURA

## Guam Housing and Urban Renewal Authority

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**Eddie B. Calvo**  
Governor

**Ray Tenorio**  
Lieutenant Governor

### NOTICE FOR PUBLIC COMMENT Substantial Amendment to the Five-Year Consolidated Plan (2015 – 2019)

The Guam Housing and Urban Renewal Authority (GHURA) announces the availability for public review and comment, the Substantial Amendment to the Five-Year Consolidated Plan (2015 – 2019).

Guam is seeking the public's comment to amend the Plan to reflect Guam's Housing Trust Fund (HTF) allocation plan. Guam is required under the HTF Interim Rule (24 CFR Part 93) which made the consolidated plan regulations at 24 CFR Part 91 applicable to the HTF. As a result, Guam must submit to HUD for review and approval the island's HTF allocation plan to include how it will use the funds to address its priority housing needs.

Below is Guam's HTF allocation plan:

Proposed Eligible Activities	Allocation
Preservation of affordable housing – Reconstruction	\$69,848.10
Administrative costs	\$7,760.90
<b>TOTAL</b>	<b>\$77,609.00</b>

The public is invited to provide oral or written comments on the proposed substantial amendment. A public hearing will be held on Wednesday, July 6, 2016 at 10 a.m. at GHURA's Main Office located at 117 Bien Venida Avenue, Sinajana, Guam 96910. Written comments should be submitted no later than Friday, July 22, 2016 at 5p.m.

For further information, please contact Ms. Katherine E. Taitano, GHURA Chief Planner, at 475-1322 or via email at [Katherine@ghura.org](mailto:Katherine@ghura.org).

**/s/ MICHAEL J. DUENAS**  
Executive Director

This advertisement is paid with HUD CPD Funds.



# Guam Five-Year Consolidated Plan (2015 – 2019) & Annual Action Plan Program Year 2015 Substantial Amendment

For use of U.S. Department of Housing and Urban  
Development Community Planning and Development Funds:

Community Development Block Grant  
HOME Investment Partnerships Program  
Emergency Solutions Grant  
**Housing Trust Fund**

Prepared for the U.S. Department of Housing and Urban  
Development pursuant to Consolidated Submissions for  
Community Planning and Development Programs (24 CFR Part  
91)

Prepared by the Guam Housing and Urban Renewal Authority  
on behalf of the Government of Guam

Revised  
06-17-2016 – Draft for Public Comment

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## Executive Summary

Guam is required under the Housing Trust Fund (HTF) Interim Rule (24 CFR Part 93) which made the Consolidated Plan regulations at 24 CFR Part 91 applicable to the HTF. In his official capacity, the Governor of Guam, the Honorable Eddie Baza Calvo, has identified the Guam Housing and Urban Renewal Authority as the State Designated Agency (SDA) who will be responsible for applying and administering the Housing Trust Fund. On May 4, 2016, HUD announced approximately \$174 million through the Housing Trust Fund (HTF). This is the first-ever allocations to help States to include the U.S. Territories to produce and preserve affordable housing. Guam's allocated amount under the HTF is \$77,609. Based on statutory regulations, Guam will serve extremely low-income households or families. These are families at or below the 30% area median income published for Guam. Furthermore, grantees must use at least 80% of the HTF for rental housing. Guam proposes to use 90% of the HTF for the reconstruction of an existing unit for affordable rental housing and 10% for administrative and planning activities.



### ES-05 Executive Summary - 24 CFR 91.200(c), 91.220(b)

#### 1. Introduction

Guam is required by the U.S. Department of Housing and Urban Development (HUD) to create a five-year Consolidated Plan (ConPlan/Plan) that outlines the use of Community Planning and Development (CPD) funds, namely the Community Development Block Grant (CDBG), HOME Investment Partnerships (HOME) Program, and the Emergency Solutions Grant (ESG). This Plan also incorporates the use of Continuum of Care (CoC) Program grant funds that Guam administers through the Guam Housing and Urban Renewal Authority (GHURA). The CoC Program grant funds various homeless service providers and is competitively applied for every year in conjunction with the Guam Homeless Coalition. This Plan also covers the use of Program Year (PY) 2015 funds which identifies the projects proposed for funding under the CDBG, HOME, and ESG programs. Program Year 2015 equates to Fiscal Year 2016 (October 1, 2015 - September 30, 2016) to address priority needs and goals of the community for housing, services, and community facilities serving low and moderate income populations. These priority needs and goals are documented in this Plan. Guam will pursue in the course of addressing identified needs within the community, to address decent housing, sustainable communities, and economic development. PY15 represents the first year of the proposed ConPlan 2015-2019.

The Government of Guam continues to be the designated recipient of the U.S. Dept. of Housing and Urban Development (HUD) Community Planning and Development grant funds for the Territory of Guam. As Chief Officer of the Government of Guam, the Governor has delegated the Guam Housing and Urban Renewal Authority (GHURA), a local government of Guam agency, to administer HUD CPD funds to ensure compliance with grant regulations.

This Plan was developed through the inputs and participation of various government, non-profit organizations, and other entities. The island's various State Plans were also reviewed and are referenced in this Plan as a means to identify how CPD funds can be utilized to support other priorities and goals of other agencies.

Guam assessed the needs of the community to include the housing, public housing, homeless, and non-housing community development needs. The Plan also incorporates a market analysis that provides an overview of the number and types of housing units, cost and condition of housing, public and assisted housing, special needs facilities and services, and non-housing community development assets.

#### **Proposed Use of Housing Trust Funds – Substantial Amendment - 06/17/2016**

**Guam is substantially amending its Five-Year Consolidated Plan (2015 – 2019). The amended Plan will be available for public review and comment beginning June 17, 2016. In his official capacity, the Governor of Guam, the Honorable Eddie Baza Calvo, has identified the Guam Housing and Urban Renewal Authority as the State Designated Agency (SDA) who will be responsible for applying and administering the Housing Trust Fund. On May 4, 2016, HUD announced approximately \$174 million through the Housing Trust Fund (HTF). This is the first-ever allocations to help States to include the U.S. Territories to produce and preserve affordable housing. Guam's allocated amount under the HTF is \$77,609. Based on statutory regulations, Guam will serve extremely low-income households or families. These are families at or below the 30% area median income published for Guam. Furthermore, grantees must use at least 80% of the HTF for rental housing. Guam proposes to use 90% of HTF monies for the reconstruction of an existing unit for affordable rental housing and 10% for administrative and planning activities. This Plan will outline the specific objectives that describe Guam's proposed accomplishments and how many extremely low-income families will benefit from the affordable housing.**

**GHURA's SDA designation can be found in Exhibit A.**

## **2. Summary of the objectives and outcomes identified in the Plan Needs Assessment Overview**

Guam outlined its goals and objectives for the next five years in a table found in SP-45. These goals and objectives were identified based on the needs assessment of the community, prior year performance, housing market analysis, and various agency State plans. The goals are:

- Special needs and low-to moderate-income housing
- Increase homeowner education and counseling
- Infrastructure improvements to public transportation
- Sustain affordable housing stock
- Public facilities and improvement
- Promote Fair Housing
- Community Enhancement

- Housing and Support Services
- Job creation and job retention

#### **Proposed Use of Housing Trust Fund – Substantial Amendment – 06/17/2016**

**Guam's use of HTF funds will assist the island in providing affordable housing to special needs and low-to moderate-income persons. Guam will also meet the goal of sustaining the affordable housing stock through the rehabilitation of an existing but abandoned former teacher staff housing unit which will be reconstructed to provide affordable rental for persons at or below the 30% area median income established for Guam.**



### **3. Evaluation of past performance**

Guam has invested CPD funds which have benefited countless homeless persons, special needs populations, public housing residents, and low-and moderate-income individuals and families. At a glance, Guam has injected \$8,641,306.97 in CDBG funds and an additional \$59,798.77 of program income funds to support the various CDBG community projects that have benefited the island's various populations. Over the past 5 years, Guam has contributed to the development of community centers, shelters for abused and neglected victims, and vacant units that have been rehabilitated for use as affordable housing. In addition to its public facilities and improvement projects, Guam has supported organizations providing various community enrichment services that aim to support individuals recovering from addiction, improve the living conditions of families living in impoverished neighborhoods, and stabilize the homes of those who are on the verge of becoming homeless, as well as house those who are experiencing homelessness.

In addition to the island's public facilities and improvement projects, Guam has injected \$3,023,839.89 of HOME funds and \$490,087.54 of program income funds to construct affordable housing for eligible homebuyers, acquire and rehabilitate units and placed them back into service as affordable housing for eligible homebuyers, and provide low-interest 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.

Lastly, Guam has utilized its Emergency Shelter Grant to provide emergency shelter for the homeless men with substance abuse issues. In 2011, changes were made to the Emergency Shelter Grant to broaden existing emergency shelter and homeless prevention activities and emphasize the rapid re-housing of persons who are experiencing homelessness. The grant was named to the Emergency Solutions Grant which identified the funding categories of Street Outreach, Emergency Shelter, Homeless Prevention and Rapid Re-Housing. Guam has since implemented the Emergency Solutions Grant (ESG) to focus on the provision of homeless prevention and rapid re-housing services with more emphasis placed on the rapid re-housing of homeless individuals and families. For the past five years, Guam has injected \$698,232.31 of ESG monies to provide shelter, homeless prevention, and rapid re-housing services.

## Proposed Use of Housing Trust Funds – Substantial Amendment – 06/17/2016

This would be the first time Guam will use HTF monies to address the housing needs of low-and moderate-income persons. Guam has, however, utilized HOME and CDBG funds to construct, acquire, and rehabilitate units for rental or sale as affordable housing. Guam also utilizes the Low-Income Housing-Tax Credit (LIHTC) to build new affordable units for low-income persons. Through the LIHTC program, Guam has injected 425 affordable rental units of which 240 are for the elderly. Over 100 units assisted with HOME and/or CDBG funds are currently in place as affordable rental or homeownership.



### **4. Summary of citizen participation process and consultation process**

Guam is required by the U.S. Department of Housing and Urban Development (HUD) to have a detailed Citizen Participation Plan which incorporates the island's policies and procedures for public involvement in the Consolidated Plan process and the use of Community Development Block Grant (CDBG), HOME Investment Partnerships Grant (HOME), and Emergency Solutions Grant (ESG) funds. Guam's Citizen Participation Plan is made available to the public. Additionally, regulation requires that this plan both provide for and encourage public participation, emphasizing involvement by low-and moderate-income people, especially those living in low-and moderate-income neighborhoods. According to Guam's Citizen Participation Plan, all Annual Action Plans must be made available for a total of 45 days for the public to provide comment. After 30 days of its availability to the community, Guam must hold a public hearing for those interested in providing oral comment. Fifteen days follows until final deadline of the comment period.

Notice of the Consolidated Plan 2015-2019: Proposed Priorities and Goals and Notice of Funding Availability (NOFA) advertisement was published on January 9, 2015 with applications for funding due by March 13, 2015. A public hearing was held on January 23, 2015 to accept oral comments on the Proposed Priorities and Goals and to brief interested applicants on the eligible use of CPD funds. Following the submission of applications, GHURA's Research, Planning and Evaluation Division evaluated each project application. Projects were ultimately selected based on the eligible use of funds and on the overall impact to the island's low/moderate income community. These projects are identified in this Plan under Strategic Plan/Annual Action Plan.

The ConPlan/AAP will be made available from June 5, 2015 to August 7, 2015. The public is encouraged to review and provide comment on the Plan.

### **Substantial Amendment (GPD CDBG Reprogramming – April 2016)**

This substantially amended plan was made available for public review and comment from April 29, 2016 to May 31, 2016. A public hearing was held on May 17, 2016 at 10:00a.m. at the GHURA Main Office located at 117 Bien Venida Avenue, Sinajana. Guam published the Notice for Public Comment on the Substantial Amendment to the Program Year 2015 to reflect the proposed use of reprogrammed CDBG funds for Phase 1: Design/Site Improvement activities for the Acquisition/Construction of the Central



Precinct Command. These advertisements were published on April 29, May 16, and May 27, 2016. Guam also published the amended Plan on GHURA's website at [www.ghura.org](http://www.ghura.org). The Plan was also made available at GHURA's Main Office for the public to review.

#### **Proposed Use of Housing Trust Funds – Substantial Amendment – 06/17/2016**

**This substantially amended plan regarding the use of HTF will be made available for the public to review and provide comment beginning Jun 17, 2016. The public can provide oral comment during a public hearing which is scheduled for July 6, 2016 at 10am at the GHURA Main Office. Written comments are due no later than 5pm, July 22, 2016.**



#### **5. Summary of public comments**

Guam published its Notice of Funding Availability on January 9, 2015, January 30, 2015 and February 23, 2015. Interested applicants were given until March 13, 2015 to submit their proposed applications. Other than advising the public of the available funds the public were notified of the proposed Consolidated Plan Priorities and Goals. Guam chose to publish a preliminary list of the proposed Priorities and Goals during its Notice of Funding Availability to encourage community discussion on how future funding can be utilized to address the needs of low-and moderate-income persons, special needs populations, and homeless persons. Guam received several inquiries of funding assistance through the Department of Public Health and Social Services, Guam Police Department, Ayuda Foundation, Center for Micronesian Empowerment, Judiciary of Guam, Government of Guam Association of Retired Persons, Big Brothers Big Sisters of Guam, and the Pacific Human Resources Services. These agencies did not object to the proposed priorities and goals and found that they were in line with their mission or work to improve the lives of low-and moderate-income persons.

Guam published the draft Five-Year Consolidated Plan (2015 - 2019) and First Year Annual Action Plan (2015) on June 5, 2015. The Plans were made available from June 5 - August 7, 2015. Guam published a total of four advertisements in the Marianas Variety, the island's newspaper of general circulation. Guam also published the Plans on GHURA's website and were made available at GHURA's Main Office, all four Asset Managed Property sites, as well as the elderly program, the Guma Trankilidat. In addition, the island provided three public hearings for persons interested in providing oral commentary.

During public comment period, Guam received a total of six written comments and two oral comments. Of the six written comments, one mistakenly identified a project that was funded in a prior program year. Although most comments received were in support of the proposed project, comments made during GHURA's Board of Commissioners public meeting addressed concerns over hardening the Astumbo and Yigo gyms. Guam has proposed to rehabilitate/upgrade these gyms to meet building code compliance and withstand winds of 175 mph. The rehabilitated facilities will provide these communities with a safe, decent, and sanitary recreational facility but will also be hardened for use as a disaster shelter. The GHURA Board expressed concerns over reinforcing the structure and instead rehab these facilities to full concrete structures.

Additional comments received addressed issues such as:

- Improved access to safety services through the construction of the Central Precinct
- Education and employment readiness training for residents living in public housing or other low-income housing such as those funded through the LIHTC program
- Permanent housing opportunities for homeless persons with HIV/AIDS
- Family enrichment programs to select neighborhoods with high concentration of low-and moderate-income persons
- Rehabilitation of community gyms for use as a temporary shelter as well as to provide residents with a safe, decent, and sanitary recreational facility

#### **Substantial Amendment (GPD CDBG Reprogramming – April 2016)**

Guam did not receive any written comments during the citizen participation period. Guam did receive oral commentary from Mayor Robert Hoffman, Mayor of Sinajana village, who attended the public hearing held on May 17, 2016 at 10a.m. at the GHURA Main Office. Mayor Hoffman's public testimony was in support of the reprogramming of CDBG funds for the design and site improvement of the Guam Police Department's Central Precinct Command facility citing the potential new location of the property in Sinajana will allow for a faster response time to any critical situation as well as alleviate the congestion faced by the GPD in their current location. The Mayor also commented that GHURA's plan to address the traffic congestion near the intended property being acquired for the project to allow for the easy entrance and exit of GPD personnel was acceptable. Also in attendance for the public hearing were GPD representatives, Lt. Donald Flickinger and Sgt. Michael Aguon. Both GPD representatives attended the hearing in support of their project commenting on current conditions of the facility with ongoing spalling and other structural issues posing threats to the safety of the officers, detainees, and the community. GHURA's Executive Director, Mr. Michael Duenas, A/E Manager, Albert Santos, Chief Planner, Katherine Taitano, and Planner III, April Manibusan, were also in attendance to discuss the proposed use of funds and the roles and responsibilities of GPD as it pertains to the completion of the project.

#### **Proposed Use of HTF – Substantial Amendment – 06/17/2016**

**This substantially amended plan regarding the use of HTF will be made available for the public to review and provide comment beginning Jun 17, 2016. The public can provide oral comment during a public hearing which is scheduled for July 6, 2016 at 10am at the GHURA Main Office. Written comments are due no later than 5pm, July 22, 2016.**



#### **6. Summary of comments or views not accepted and the reasons for not accepting them**

As mentioned previously, one written comment mistakenly identified a project that was funded in a prior program year instead of the project that is currently being proposed for funding during this First Year Annual Action Plan. For this reason, Guam did not accept this written comment.

Substantial Amendment (CDBG Reprogramming - GPD Acquisition/Construction of the Central Precinct Command – April 2016)

Guam did not reject any comments or views from the community.

**Proposed Use of Housing Trust Funds – Substantial Amendment – 06/17/2016**

**This substantially amended plan regarding the use of HTF will be made available for the public to review and provide comment beginning Jun 17, 2016. The public can provide oral comment during a public hearing which is scheduled for July 6, 2016 at 10am at the GHURA Main Office. Written comments are due no later than 5pm, July 22, 2016.**



**7. Summary**

Guam received other inquiries for use of CPD funds. The issues identified include:

- Improved access to a public facility providing education, treatment and support services to court patrons
- Provide intensive employment training and job placement for low-and moderate-income individuals
- Construct transit stations to help improve the performance of the island's public transportation system
- Rehabilitate public facilities that address the nutrition needs of low-and moderate-income mothers and children
- Support programs that enhance crime awareness most especially in areas where there is a high concentration of low-and moderate-income persons.

**Proposed Use of HTF – Substantial Amendment – 06/17/2016**

**This substantially amended plan regarding the use of HTF will be made available for the public to review and provide comment beginning Jun 17, 2016. The public can provide oral comment during a public hearing which is scheduled for July 6, 2016 at 10am at the GHURA Main Office. Written comments are due no later than 5pm, July 22, 2016.**



## The Process

### PR-05 Lead & Responsible Agencies 24 CFR 91.200(b)

#### 1. Describe agency/entity responsible for preparing the Consolidated Plan and those responsible for administration of each grant program and funding source

The following are the agencies/entities responsible for preparing the Consolidated Plan and those responsible for administration of each grant program and funding source.

Agency Role	Name	Department/Agency
Lead Agency	GUAM	
CDBG Administrator	GUAM	Community Planning and Development Division
HOPWA Administrator		
HOME Administrator	GUAM	Community Planning and Development Division
ESG Administrator	GUAM	Community Planning and Development Division
HOPWA-C Administrator	GUAM	Research, Planning, and Evaluation Division

Table 1 – Responsible Agencies

#### Narrative

The Government of Guam continues to be the designated recipient of the U.S. Department of Housing and Urban Development's (HUD) Community Planning and Development (CPD) grant funds for the Territory of Guam. As Chief Officer of the Government of Guam, the Governor has delegated the Guam Housing and Urban Renewal Authority (GHURA), a local government of Guam agency, to administer HUD CPD funds to ensure compliance with grant regulations.

#### Consolidated Plan Public Contact Information

For information regarding this Consolidated Plan, please contact Katherine E. Taitano, Chief Planner, Guam Housing and Urban Renewal Authority, 117 Bien Venida Avenue, Sinajana, Guam 96910. She can also be contacted at (671) 475-1322 or via email at [katherine@ghura.org](mailto:katherine@ghura.org).

## **PR-10 Consultation - 91.100, 91.200(b), 91.215(l)**

### **1. Introduction**

Guam works closely with a variety of public and private agencies to address the needs of low-and moderate-income persons and special needs populations. One of the ways the island coordinates the delivery of housing, health and mental health and other services for homeless persons is through the Continuum of Care (CoC), the Guam Homeless Coalition. The CoC comprises of a variety of government agencies, non-profit organizations and the private sector that work together to respond to the needs of homeless youth, families, and single adults. These needs consist of health and mental health, employment, independent life skills, and childcare.

**Provide a concise summary of the jurisdiction's activities to enhance coordination between public and assisted housing providers and private and governmental health, mental health and service agencies (91.215(l)).**

Guam coordinates with the Continuum of Care by participating in monthly membership meetings designed to address the needs of homeless persons. These meetings involve the reporting of bed utilization for each CoC and non-CoC-funded program, coordinated entry of homeless individuals or families, and other relevant information that pertains to the successful implementation of programs that address the housing and service needs of the homeless. Guam also participates in the strategic planning meetings that involve the development and submission of the Consolidated Continuum of Care Program grant application. The Guam Housing and Urban Renewal Authority is the designated as the Collaborative Applicant (CA) to submit the consolidated CoC grant application on behalf of the eight (8) CoC-funded programs and the island as a whole.

**Describe coordination with the Continuum of Care and efforts to address the needs of homeless persons (particularly chronically homeless individuals and families, families with children, veterans, and unaccompanied youth) and persons at risk of homelessness**

Guam consults with the Continuum of Care to determine the effective use of ESG funds. CoC-funded programs are designed to serve the needs of homeless and chronically homeless individuals who have one or more disabling conditions. These populations normally require extensive amounts of support services as they struggle with addictions and/or mental illness. Given the design of CoC programs, homeless persons without disabling conditions such as addiction and/or mental illness are assisted through other programs such as the ESG. For these reasons, Guam allocates at least 60% of ESG funds to support rapid re-housing activities for homeless persons. The remaining financial assistance funds are used for homeless prevention.

Guam utilizes the HMIS reporting system to identify program performance, identifying the renewal of current CoC programs as well as the utilization of ESG funds. Reports such as the Annual Performance

Report (APR) and other customized reports are utilized to review program accomplishments such as number of persons served, services provided, and duration of assistance. All CoC-funded programs go through a review prior to the submission of the renewal of project applications via the Continuum of Care Program grant application process.

**Describe consultation with the Continuum(s) of Care that serves the jurisdiction's area in determining how to allocate ESG funds, develop performance standards and evaluate outcomes, and develop funding, policies and procedures for the administration of HMIS**

Guam released a Guam Consolidated Plan 2015 – 2019: *Proposed* Priorities and Goals Chart during the announcement of funding availability. Guam advertised the Notice to the Public on January 9, 2015, January 30, 2015, and February 23, 2015. Interested applicants, partner organizations, and groups were provided the opportunity to provide written and oral comments on the *Proposed* Priorities and Goals Chart. The Chart was made available for review for a total of sixty days advising the community, groups, organizations, and agencies that a detailed Plan will be released in the future.

During the development of the Plan, several organizations, groups and agencies expressed interest in the utilization of CPD funds to meet the needs of the populations they serve. These agencies, groups and organizations included the Guam Police Department, Guam Department of Public Health and Social Services, Division of Senior Citizens, Guam Department of Education, Mayoral Offices, Government of Guam Association of Retired Persons, The Salvation Army, Big Brothers Big Sisters of Guam, Guam Humanities Council, Westcare Pacific Islands, Center for Micronesian Empowerment, Guam Homeless Coalition, Department of Youth Affairs, Judiciary of Guam, Guam Behavioral Health and Wellness Center, and Seventh-Day Adventist Church.

**2. Describe Agencies, groups, organizations and others who participated in the process and describe the jurisdictions consultations with housing, social service agencies and other entities**

**Table 2 – Agencies, groups, organizations who participated**

1	<b>Agency/Group/Organization</b>	Guam Homeless Coalition
	<b>Agency/Group/Organization Type</b>	Services-homeless
	<b>What section of the Plan was addressed by Consultation?</b>	Homelessness Strategy Homeless Needs - Chronically homeless Homeless Needs - Families with children Homelessness Needs - Veterans Homelessness Needs - Unaccompanied youth

	<p><b>How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?</b></p>	<p>Guam continues to engage in various Committees such as the Strategic Planning Committee which comprises of various government agencies, non-profit organizations, and other entities working together to identify needs and gaps in services for the island's homeless population. Additionally, the Coalition is engaged in discussing the effective use of Emergency Solutions Grant funds which continues to identify the use of funds for rapid re-housing and homeless prevention services. Other than the Supportive Services for Veterans and their Families (SSVF) which is managed by the Westcare Pacific Islands, there are no other funding sources that focus on rapid re-housing. Guam continues to engage in discussion and planning of current CoC-funded programs, as well as the identification of new programs based on the community needs.</p>
2	<b>Agency/Group/Organization</b>	Guam Police Department
	<b>Agency/Group/Organization Type</b>	Other government - Local
	<b>What section of the Plan was addressed by Consultation?</b>	Non-Homeless Special Needs Anti-poverty Strategy Non-Housing Community Development
	<b>How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?</b>	The Guam Police Department (GPD) consulted with GHURA to identify resources to assist in the development of the new construction of the Central Precinct Command. A need was established for the safety of personnel, juvenile and adult offenders, and the community.
3	<b>Agency/Group/Organization</b>	Judiciary of Guam
	<b>Agency/Group/Organization Type</b>	Other government - Local
	<b>What section of the Plan was addressed by Consultation?</b>	Non-Homeless Special Needs Anti-poverty Strategy Non-Housing Community Development
	<b>How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?</b>	The Judiciary of Guam (JOG) consulted with GHURA to address the rehabilitation needs of the Judiciary Annex building which currently does not meet the safety of both court patrons and employees.



4	<b>Agency/Group/Organization</b>	Guam Department of Public Health and Social Services
	<b>Agency/Group/Organization Type</b>	Other government - Local
	<b>What section of the Plan was addressed by Consultation?</b>	Homelessness Strategy Non-Homeless Special Needs Anti-poverty Strategy
	<b>How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?</b>	The DPHSS continues to identify the needs of the aging population as identified in this Plan and in the DPHSS Guam 2016-2019 Four Year State Plan on Aging. The DPHSS has requested for the use of CDBG in the past and in this most recent funding cycle to address the adult daycare needs of their elderly participants/patients.
5	<b>Agency/Group/Organization</b>	Guam Memorial Hospital Authority
	<b>Agency/Group/Organization Type</b>	Other government - Local
	<b>What section of the Plan was addressed by Consultation?</b>	Homelessness Strategy Non-Homeless Special Needs Anti-poverty Strategy
	<b>How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?</b>	Guam reviewed the GMHA's 2013 Strategic Plan that identified the healthcare needs of the population to include the uninsured, or those living in poverty.
6	<b>Agency/Group/Organization</b>	Mayors Council of Guam
	<b>Agency/Group/Organization Type</b>	Other government - Local
	<b>What section of the Plan was addressed by Consultation?</b>	Anti-poverty Strategy Non-Housing Community Development
	<b>How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?</b>	Mayoral offices from Dededo, Yigo, Tamuning, and Inarajan have been consulted or have requested funding assistance to address the recreational needs of their villages.
7	<b>Agency/Group/Organization</b>	Guam Regional Transit Authority
	<b>Agency/Group/Organization Type</b>	Other government - Local
	<b>What section of the Plan was addressed by Consultation?</b>	Anti-poverty Strategy Non-Housing Community Development



	<p><b>How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?</b></p>	<p>The Guam Regional Transit Authority manages the island's public transportation system. The agency continues to face challenges in providing reliable and efficient transportation to island residents. Guam has identified priority needs of addressing infrastructure improvements and the construction of public transits to improve the island's transportation system.</p>
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### Identify any Agency Types not consulted and provide rationale for not consulting

Guam did not prohibit any agency types from participating in the development of this Plan.

### Other local/regional/state/federal planning efforts considered when preparing the Plan

Name of Plan	Lead Organization	How do the goals of your Strategic Plan overlap with the goals of each plan?
Continuum of Care	Guam Homeless Coalition	Guam's Consolidated Plan (ConPlan) PY2015-2019 identifies several goals that support the CoC's Plan of addressing and ending homelessness on Guam. Activities will focus on providing public facilities, housing, and services that aim to reduce and end homelessness.
Guam Public Housing Agency (PHA) 5-Year Plan and A	Guam Housing and Urban Renewal Authority	The goals of the Strategic Plan address the needs of public housing residents and the Section 504 needs of Guam's Public Housing units
Guam Developmental Disabilities Council (GDDC) 201	Guam Developmental Disabilities Council	The goals of the Strategic Plan address the housing and supportive service needs of persons with disabilities.
2030 Guam Transportation Plan/Guam Transportation	The Guam Department of Public Works	The goals of the Strategic Plan address the infrastructure needs of the island's public transportation system.
Guam 2016-2019 Four Year State Plan on Aging	Guam Department of Public Health and Social Services	The goals of the ConPlan address the needs of island's elderly population to include public facilities and improvements, housing, and services to such populations.
Guam Comprehensive HIV Prevention & Care Plan	Guam HIV Planning Group	The goals of the Strategic Plan address the needs of providing public facilities, housing, and services to special needs populations.

Name of Plan	Lead Organization	How do the goals of your Strategic Plan overlap with the goals of each plan?
Guam Memorial Hospital 2013 Strategic Plan	Guam Memorial Hospital Authority	The goals of the ConPlan address the needs of providing public facilities that will address the healthcare needs of homeless and special needs populations.

**Table 3 – Other local / regional / federal planning efforts**

**Describe cooperation and coordination with other public entities, including the State and any adjacent units of general local government, in the implementation of the Consolidated Plan (91.215(I))**

Guam coordinated with various government agencies, non-profit organizations, and other entities by discussing the various community needs in the community to include those of homeless persons, non-homeless special needs persons, and public housing residents. Relevant State plans were reviewed to gather information to substantiate the priorities and goals of this Consolidated Plan. Efforts were made to identify the needs of the island's varying population. Information obtained in this Plan was derived from various State Plans, consultation with various groups and agencies, and the U.S. Census Bureau.

This Plan will be made available for public review and comment from June 5, 2015 to August 7, 2015. The public was encouraged to submit oral or written comments which must have been received by the Guam Housing and Urban Renewal Authority no later than 5:00 p.m., August 7, 2015.

**Narrative (optional):**

Guam will continue to engage the community to identify new strategies that address the housing, living environments, and economic opportunities for low-and moderate-income persons. This Plan is amendable as the needs of the community may change in the next five years.

## **PR-15 Citizen Participation**

### **1. Summary of citizen participation process/Efforts made to broaden citizen participation Summarize citizen participation process and how it impacted goal-setting**

In an effort to obtain the community's participation, Guam published the Consolidated Plan 2015-2019: *Proposed* Priorities and Goals when it announced the Notice of Funding Availability for Program Year 2015. The Proposed Priorities and Goals were attached to the CDBG, HOME, and ESG grant application which each applicant would have had to identify the Priority and Goal that was met by their project. The advertisement advised the public of the available funds and the need to establish Priorities and Goals for the next five years. This notice was published on January 9, 2015, January 30, 2015, and February 23, 2015. Interested applicants were given until March 13, 2015 to submit their applications. Guam held a public briefing on January 23, 2015 for interested applicants as well as for those wishing to provide oral comment on the Proposed Priorities and Goals.

On June 5, 2015, Guam published the draft Five-Year Consolidated Plan (2015-2019) and the First Year Annual Action Plan for Program Year 2015. Guam published two advertisements. One was strictly for the Five-Year Consolidated Plan and the second advertisement listed the projects awarded CPD funds. The notice to the public was advertised on four separate occasions, June 5, 2015, June 23, 2015, July 13, 2015, and July 27, 2015. The public was given a total of 64 days to review and provide comments on the Plans. Three public hearings were held on June 24, 2015, July 14, 2015, and July 28, 2015.

In addition to publishing notices to the public, Guam sent out emails to partners, posted the Plans on GHURA's website, and announced the published Plans via Guam's Continuum of Care, the Guam Homeless Coalition.

## Citizen Participation Outreach

Sort Order	Mode of Outreach	Target of Outreach	Summary of response/attendance	Summary of comments received	Summary of comments not accepted and reasons	URL (If applicable)
1	Newspaper Ad	Non-targeted/broad community	Guam published the notice to the public on June 5, 2015, June 23, 2015, July 13, 2015, and July 27, 2015. The public was provided a total of 64 days to submit written comments or make oral commentary via the three public hearings made available.	A total of 6 written comments were received. Additionally, one government agency, namely the Department of Public Health and Social Services, Bureau of Communicable Disease Control, and one non-profit organization, namely the Big Brothers Big Sisters of Guam, provided oral commentary through one of the public hearings provided. Six of the seven written comments were in support of the proposed projects. One of the written comments mistakenly identified a project from the previous funding year. Therefore, this written comment was not accepted.	One of the written comments mistakenly identified a project from the previous funding year. Although the respective agency called to clarify the letter, Guam did not accept the written comment.	<a href="http://www.ghura.org">www.ghura.org</a>

Sort Order	Mode of Outreach	Target of Outreach	Summary of response/attendance	Summary of comments received	Summary of comments not accepted and reasons	URL (If applicable)
2	Public Hearing	Non-targeted/broad community	<p>Guam made sufficient attempts to provide the public the opportunity to submit oral comments via three public hearings. Guam announced in its notice to the public the dates of these public hearings which were conducted on June 24, 2015, July 14, 2015, and July 28, 2015. Two individuals representing the Department of Public Health and Social Services (DPHSS), Bureau of Communicable Disease Control, attended the hearing. Additionally, an individual with the Big Brothers Big Sisters of Guam (BBBSG) also attended in support of their project that was selected for funding.</p>	<p>The DPHSS' Bureau of Communicable Disease Control attended the hearing to discuss available opportunities for persons with HIV/AIDS. Currently, the DPHSS receives funding through the Ryan White Grant, however, these funds are limited and offer no support for housing. Currently, the agency identifies 9 of the persons they serve with HIV/AIDS are experiencing homelessness. The DPHSS was advised of available programs through Guam's Continuum of Care Permanent Supportive Housing Programs as well as the HOPWA grant. An invitation was extended to the Bureau of Communicable Disease Control to attend the Guam Homeless Coalition, Guam's Continuum of Care, to engage in discussion of addressing the housing needs of homeless persons with HIV/AIDS. BBBSG attended the hearing in support of her project which was selected for funding. Additionally, BBBSG discussed continued services to low-and moderate-income families with additional services proposed to provide employment readiness training to help families residing in Guam's public housing increase their income and rely less on public assistance.</p>	All comments made during the public hearing were accepted.	<a href="http://www.ghura.org">www.ghura.org</a>

Sort Order	Mode of Outreach	Target of Outreach	Summary of response/attendance	Summary of comments received	Summary of comments not accepted and reasons	URL (If applicable)
3	Internet Outreach	Non-targeted/broad community	Guam announced its public notices via email to partners as well as published the Plans on GHURA's website. Several individuals representing both the government and non-profit organizations replied confirming receipt of the email. A few were assisted with obtaining the Plan via GHURA's website.	Guam received five written comments from the Dededo Mayor's Office, Yigo Mayor's Office, BBBSG, Department of Education, and the Judiciary of Guam. The written comments were all in support of the proposed projects for this Action Plan Year, 2015.	The only written comment not accepted was from the Yigo Mayor's Office as the project identified in the letter was for a previous project awarded and did not identify the current proposed project of Rehabilitation/Upgrade of the Yigo Gym. The Yigo Mayor was advised of the error and verbally indicated his intent to submit a letter on behalf of the current project proposed.	<a href="http://www.ghura.org">www.ghura.org</a>

Sort Order	Mode of Outreach	Target of Outreach	Summary of response/attendance	Summary of comments received	Summary of comments not accepted and reasons	URL (If applicable)
4	Public Meeting	Non-targeted/broad community	GHURA held a Board of Commissioners meeting on June 9, 2015. This meeting is open to the public. In attendance were all of the board members, the Executive Director, Acting Deputy Director, GHURA key staff, and a reporter with the Pacific Daily News.	During this meeting, the board members expressed concerns of hardening the proposed Astumbo and Yigo gyms indicating possible safety issues if the intent is to shelter persons during a storm. The board pointed to full concrete facilities as most appropriate for its intended use as a shelter. Furthermore, the board indicated that the standards placed on the public schools which continue to be used as shelters during a storm should be placed on the proposed projects.	All comments regarding the proposed use of funds were accepted.	

**Table 4 – Citizen Participation Outreach**

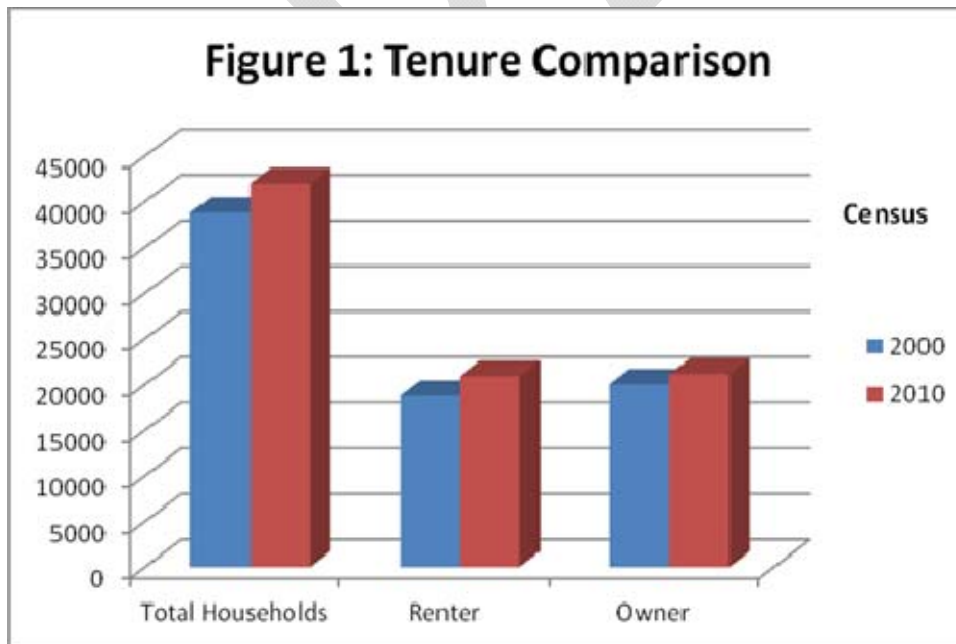
# Needs Assessment

## NA-05 Overview

### Needs Assessment Overview

The island of Guam is located in the Western Pacific. The island is measured at 209 square miles and is divided into 19 villages – Agana Heights, Agat, Asan-Maina, Barrigada, Ordot-Chalan Pago, Dededo, Hagatna, Inarajan, Mangilao, Merizo, Mongmong-Toto-Maite, Piti, Santa Rita, Sinajana, Talofofo, Tamuning-Tumon-Harmon, Umatac, Yigo, and Yona. Twenty-eight percent of the island’s population resides in the village of Dededo alone.

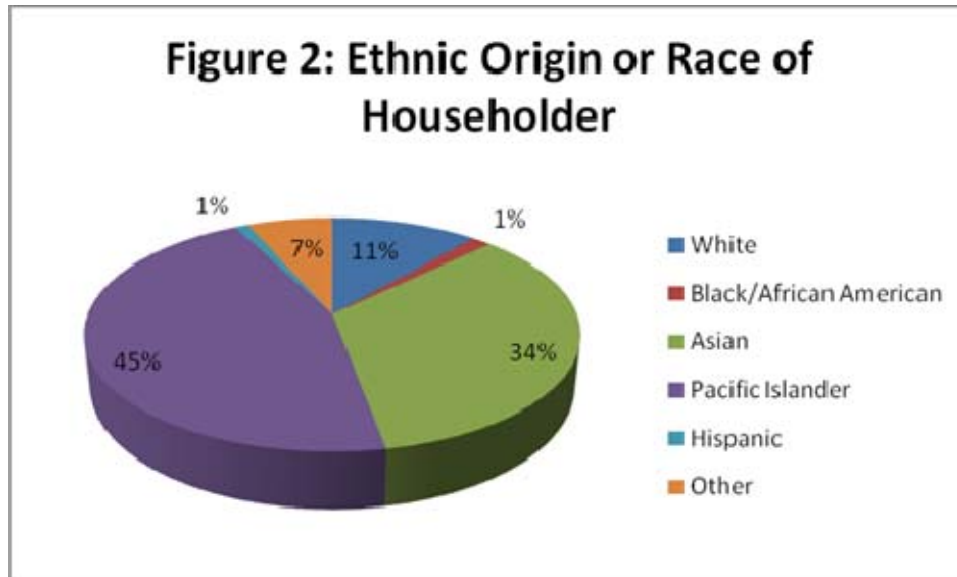
The population on Guam grew slightly with a 3% increase from the last decennial Census in 2000 bringing the population total to 159,358 (Figure 1). As per the 2010 Census, the median income on Guam is \$48,274.00 which increased by 12% from the 2000 Census. As per the 2010 Census, 50% are renter households and 50% are owner households. Of the 21,140 owner households, 56% are still paying a mortgage or loan. Of the 20,886 renter households, 78% pay rent while 22% are rent free. According to the Guam Public Use Microdata Sample (PUMS)<sup>1</sup>, rent free is identified as units that are provided free by friends or relatives or in exchange for services such as acting as a resident manager, caretaker, minister or tenant farmer. Housing units in military bases are also classified in the “no rent paid” category.



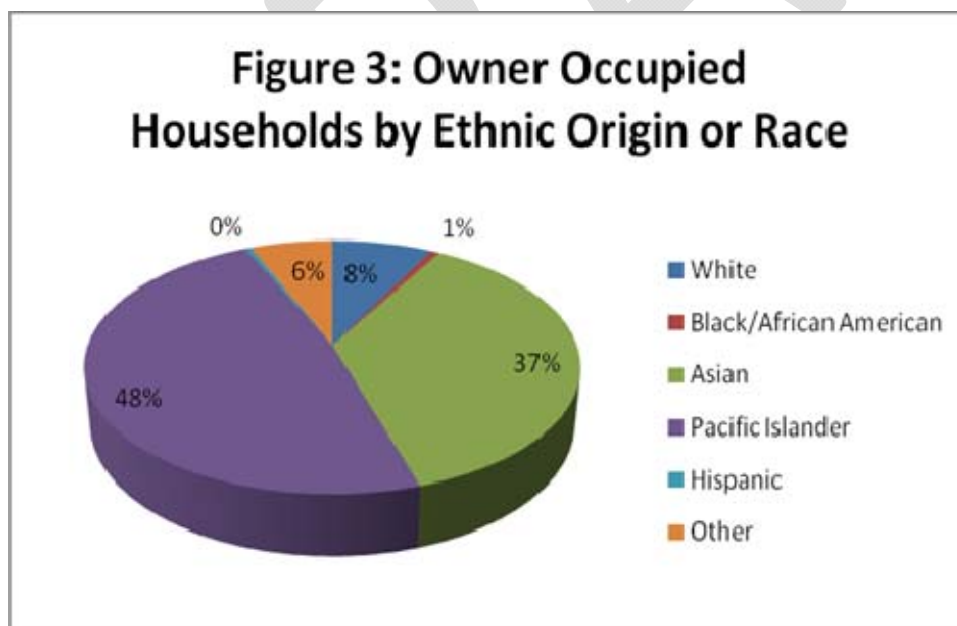
<sup>1</sup> Definitions of Subject Characteristics, U.S. Census Bureau, 2010 Census Guam Public Data Microdata, Sample



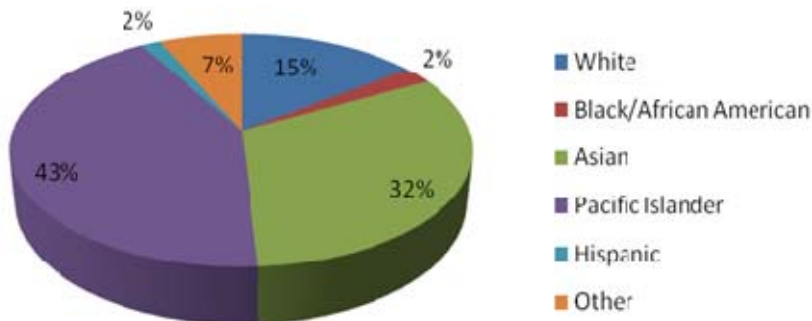
Although there was a slight increase in the population, all racial groups stayed relatively the same. Pacific Islanders continued to account for almost half of the island's households (See Figure 2).



The following two figures provide a visual picture of the percentage of tenure type households by ethnic origin or race (See Figure 3 & 4). These figures are based on the 2010 Census.

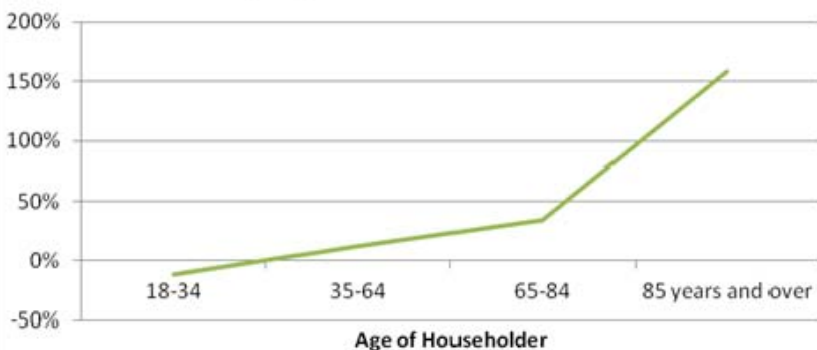


**Figure 4: Renter Occupied Households by Ethnic Origin or Race**



Of notable change are the householder's age. As per the PUMS, a householder is described as the "persons, or one of the people, in whose name the home is owned, being bought, or rented and who is listed as Person 1." Guam saw a 16% decrease in householders between the age of 18 – 34 in owner occupied housing; there was a 10% decrease of householders within this range for renter occupied housing. Householders between the ages of 35-64 increased by 12% for both renter and owner occupied housing. Guam saw a significant increase in householders who are 65 years of age and above by 39% for owner occupied housing and 37% for renter occupied housing. Of notable increase are householders 85 years and over. Guam saw a change in this age group in both owner and renter occupied housing. Householders who are 85 years and above increased by 149% for those in owner occupied housing and 189% for renter occupied housing. The table below gives a summary of both household types – owner and renter (See Figure 5).

**Figure 5: Percent Increase/Decrease by Age of Householder**



## NA-10 Housing Needs Assessment - 24 CFR 91.205 (a,b,c)

### Summary of Housing Needs

In this section, Guam assessed the housing needs of the community based on income level, tenure type, household type, and by housing problems, including housing cost burden, overcrowding and substandard housing conditions. Income levels were determined based on HUD's FY 2015 Income Limits and were further narrowed down to household size. HUD identifies the income category based on household size and household income. For example, a three-person household who reported to earn less than \$16,750 during the 2010 Census, will fall under HUD's extremely-low income category, or 30% AMI. Tenure type is defined as households who are renting, own the house but paying mortgage, rent free, or own the house free and clear. Household types are defined further by small or large family households, households with children, single-person households, unrelated households, and elderly households. Households identified with a housing cost burden were those with housing costs that greater than 30% or 50% of their income.

Note: Data with asterisk (\*) represent number of persons instead of household.

Demographics	Base Year: 2012	Most Recent Year: 2000	% Change
Population	159,358	154,805	-3%
Households	42,026	38,769	-8%
Median Income	\$48,274.00	\$42,421.00	-12%

**Table 5 - Housing Needs Assessment Demographics**

**Data Source Comments:** Guam utilized the 2010 Guam Census (PUMS) obtained from the U.S. Census Bureau.

### Number of Households Table

	0-30% HAMFI	>30-50% HAMFI	>50-80% HAMFI	>80-100% HAMFI	>100% HAMFI
Total Households *	6,830	5,450	7,840	1,690	20,150
Small Family Households *	3,210	2,930	3,950	920	12,150
Large Family Households *	1,980	1,670	2,550	500	5,650
Household contains at least one person 62-74 years of age	680	580	800	170	3,710
Household contains at least one person age 75 or older	190	210	300	50	1,000
Households with one or more children 6 years old or younger *	3,440	2,390	2,770	480	4,500
* the highest income category for these family types is >80% HAMFI					

**Table 6 - Total Households Table**

Guam utilized CSPro 6.0 to obtain the information. Data was obtained from the 2010 Guam Census (PUMS) obtained from the U.S. Census Bureau.

**Data Source Comments:**

## Housing Needs Summary Tables

### 1. Housing Problems (Households with one of the listed needs)

	Renter					Owner				
	0-30% AMI	>30- 50% AMI	>50- 80% AMI	>80- 100% AMI	Total	0-30% AMI	>30- 50% AMI	>50- 80% AMI	>80- 100% AMI	Total
NUMBER OF HOUSEHOLDS										
Substandard Housing - Lacking complete plumbing or kitchen facilities	350	250	260	60	920	190	170	360	100	820
Severely Overcrowded - With >1.51 people per room (and complete kitchen and plumbing)	520	420	360	60	1,360	30	20	150	20	220
Overcrowded - With 1.01-1.5 people per room (and none of the above problems)	580	490	530	40	1,640	60	90	190	50	390
Housing cost burden greater than 50% of income (and none of the above problems)	2,200	770	560	140	3,670	820	460	520	30	1,830
Housing cost burden greater than 30% of income (and none of the above problems)	300	950	690	50	1,990	160	320	540	120	1,140

	Renter					Owner				
	0-30% AMI	>30-50% AMI	>50-80% AMI	>80-100% AMI	Total	0-30% AMI	>30-50% AMI	>50-80% AMI	>80-100% AMI	Total
Zero/negative Income (and none of the above problems)	520	0	0	0	520	80	0	0	0	80

**Table 7 – Housing Problems Table**

**Data Source** Guam utilized CPro 6.0 to obtain the information. Data was obtained from the 2010 Guam Census (PUMS) obtained from the U.S. Census Bureau.  
**Comments:**

## 2. Housing Problems 2 (Households with one or more Severe Housing Problems: Lacks kitchen or complete plumbing, severe overcrowding, severe cost burden)

	Renter					Owner				
	0-30% AMI	>30-50% AMI	>50-80% AMI	>80-100% AMI	Total	0-30% AMI	>30-50% AMI	>50-80% AMI	>80-100% AMI	Total
NUMBER OF HOUSEHOLDS										
Having 1 or more of four housing problems	550	280	320	40	1,190	310	270	340	40	960
Having none of four housing problems	910	1,380	2,150	370	4,810	80	180	690	280	1,230
Household has negative income, but none of the other housing problems	520	0	0	0	520	80	0	0	0	80

**Table 8 – Housing Problems 2**

**Data Source** Guam utilized CPro 6.0 to obtain the information. Data was obtained from the 2010 Guam Census (PUMS) obtained from the U.S. Census Bureau.  
**Comments:**

## 3. Cost Burden > 30%

	Renter				Owner			
	0-30% AMI	>30-50% AMI	>50-80% AMI	Total	0-30% AMI	>30-50% AMI	>50-80% AMI	Total
NUMBER OF HOUSEHOLDS								
Small Related	60	500	330	890	110	260	350	720
Large Related	220	330	110	660	40	150	220	410
Elderly	70	260	60	390	200	180	350	730
Other	40	190	220	450	70	50	70	190

	Renter				Owner			
	0-30% AMI	>30-50% AMI	>50-80% AMI	Total	0-30% AMI	>30-50% AMI	>50-80% AMI	Total
Total need by income	390	1,280	720	2,390	420	640	990	2,050

**Table 9 – Cost Burden > 30%**

**Data Source** Guam utilized CPro 6.0 to obtain the information. Data was obtained from the 2010 Guam Census (PUMS) obtained from the U.S. Census Bureau.  
**Comments:**

#### 4. Cost Burden > 50%

	Renter				Owner			
	0-30% AMI	>30-50% AMI	>50-80% AMI	Total	0-30% AMI	>30-50% AMI	>50-80% AMI	Total
NUMBER OF HOUSEHOLDS								
Small Related	1,080	490	310	1,880	620	300	20	940
Large Related	640	110	50	800	270	80	100	450
Elderly	340	170	50	560	490	180	170	840
Other	610	240	230	1,080	250	150	150	550
Total need by income	2,670	1,010	640	4,320	1,630	710	440	2,780

**Table 10 – Cost Burden > 50%**

**Data Source** Guam utilized CPro 6.0 to obtain the information. Data was obtained from the 2010 Guam Census (PUMS) obtained from the U.S. Census Bureau.  
**Comments:**

#### 5. Crowding (More than one person per room)

	Renter					Owner				
	0-30% AMI	>30-50% AMI	>50-80% AMI	>80-100% AMI	Total	0-30% AMI	>30-50% AMI	>50-80% AMI	>80-100% AMI	Total
NUMBER OF HOUSEHOLDS										
Single family households	980	770	840	90	2,680	90	90	300	50	530
Multiple, unrelated family households	10	20	10	0	40	0	10	0	0	10
Other, non-family households	10	20	10	0	40	10	10	0	0	20
Total need by income	1,000	810	860	90	2,760	100	110	300	50	560

**Table 11 – Crowding Information – 1/2**

**Data Source** Guam utilized CPro 6.0 to obtain the information. Data was obtained from the 2010 Guam Census (PUMS) obtained from the U.S. Census Bureau.  
**Comments:**

	Renter				Owner			
	0-30% AMI	>30-50% AMI	>50-80% AMI	Total	0-30% AMI	>30-50% AMI	>50-80% AMI	Total
Households with Children Present	140	120	160	420	20	30	60	110

**Table 12 – Crowding Information – 2/2**

**Data Source** Guam utilized CPro 6.0 to obtain the information. Data was obtained from the 2010 Guam Census (PUMS) obtained from the U.S. Census Bureau.  
**Comments:**

### **Describe the number and type of single person households in need of housing assistance.**

On Guam, approximately 4,160 households or 10% are single-person households. Of that, 64% are male households while 36% are female households.

Of the single-person households, approximately 64% are renting. Of the renter households, 20% spends over 30% of their income on housing while 1% spends more than 50% of their income on rent, or is severe cost burden.

Of the single-person households who have a mortgage, 34% spends more than 30% of their income on their mortgage. No single-person households are at a severe cost burden.

### **Estimate the number and type of families in need of housing assistance who are disabled or victims of domestic violence, dating violence, sexual assault and stalking.**

#### Domestic Violence, Dating Violence, Sexual Assault and Stalking

A random survey was conducted across the United States and its territories, including Guam, on September 17, 2013, to collect information from 1,649 domestic violence programs. The Guam Coalition Against Sexual Assault & Family Violence released details from the “Domestic Violence Counts 2013: A 24-hour Census of Domestic Violence Shelters and Services,” which revealed that on September 17, 2013, 26 domestic violence victims and their children received services in one day; 13 calls to domestic violence hotlines were answered; 1 individual was educated on domestic violence during trainings conducted by local programs; 2 requests from domestic victims were turned down because programs did not have the resources to provide them, including requests for emergency shelter, housing, transportation, childcare and legal representation; and the majority of unmet requests were from victims who chose to flee their abusers, and were seeking safe emergency or transitional housing.

The report further identified that victim service providers reported that when services are not available, 60% return to their abuses, 27% become homeless, and 11% end up living in their cars.

The Guam Pacific Daily News reported in February 2015 that Guam was the second highest in the U.S. for reported rape cases. Guam Behavioral Health and Wellness Center's Healing Hearts Crisis Center provides support for victims of sexual assault.

### Disabled

On Guam, 17% of households comprise of persons with disabilities. Of these households, 49% are renter households while 51% are owners with a mortgage. Combined, 39% of these households spend more than 30% of their income on housing while 21% are high cost burden households spending more than 50% of their income on housing.

### **What are the most common housing problems?**

HUD has identified the following types of housing problems that are faced by households and for which the needs are identified – cost burden, substandard housing, and overcrowding.

Guam finds that renter households within the 0 – 30% AMI, or extremely low-income, continue to face problems such as lacking complete plumbing or kitchen facilities and are overcrowded. Owner households with similar issues tend to fall in HUD's > 50 – 80% AMI, or households that are low to very-low income. Similarly, when comparing households who are at a severe cost burden, or households who spend more than 50% of their income on their housing, both renter and owner households within HUD's extremely-low income (0-30% AMI) make up the highest percentage of households facing such issues. Of those who spend more than 30% but less than or equal to 50% of their income on housing, 48% of renter households are within HUD's >30 – 50% AMI and 47% of owner households are within HUD's >80 – 100% AMI.

Of the housing problems assessed, severe housing cost burden appears to be the category with the most households identified, with 38% coming from renter households and 42% from owner households. In all, renter households make up 69% of households who are faced with at least one of the housing problems.

Interestingly, households with incomes greater than 100% of HUD's AMI tend to be overcrowded with more than one person per room or have housing cost burden greater than 30% but less than or equal to 50% of their income.

### **Are any populations/household types more affected than others by these problems?**

#### Household Types

In this section, the following household types were assessed against housing cost burdens. These household types include small related households, large related households, and elderly households. HUD defines small related households to mean a family with two to four members. A large related



household is a family with five or more members. An elderly household is a household whose head, spouse, or sole member is a person who is 62 years or older.

#### Small and Large Related Households

Guam finds that small related and large related renter households within HUD's > 30 – 50% AMI, or very-low income households, tend to have housing cost burden greater than 30% but less than or equal to 50% of their income. Contrarily, both small related and large related owner households within HUD's >50 – 80% AMI, or low-income households, have housing cost burdens greater than 30% but less than or equal to 50% of their income.

#### Elderly Households

When comparing elderly households, renter households within HUD's very-low income limits, tend to have cost burdens that are greater than 30% but less than or equal to 50% of their income. As with small and large related owner households, elderly households within the low-income limits also have a cost burden greater than 30% but less than or equal to 50% of their income.

#### Cost Burden Greater than 50%

The numbers change significantly when assessing households with cost burdens greater than 50% of their income. All three household types for both renter and owner households with a cost burden greater than 50% of their income were within HUD's extremely-low income limits.

**Describe the characteristics and needs of Low-income individuals and families with children (especially extremely low-income) who are currently housed but are at imminent risk of either residing in shelters or becoming unsheltered 91.205(c)/91.305(c)). Also discuss the needs of formerly homeless families and individuals who are receiving rapid re-housing assistance and are nearing the termination of that assistance**

#### Households at Imminent Risk

Guam assessed households with severe cost burdens, or households with housing cost burden greater than 50% of their income. Single-person renter and owner households within HUD's extremely-low income limits spend more than 50% of their income on housing. For households with children present and with severe cost burdens, Guam looked at those who were within HUD's extremely-low, very-low and low-income limits. Of the three income limits, renter and owner households with children present with severe cost burden were extremely-low income (0-30% AMI).

#### Families and Individuals Receiving Rapid Re-Housing

Guam's Emergency Solutions Grant (ESG) Rapid Re-Housing Program provides rental and security deposits, arrear payments, and monthly rental and utility payments for up to 24 months. Under the rapid re-housing component, homeless individuals and families residing in emergency shelters, transitional housing, or living in places not meant for human habitation are immediately placed into housing and are provided case management services to help persons achieve housing stability as the program is limited to 24 months of assistance. For the past two years, the ESG program has assisted a total of 184 persons with rapid re-housing assistance alone. ESG can assist households who are at-risk for becoming homeless through the Homeless Prevention component. Guam finds that in 2014, 40% of households who were still in the program had received financial assistance for a period of 6 months to 1 year while 34% who remained in the program had received financial assistance for at least 1 year and were nearing the 24 month maximum term assistance. Of those who exited the program in 2014, 53% received assistance for a period of 181 to 365 days; 42% received assistance for a period of 61 to 180 days; and only 2% received assistance for a period of 366 to 730 days.

**If a jurisdiction provides estimates of the at-risk population(s), it should also include a description of the operational definition of the at-risk group and the methodology used to generate the estimates:**

For purposes of estimating populations who are at-risk, Guam assessed households who were at a severe cost burden. Section NA-25: Disproportionately Housing Cost Burdens shows the number of households with housing cost burden greater than 50% of their income. According to the data derived, 6,470 households have a housing cost burden greater than 50% of their income. Of the households identified with severe housing cost burdens, 63% comprise of renter households.

**Specify particular housing characteristics that have been linked with instability and an increased risk of homelessness**

The following characteristics were derived from Guam's ESG Homeless Prevention Annual Performance Report (APR) for 2013 and 2014. The ESG is designed to assist individuals and families who are on the verge of becoming homeless or are currently experiencing homelessness. For purposes of specifying housing characteristics that are associated with instability and an increased risk of homelessness, Guam reviewed ESG's APR for its homeless prevention programs as if it were not for the ESG assistance, these households would be homeless. Guam finds that households who have entered the program without income possibly from the loss of a job or the wage earner has fallen ill, represent over half of those who seek assistance. Additionally, ESG requires that the household's income cannot be more than HUD's 30% AMI. These households are at the extremely-low income limits.

## NA-15 Disproportionately Greater Need: Housing Problems – 91.205 (b)(2)

Assess the need of any racial or ethnic group that has disproportionately greater need in comparison to the needs of that category of need as a whole.

### Introduction

This section of the Plan discusses the housing needs of racial or ethnic groups at any of HUD's income level. According to HUD, a disproportionately greater need exists when the members of a racial or ethnic group at a given income level experience housing problems at a greater rate (10 percentage points or more) than the income level as a whole. Guam assessed the needs of households who experience one or more of the following housing problems: 1) Lacks complete kitchen facilities; 2) Lacks complete plumbing facilities; 3) More than one person per room, or 4) Cost Burden greater than 30%. Of the 42,026 households on island, 49% are Pacific Islanders; 80% of Pacific Islander households are Chamorro. Asians comprise of 36% of the households on Guam; 75% are Filipino. Twelve percent are White households and 1% is Black/African American households. Less than 1% is Hispanic households.

### 0%-30% of Area Median Income

Housing Problems	Has one or more of four housing problems	Has none of the four housing problems	Household has no/negative income, but none of the other housing problems
Jurisdiction as a whole	2,690	3,150	430
White	50	260	50
Black / African American	0	30	10
Asian	700	1,000	100
American Indian, Alaska Native	0	0	0
Pacific Islander	1,920	1,840	260
Hispanic	10	10	0
0	0	0	0

**Table 13 - Disproportionally Greater Need 0 - 30% AMI**

**Data Source Comments:** U.S. Census Bureau, 2010 Guam Census (PUMS)

\*The four housing problems are:

1. Lacks complete kitchen facilities, 2. Lacks complete plumbing facilities, 3. More than one person per room, 4. Cost Burden greater than 30%

### 30%-50% of Area Median Income

Housing Problems	Has one or more of four housing problems	Has none of the four housing problems	Household has no/negative income, but none of the other housing problems
Jurisdiction as a whole	3,070	3,220	0
White	100	340	0
Black / African American	10	60	0
Asian	1,110	1,180	0
American Indian, Alaska Native	0	0	0
Pacific Islander	1,840	1,570	0
Hispanic	0	20	0
0	0	0	0

**Table 14 - Disproportionally Greater Need 30 - 50% AMI**

Data Source Comments: U.S. Census Bureau, 2010 Guam Census (PUMS)

\*The four housing problems are:

1. Lacks complete kitchen facilities, 2. Lacks complete plumbing facilities, 3. More than one person per room, 4. Cost Burden greater than 30%

### 50%-80% of Area Median Income

Housing Problems	Has one or more of four housing problems	Has none of the four housing problems	Household has no/negative income, but none of the other housing problems
Jurisdiction as a whole	4,020	4,800	0
White	110	630	0
Black / African American	20	60	0
Asian	1,700	2,050	0
American Indian, Alaska Native	0	0	0
Pacific Islander	2,130	1,930	0
Hispanic	20	70	0
0	0	0	0

**Table 15 - Disproportionally Greater Need 50 - 80% AMI**

Data Source Comments: U.S. Census Bureau, 2010 Guam Census (PUMS)

\*The four housing problems are:

1. Lacks complete kitchen facilities, 2. Lacks complete plumbing facilities, 3. More than one person per room, 4. Cost Burden greater than 30%

## 80%-100% of Area Median Income

Housing Problems	Has one or more of four housing problems	Has none of the four housing problems	Household has no/negative income, but none of the other housing problems
Jurisdiction as a whole	750	1,100	0
White	30	230	0
Black / African American	0	60	0
Asian	280	480	0
American Indian, Alaska Native	0	0	0
Pacific Islander	440	280	0
Hispanic	0	10	0
0	0	0	0

**Table 16 - Disproportionally Greater Need 80 - 100% AMI**

**Data Source Comments:** U.S. Census Bureau, 2010 Guam Census (PUMS)

\*The four housing problems are:

1. Lacks complete kitchen facilities, 2. Lacks complete plumbing facilities, 3. More than one person per room, 4. Cost Burden greater than 30%

### Discussion

According to HUD's income levels, Pacific Islanders in the 80% - 100% Area Median Income are at a disproportionately greater need than other ethnic groups in this category. Pacific Islanders in this income level experience one or more of the four housing problems: lacks complete kitchen facilities, lacks complete plumbing facilities, more than one person per room, and at a cost burden greater than 30%.

## NA-20 Disproportionately Greater Need: Severe Housing Problems – 91.205 (b)(2)

Assess the need of any racial or ethnic group that has disproportionately greater need in comparison to the needs of that category of need as a whole.

### Introduction

This section of the Plan discusses the housing needs of racial or ethnic groups at any of HUD's income level. According to HUD, a disproportionately greater need exists when the members of a racial or ethnic group at a given income level experience housing problems at a greater rate (10 percentage points or more) than the income level as a whole. Households with severe housing problems experienced one or more of the following: 1) Lacks complete kitchen facilities; 2) Lacks complete plumbing facilities; 3) More than 1.5 persons per room; 4) Cost Burden over 50%. Of the 42,026 households on island, 49% are Pacific Islanders; 80% of Pacific Islander households are Chamorro. Asians comprise of 36% of the households on Guam; 75% are Filipino. Twelve percent are White households and 1% is Black/African American households. Less than 1% is Hispanic households.

### 0%-30% of Area Median Income

Severe Housing Problems*	Has one or more of four housing problems	Has none of the four housing problems	Household has no/negative income, but none of the other housing problems
Jurisdiction as a whole	6,300	690	0
White	210	40	0
Black / African American	30	0	0
Asian	1,830	30	0
American Indian, Alaska Native	0	0	0
Pacific Islander	4,170	480	0
Hispanic	4,170	480	0
0	0	0	0

**Table 17 – Severe Housing Problems 0 - 30% AMI**

Guam utilized CSPro 6.0 to obtain the information. Data was obtained from the 2010 Guam Census, U.S. Census Bureau.

**Data Source Comments:**

\*The four severe housing problems are:

1. Lacks complete kitchen facilities, 2. Lacks complete plumbing facilities, 3. More than 1.5 persons per room, 4. Cost Burden over 50%

### 30%-50% of Area Median Income

Severe Housing Problems*	Has one or more of four housing problems	Has none of the four housing problems	Household has no/negative income, but none of the other housing problems
Jurisdiction as a whole	4,180	2,210	0
White	220	120	0
Black / African American	20	20	0
Asian	1,370	170	0
American Indian, Alaska Native	0	0	0
Pacific Islander	2,550	1,170	0
Hispanic	0	0	0
Other	0	0	0

**Table 18 – Severe Housing Problems 30 - 50% AMI**

Guam utilized CSPro 6.0 to obtain the information. Data was obtained from the 2010 Guam Census, U.S. Census Bureau.

**Data Source Comments:**

\*The four severe housing problems are:

1. Lacks complete kitchen facilities, 2. Lacks complete plumbing facilities, 3. More than 1.5 persons per room, 4. Cost Burden over 50%

### 50%-80% of Area Median Income

Severe Housing Problems*	Has one or more of four housing problems	Has none of the four housing problems	Household has no/negative income, but none of the other housing problems
Jurisdiction as a whole	5,280	2,150	0
White	350	260	0
Black / African American	30	20	0
Asian	1,440	520	0
American Indian, Alaska Native	0	0	0
Pacific Islander	2,910	1,760	0
Hispanic	20	20	0
Other	0	0	0

**Table 19 – Severe Housing Problems 50 - 80% AMI**

Guam utilized CSPro 6.0 to obtain the information. Data was obtained from the 2010 Guam Census, U.S. Census Bureau.

**Data Source Comments:**

\*The four severe housing problems are:

1. Lacks complete kitchen facilities, 2. Lacks complete plumbing facilities, 3. More than 1.5 persons per room, 4. Cost Burden over 50%

### 80%-100% of Area Median Income

Severe Housing Problems*	Has one or more of four housing problems	Has none of the four housing problems	Household has no/negative income, but none of the other housing problems
Jurisdiction as a whole	1,050	900	0
White	60	90	0
Black / African American	30	590	130
Asian	590	130	0
American Indian, Alaska Native	0	0	0
Pacific Islander	540	350	0
Hispanic	0	0	0
Other	0	0	0

**Table 20 – Severe Housing Problems 80 - 100% AMI**

Guam utilized CPro 6.0 to obtain the information. Data was obtained from the 2010 Guam Census, U.S. Census Bureau.

**Data Source Comments:**

\*The four severe housing problems are:

1. Lacks complete kitchen facilities, 2. Lacks complete plumbing facilities, 3. More than 1.5 persons per room, 4. Cost Burden over 50%

### Discussion

According to HUD's income levels, Black/African American and Hispanic households earning between 0% - 30% AMI have the highest percentage of disproportionately greater need at 100% of both ethnic households experiencing one or more of the four severe housing problems: 1) Lacks complete kitchen facilities, 2) Lacks complete plumbing facilities, 3) More than 1.5 persons per room, and 4) Cost Burden over 50%. Black/African American households earning between 50% - 80% AMI and 80% - 100% AMI have the highest percentage of disproportionately greater need at 50%.



## NA-25 Disproportionately Greater Need: Housing Cost Burdens – 91.205 (b)(2)

Assess the need of any racial or ethnic group that has disproportionately greater need in comparison to the needs of that category of need as a whole.

### Introduction:

This section discusses the housing cost burden of racial and ethnic groups. According to HUD, a disproportionately greater need exists when the members of a racial or ethnic group at a given income level are experiencing housing problems at a greater rate (10 percentage points or more) than the income level as a whole.

### Housing Cost Burden

Housing Cost Burden	<=30%	30-50%	>50%	No / negative income (not computed)
Jurisdiction as a whole	16,400	5,150	6,470	680
White	1,600	610	950	50
Black / African American	80	120	30	10
Asian	6,130	1,870	2,010	260
American Indian, Alaska Native	30	0	0	0
Pacific Islander	8,250	2,410	3,160	350
Hispanic	70	50	30	0

**Table 21 – Greater Need: Housing Cost Burdens AMI**

Guam utilized the CSPro 6.0 to obtain the information. The data was obtained from the 2010 Guam Census, U.S. Census Bureau.

Data Source Comments:

### Discussion:

The Housing Cost Burden table represents households who are spending a certain percentage of their income on housing. On Guam, 16,020 are renter households and 12,000 comprise of owner households. The remaining 14,006 households are rent free or own free and clear.

#### <=30%

According to the Housing Cost Burden table, 59% of owner and renter households are spending less than or equal to 30% of their income on housing. Half of those households are Pacific Islander households followed by Asian households at 37%. Fifty-three percent of households in this housing cost burden category are renter households.

#### 30-50%

Eighteen percent of renter and owner households spend between 31% - 50% of their income on housing. Of the 5,150 households in this housing cost burden category, 57% are renter households. Pacific Islander households make up 47% of these households; 73% are Chamorro households. Of the 36% of Asian households in this cost burden category, 68% are Filipino households.

>50%

Twenty-three percent of all ethnic households are spending more than 50% of their income on housing. Sixty-eight percent are renter households. Seventy-two percent of Pacific Islander households are Chamorro. Fifty-seven percent of Asian households are Filipino.

## **NA-30 Disproportionately Greater Need: Discussion – 91.205(b)(2)**

**Are there any income categories in which a racial or ethnic group has disproportionately greater need than the needs of that income category as a whole?**

As stated earlier, Pacific Islander households with earnings between 80% - 100% AMI have the highest percentage of disproportionately greater need at 67%. Chamorro households make up 89% with a disproportionately greater need. Additionally, Black/African American and Hispanic households with earnings between 0% - 30% AMI have the highest percentage of disproportionately greater need at 100%. Black/African American households with earnings between 50% - 80% and 80% - 100% AMI have the highest percentage of disproportionately greater need at 50%.

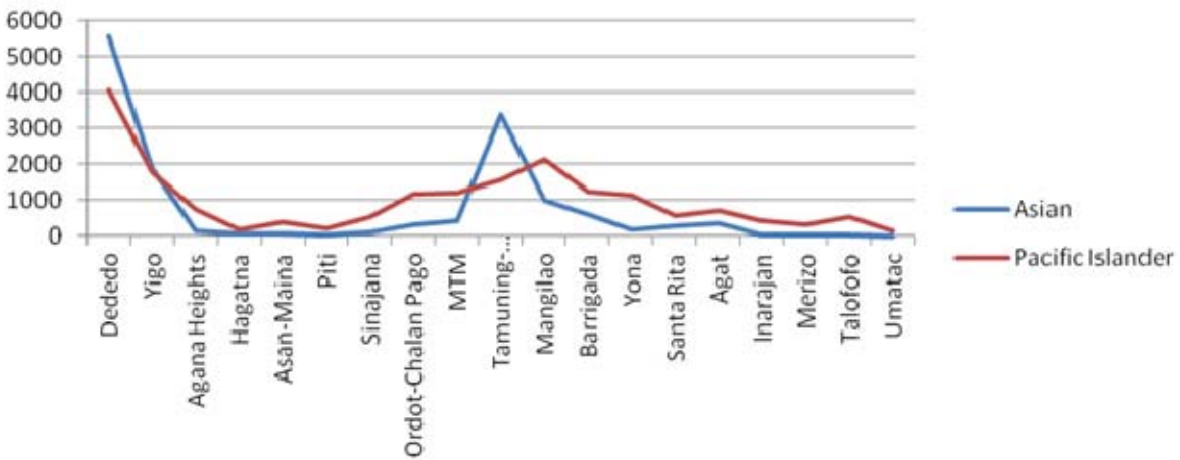
**If they have needs not identified above, what are those needs?**

The primary need is provide more affordable low-income housing to reduce cost burden. Additionally, providing employment related services that will increase labor skills will also assist low-moderate-income persons obtain higher paying jobs or increase the number of working adults in a household.

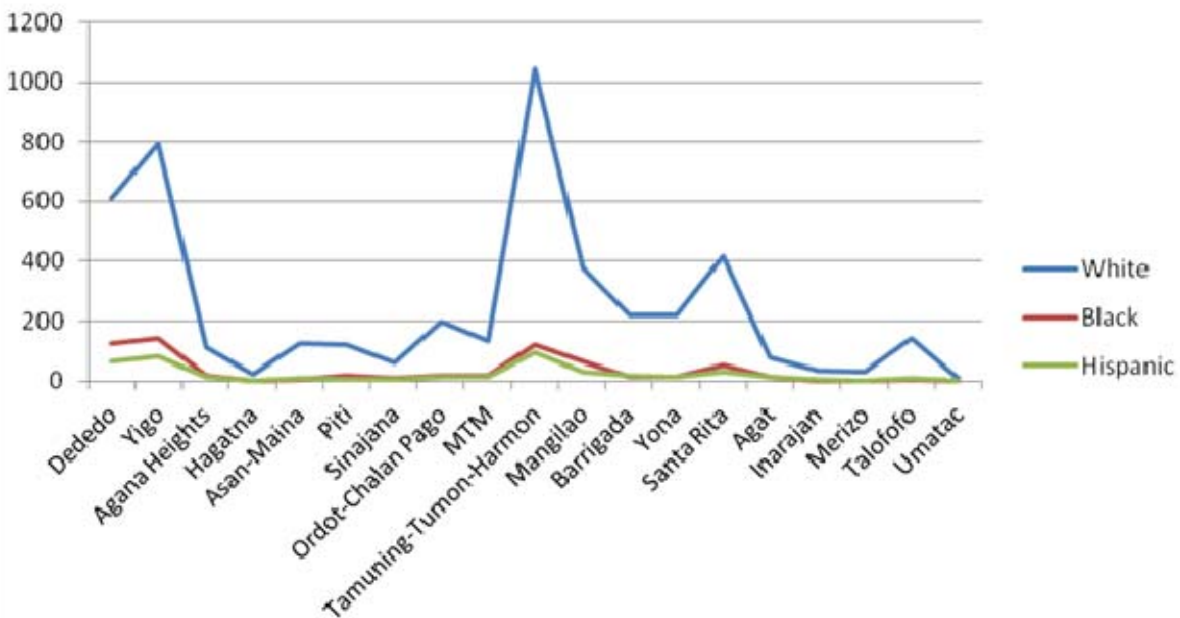
**Are any of those racial or ethnic groups located in specific areas or neighborhoods in your community?**

Unfortunately, the Census does not capture racial or ethnic groups who are within HUD's AMI geographically. Poverty statistics according to racial or ethnic groups are also not available through the Census. Figure 6 & 7 provide a picture of the racial or ethnic households in each village. Figure 6 depicts only Asian and Pacific Islander households by village. Figure 7 depicts White, Black/African American, and Hispanic households by village. Figure 8 depicts the villages that meet HUD's low/moderate income area (LMA) where at least 51% of the persons in those villages are low/moderate income. Based on the figure, 11 of the 19 villages meet HUD's low/moderate income area benefit. This means that projects who submit applications for CDBG funds that aim to serve an area must meet HUD's LMA. For villages that do not meet HUD's LMA, a survey of the area of benefit must be completed and must demonstrate that the project will benefit low/moderate income persons.

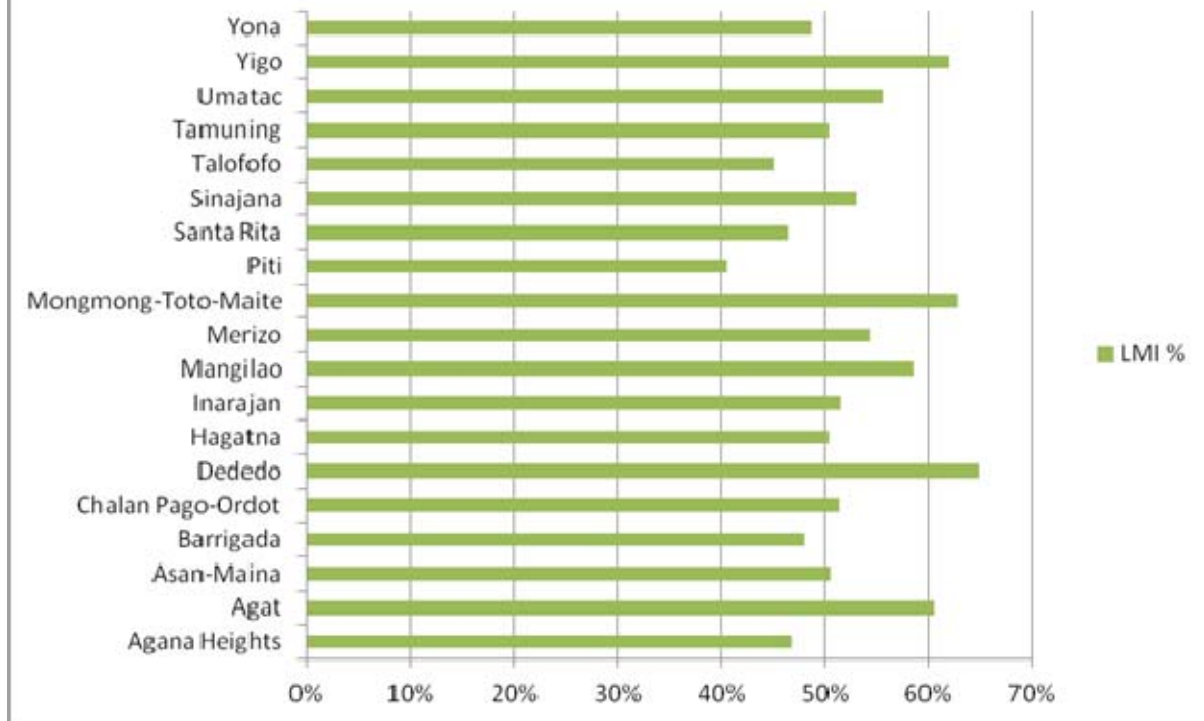
**Figure 6: Ethnic Origin or Race of Householder by Village**



**Figure 7: Ethnic Origin or Race of Householder by Village**



**Figure 8: HUD Low/Moderate Income by Village**



## NA-35 Public Housing – 91.205(b)

### Introduction

GHURA administers 750 public housing units to include 49 project-based units to qualified low-income families. Target populations are individuals, families, and elderly at or below 80% of HUD's AMI level. Currently, 93% of the public housing units are in use. In addition to GHURA's public housing, the agency administers over 2,500 Housing Choice Vouchers (HCV)/Section 8. Of the HCV available, 93% is currently being utilized. Of the vouchers in use, 86% represent tenant-based rental vouchers, 1% are Veteran Affairs Supportive Housing vouchers (HUDVASH), and 6% are Family Unification Program (FUP) Vouchers, and 7% are specifically for adults with disabilities. HUDVASH is a combination of Housing Choice Voucher rental assistance for homeless veterans which GHURA administers and case management and clinical services provided by the U.S. Department of Veteran Affairs (VA). A total of 41 HUDVASH vouchers are administered by GHURA. Thirty HUDVASH vouchers are currently being utilized. The FUP provides a total of 133 Housing Choice Voucher rental assistance vouchers for families who lack adequate housing and for which such housing is a factor in the reunification of a child or children to their families. In these types of cases, GHURA partners with the Department of Public Health and Social Services' Child Protective Services division. Another 175 vouchers benefit disabled persons through the Governments Non-Elderly Disabled Voucher program (formerly known as the Mainstream Program).

### Totals in Use

	Program Type								
	Certificate	Mod-Rehab	Public Housing	Vouchers					
				Total	Project-based	Tenant-based	Special Purpose Voucher		
							Veterans Affairs Supportive Housing	Family Unification Program	Disabled *
# of units vouchers in use	0	0	701	2353	49	2031	31	126	166

Table 22 - Public Housing by Program Type

\*includes Non-Elderly Disabled, Mainstream One-Year, Mainstream Five-year, and Nursing Home Transition

Alternate Data Source Name:  
GHURA Management Information System  
Data Source  
Comments:

### Characteristics of Residents

	Program Type							
	Certificate	Mod-Rehab	Public Housing	Vouchers				
				Total	Project-based	Tenant-based	Special Purpose Voucher	
							Veterans Affairs Supportive Housing	Family Unification Program
Average Annual Income	0	0	11,522	0	0	8788.33	10523.13	8731.27
Average length of stay	0	0	4	17	0	8	3	6
Average Household size	0	0	4	12	0	5	2	5
# Homeless at admission	0	0	*	30	0	*	31	*
# of Elderly Program Participants (>62)	0	0	93	166	0	150	7	9
# of Disabled Families	0	0	82	120	0	99	15	9
# of Families requesting accessibility features	0	0	0	0	0	0	0	0
# of HIV/AIDS program participants	0	0	*	*	*	*	*	*
# of DV victims	0	0	0	14	0	9	4	1

**Table 23 – Characteristics of Public Housing Residents by Program Type**

\*This information is not tracked in GHURA's Management Information System (MIS)

**Alternate Data Source Name:**

GHURA Management Information System

## Race of Residents

Race	Certificate	Mod-Rehab	Public Housing	Program Type					
				Vouchers					
				Total	Project-based	Tenant-based	Special Purpose Voucher		
							Veterans Affairs Supportive Housing	Family Unification Program	Disabled *
White	0	0	11	0	0	9	4	1	8
Black/African American	0	0	5	0	0	0	4	0	2
Asian	0	0	67	0	0	152	0	7	21
American Indian/Alaska Native	0	0	0	0	0	2	0	0	0
Pacific Islander	0	0	618	0	0	1863	22	116	130
Other	0	0	0	0	0	5	1	2	5

\*includes Non-Elderly Disabled, Mainstream One-Year, Mainstream Five-year, and Nursing Home Transition

**Table 24 – Race of Public Housing Residents by Program Type**

Alternate Data Source Name:

GHURA Management Information System

## Ethnicity of Residents

Ethnicity	Certificate	Mod-Rehab	Public Housing	Program Type					
				Vouchers					
				Total	Project-based	Tenant-based	Special Purpose Voucher		
							Veterans Affairs Supportive Housing	Family Unification Program	Disabled *
Hispanic	0	0	3	0	0	11	0	0	0
Not Hispanic	0	0	698	0	0	2020	31	126	166

\*includes Non-Elderly Disabled, Mainstream One-Year, Mainstream Five-year, and Nursing Home Transition

**Table 25 – Ethnicity of Public Housing Residents by Program Type**

Alternate Data Source Name:

GHURA Management Information System

## Section 504 Needs Assessment: Describe the needs of public housing tenants and applicants on the waiting list for accessible units:

A Section 504 Needs Assessment was conducted for Guam's 49 project based units for the elderly and disabled on October 7, 2013 and for all four of Guam's Asset Managed Property (AMP) sites on February



10, 2015. Based on both assessments, Guam met the required designation for accessible units for individuals with mobility impairments. Guam, however, is encouraged to meet the 2% requirement accessible units for persons with hearing or vision impairments for each public housing site. No units at the time of the assessment were occupied by persons with hearing or vision impairment.

Guam's PHA's process for offering accessible units as they become vacant is as follows:

Before offering such a unit to a non-disabled applicant, GHURA must offer:

1. First, to a current resident of another unit under one of the PHA's public housing development who has a disability that requires the accessibility features of the available unit and is currently occupying a unit that does not have such features; if no such occupant exists, then the unit will be offered to
2. Second, an eligible qualified applicant on the waiting list having a disability that requires the features of the available accessible unit.

Guam's PHA further stipulates that a non-disabled applicant offered an accessible unit may be required as stipulated in their lease agreement to move to a non-accessible unit when such a unit becomes available.

### **Most immediate needs of residents of Public Housing and Housing Choice voucher holders**

Based on the table above, the most immediate needs are for residents to improve their income. The average income for a Public Housing resident is \$11,522. For residents under the Section 8, the average income is \$8,788.33; average income for HUDVASH residents is \$6,572.46; and FUP is \$8,731.27. These averages are well below HUD's extremely-low income level at 30% AMI. On average, residents in Section 8 require the subsidized assistance much longer by about 8 years followed by FUP voucher holders whose average use of the voucher is 6 years. Given the information above, residents who are not increasing their income will have a harder time finding other permanent housing that isn't subsidized by the federal government.

### **How do these needs compare to the housing needs of the population at large**

The median earnings in 2009 for the civilian employed population 16 years and older is \$27,390. Compared to residents in Public Housing and Section 8, it is doubled or even tripled that of the civilian income earner. Looking at the population at large, 12% of the households spend between 31% - 50% of their income on housing; another 15% spend more than 50% of their income on housing.

### **Discussion**

Guam continues to maintain its housing units to meet the 5% of dwelling units for persons with mobility impairments. As units become available or vacant, the island will assess its needs for additional accessible units based on the needs of the community.

## NA-40 Homeless Needs Assessment – 91.205(c)

### Introduction:

Guam's latest Point-in-Time (PIT) Count was conducted on January 30, 2015. Although this is not an accurate count of homeless persons on Guam, the data captured persons experiencing homelessness on a given night. According to Guam's last PIT count, there were 1,280 persons who are homeless. Eighty-six persons were living in Guam's emergency or transitional housing programs. The remaining 1,194 were unsheltered or living in places not meant for human habitation.

### Homeless Needs Assessment

Population	Estimate the # of persons experiencing homelessness on a given night		Estimate the # experiencing homelessness each year	Estimate the # becoming homeless each year	Estimate the # exiting homelessness each year	Estimate the # of days persons experience homelessness
	Sheltered	Unsheltered				
Persons in Households with Adult(s) and Child(ren)	910	64	1,000	200	60	183
Persons in Households with Only Children	0	1	3	0	0	0
Persons in Households with Only Adults	28	22	320	100	25	66
Chronically Homeless Individuals	27	0	26	3	1	0
Chronically Homeless Families	31	0	20	5	2	0
Veterans	25	1	30	2	41	0
Unaccompanied Child	0	1	1	4	0	0
Persons with HIV	0	0	9	0	0	0

**Table 26 - Homeless Needs Assessment**

**Data Source Comments:** Information was obtained from Guam's Homeless Management Information System and the 2015 Point-in-Time Count. Data on persons with HIV/AIDS were obtained from the DPHSS' Bureau of Communicable Disease Control.

Indicate if the homeless population is: Has No Rural Homeless

**If data is not available for the categories "number of persons becoming and exiting homelessness each year," and "number of days that persons experience homelessness," describe these categories for each homeless population type (including chronically homeless individuals and families, families with children, veterans and their families, and unaccompanied youth):**

Guam utilized data from the Homeless Management Information System (HMIS) to obtain data on the "number of persons becoming and exiting homelessness each year." Data was extracted from the island's emergency and transitional housing programs who enter client-level information on the homeless persons they serve.

## Nature and Extent of Homelessness: (Optional)

<b>Race:</b>	<b>Sheltered:</b>	<b>Unsheltered (optional)</b>
White	4 (5%)	7 (1%)
Black or African American	1 (1%)	3 (<1%)
Asian	2 (2%)	44 (4%)
American Indian or Alaska Native	0	1 (<1%)
Pacific Islander	79 (91%)	1,112 (93%)
Multiple Races	1 (1%)	26 (22%)
<b>Ethnicity:</b>	<b>Sheltered:</b>	<b>Unsheltered (optional)</b>
Hispanic	0	6 (1%)
Not Hispanic	87 (100%)	1,187 (99%)

**Data Source**

Guam's HMIS provided information on the nature and extent of homelessness through data derived from the 2015

**Comments:**

Point-in-Time Count.

## Estimate the number and type of families in need of housing assistance for families with children and the families of veterans.

Guam has a total of 180 family households that are in need of housing assistance. Of that, 5 households are veteran families. The total number of persons in these households is 974. Of that, 53% are children under the age of 18.

On Guam, there are over 14,000 individuals who are active duty, or have served as active duty in the past, or are in training for the Reserves or National Guard. Seventy-three percent who are currently serving active duty are between the ages of 18 – 34. The island is in receipt of a total of 41 HUDVASH vouchers. Thirty-one are in use, eight vouchers have been assigned to an eligible veteran who is actively searching for a unit, and two remain available. During the last PIT count, Guam identified a total of 5 homeless veteran family households. Of that, 1 was a chronically homeless veteran family. The average household size for a veteran family is 5.

## Describe the Nature and Extent of Homelessness by Racial and Ethnic Group.

Pacific Islander/Native Hawaiian groups comprise of 93% of the unsheltered homeless population and 91% of the sheltered population. Breaking down the ethnic groups further, Guam finds that Chamorro and Chuukese ethnic groups make up the highest of those who are homeless with 93% and 91% respectively. Given the data, 0.09% of the total Chamorro population is homeless while 0.03% of the total Chuukese population is homeless.

## Describe the Nature and Extent of Unsheltered and Sheltered Homelessness.

A comparison of the 2014 and 2015 PIT count revealed a 3% decrease in its unsheltered count from 1230 to 1193. Additionally, there was a 31% decrease in Guam's sheltered count. Although the total number of family households remained the same at 180 for both 2014 and 2015 counts, there was a slight decrease of 5% in the total number of persons in these households. The average size of family households is 5. Another comparison of households with adults only revealed a 5% increase but a 7% decrease in the total number of persons counted in these households. Figure 9 provides the breakdown for each household type.

<b>Figure 9. Comparison of Sheltered and Unsheltered Count</b>						
	<b>2014 PIT Count</b>			<b>2015 PIT Count</b>		
<b>Household Type</b>	<b>Sheltered</b>	<b>Unsheltered</b>	<b>Total</b>	<b>Sheltered</b>	<b>Unsheltered</b>	<b>Total</b>
Total Number of Households with at Least One Adult and One Child	20	160	<b>180</b>	14	166	<b>180</b>
Total Number of Persons in Households with at Least One Adult and One Child	89	935	<b>1024</b>	64	910	<b>974</b>
Total Number of Households without Children	32	164	<b>196</b>	21	186	<b>207</b>
Total Number of Persons in Households without Children	33	295	<b>328</b>	22	283	<b>305</b>
Total Number of Households with Only Children	4	0	<b>4</b>	1	0	<b>1</b>
Total Number of Persons in Households with Only Children	4	0	<b>4</b>	1	0	<b>1</b>

## Discussion:

The slight decrease may have been due to the U.S. Veteran Affairs' Supportive Services for Veterans and their Families grant which was awarded for the first time to the island in October of 2014. These funds provide financial assistance to assist homeless veterans and their families with housing as well as other eligible expenses under the grant. Additionally, the island added 30 emergency shelter beds for families to its inventory in October 2014.

Lastly, Guam placed in service 155 affordable rental units through the Low Income Housing Tax Credit Program. The island anticipates to place in service an additional 240 affordable rental units for the elderly by the end of 2015. The injection of affordable rental units may have provided an opportunity for homeless families with income to avail of the affordable rental and thus may have contributed to the decrease in homelessness.

## **NA-45 Non-Homeless Special Needs Assessment - 91.205 (b,d)**

### **Introduction:**

In this section, Guam discusses the housing needs of special needs populations. HUD identifies special needs populations to comprise of elderly persons age 62 years and older, frail elderly, persons with disabilities (mental, physical, developmental, persons with HIV/AIDS and their families), persons with alcohol or other drug addiction, public housing residents, and victims of domestic violence, dating violence, sexual assault, and stalking.

### **Describe the characteristics of special needs populations in your community:**

#### Elderly (62 years and older)

HUD defines an elderly to be an individual who is 62 years and older. On Guam, there are a total of 14,400 persons who are elderly. Twenty-one percent of the island's elderly are at HUD's low-and moderate-income level.

Guam saw a significant increase in householders who are 65 years of age and above by 39% for owner occupied housing and 37% for renter occupied housing. Of notable increase are householders 85 years and over. Guam saw a change in this age group in both owner and renter occupied housing. Householders who are 85 years and above increased by 149% for those in owner occupied housing and 189% for renter occupied housing (see Figure 5).

#### Persons with Disabilities

Of the total civilian non-institutionalized population, 7% of adults 18 years and older have a disability and 1% of children under the age of 18 are disabled. Of the total civilian non-institutionalized population who are 65 years and older, 38% have a disability. Sixty-eight percent of disabled adults are Pacific Islanders/Native Hawaiians; 80% are Chamorros. Twenty-six percent of disabled adults are Asians; 83% are Filipinos. According to the U.S. Census Bureau, 2010 Guam Census, only 45% of disabled adults are employed while 69% of non-disabled adults are working.

Guam also finds through its 2015 PIT count that a total of 58 households are chronically homeless; 53% are family households with an average household size of 4. All chronic homeless households counted in the past PIT count were unsheltered. Seventeen adults were identified as having a serious mental illness; 76% were unsheltered at the time of the count.

According to HUD, a chronically homeless individual or in the case of a family household, an adult head of household (or if there is no adult in the family, a minor head of household) who (i) is homeless and lives in a place not meant for human habitation, a safe haven, or in an emergency shelter; and (ii) has been homeless and living or residing in a place not meant for human habitation, a safe haven, or in an emergency shelter continuously for at least one year or on at least four separate occasions in the last 3

years; and (iii) can be diagnosed with one or more of the following conditions: substance use disorder, serious mental illness, developmental disability (as defined in section 102 of the Developmental Disabilities Assistance Bill of Rights Act of 2000 (42 U.S.C. 15002)), post-traumatic stress disorder, cognitive impairments resulting from brain injury, or chronic physical illness or disability.

#### Persons with Alcohol or Other Drug Addiction

Guam's 2015 PIT count identified a total of 35 adults who reported having a substance abuse disorder; 76% are unsheltered. Additionally, the Elim Pacific Ministries' Empowered Together and Oasis Empowerment Center provided substance abuse treatment services to 65 women of which 26% were dual diagnosed and 10% had a chronic physical disorder in 2014. The Salvation Army's Lighthouse Recovery Center provided residential treatment to 79 men with substance abuse treatment, outpatient services to 142 men, and social detoxification to 14 men in 2014. The Guam Behavioral Health and Wellness Center's (GBHWC's) Community Support Services division identified serving roughly 50 individuals with substance abuse related disorders in 2014. It is important to note that the GBHWC contracts to Elim Pacific Ministries, The Salvation Army, and Sanctuary Incorporated to provide substance abuse treatment services.

See Discussion below for further information about the characteristics of Persons with HIV/AIDS and Their Families and Victims of Domestic Violence, Sexual Assault, and Stalking

### **What are the housing and supportive service needs of these populations and how are these needs determined?**

#### Elderly (62 years and older)

Currently, Guam operates the Guma Trankilidat, a project-based rental assistance program that has a total of 49 units available for the elderly and adults with disabilities. This program is limited to very-low income whose head of household, spouse, or sole member is elderly or person with a disability. Additionally, of the 750 Public Housing units, 82 are for the elderly.

By the end of 2015, Guam will inject an additional 240 low-income elderly housing units, consisting of one and two-bedroom floor plans and one full bath. The units will be equipped with solar power and energy efficient lighting to help reduce cost. The units are located off Lada Avenue and Teresita Lane in Dededo with easy access to regional and public health facilities, major shopping centers, and police and fire stations in northern Guam.

#### Persons with Disabilities

##### *Public Housing Units*



As stated earlier, Guam manages 49 project-based rental units through the Guma Trankilidat program. Of the 49 units, 5 are accessible for persons with mobility impairments. Additionally, each of GHURA's 4 AMP sites is also equipped with at least 5% of public housing units that are accessible for persons with mobility impairments.

#### *Continuum of Care (CoC) Homeless Programs*

Guam operates a total of 60 permanent supportive housing beds for homeless individuals and families with disabilities. Fifty-five percent of these beds are tenant based rental assistance vouchers in which eligible homeless individuals and families with disabilities can be referred by any participating member organization of the Guam Homeless Coalition. GHURA manages the voucher while the participating member organization or service provider is responsible for providing case management and making available other support services such as substance abuse treatment.

#### Persons with Alcohol or Other Drug Addiction

##### *Continuum of Care Homeless Programs*

The permanent supportive housing programs available through the CoC for persons with alcohol or drug addiction include the Empowered Together Program for women, Forrester's Refuge for youth, and the Housing First Rental Assistance Program which is available to all homeless persons with disabilities.

##### *Other Community Programs*

Guam has in operation a residential transitional substance abuse treatment programs for adult men and women with substance abuse issues, namely the Oasis Empowerment Center for women, and the Lighthouse Recovery Center for men.

### **Discuss the size and characteristics of the population with HIV/AIDS and their families within the Eligible Metropolitan Statistical Area:**

#### Persons with HIV/AIDS and Their Families

Guam does not receive HOPWA (Housing Opportunity for Persons with AIDS) funds through HUD. However, it does receive federal funds for the Ryan White HIV/AIDS Program (RWHAP) which is managed through the DPHSS. This program provides medical case management, outpatient/ambulatory health services, antiretroviral medications, medical transportation services, and food vouchers for low-income individuals living with HIV/AIDS. A survey conducted in 2011 of Ryan White clients, 14% indicated a need for stable and affordable housing as some were living in overcrowded or unsuitable sanitary conditions which would have interfered with the patient's health. The DPHSS is currently working on another survey that will address the needs of this population that addresses housing, healthcare, transportation, and other areas of need. The DPHSS Bureau of Communicable Disease

Control has recently participated in the Guam Homeless Coalition, the island's Continuum of Care, to discuss the housing needs of homeless persons with HIV/AIDS.

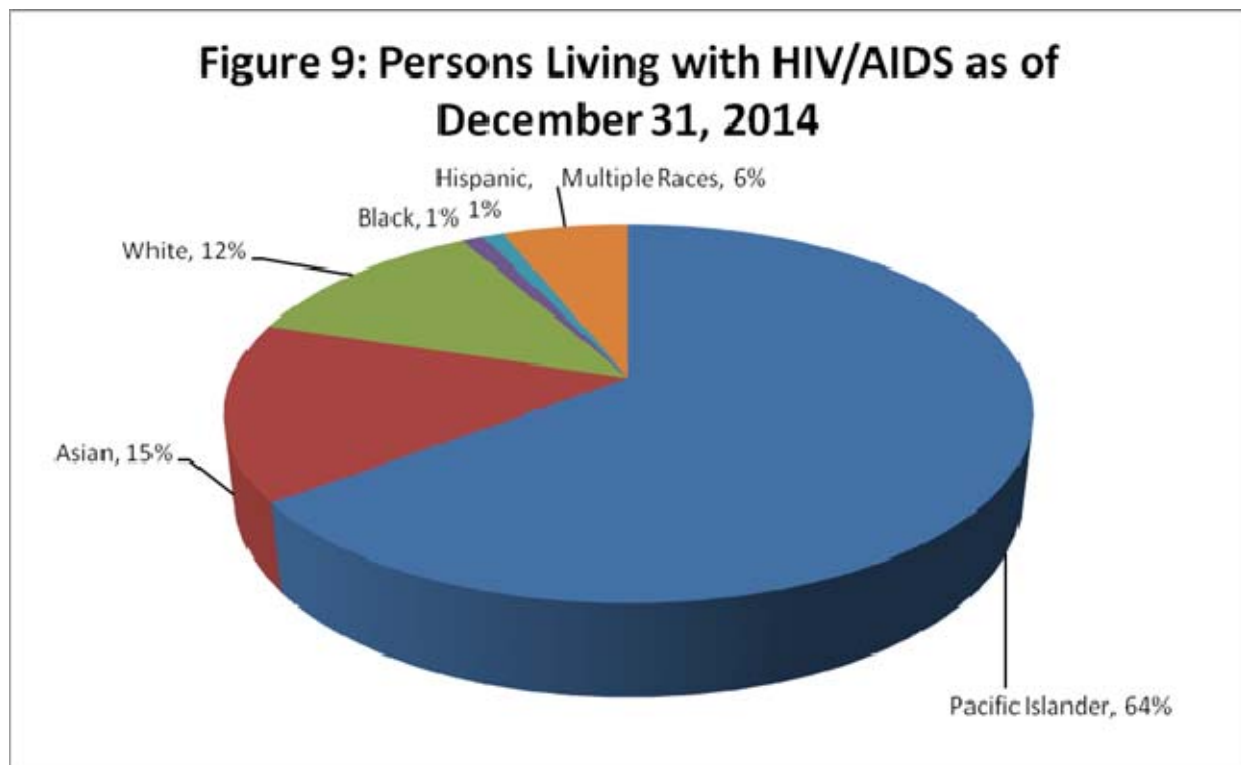
Guam is not seeking funding under the HOPWA program as it does not have an eligible metropolitan statistical area.

### **Discussion:**

Guam continues to administer the LIHTC program and is currently accepting applications with \$2.6M of program credits available for 2015. Applicants are given preference points for serving the lowest income tenants and projects obligated to serve qualified tenants for the longest periods.

### Persons with HIV/AIDS and Their Families

According to the Department of Public Health and Social Services' (DPHSS) Ryan White Statewide Coordinated Statement of Need (SCSN) and Comprehensive Plan, there were 225 reported cases of HIV/AIDS as of December 2010. Furthermore, the DPHSS HIV Surveillance report through December 31, 2014 indicates a total of 253 cases diagnosed/reported on Guam from 1985 – 2014; 67 are persons who are living with HIV/AIDS and are presumed to be alive. It is reported that there is an average of 5 new cases reported/diagnosed per year. Figure 10 below shows the ethnic groups of HIV/AIDS cases diagnosed from 2003-2012.



### Victims of Domestic Violence, Dating Violence, Sexual Assault, and Stalking

A random survey was conducted across the United States and its territories, including Guam, on September 17, 2013, to collect information from 1,649 domestic violence programs. The Guam Coalition Against Sexual Assault & Family Violence released details from the “Domestic Violence Counts 2013: A 24-hour Census of Domestic Violence Shelters and Services,” which revealed that on September 17, 2013, 26 domestic violence victims and their children received services in one day; 13 calls to domestic violence hotlines were answered; 1 individual was educated on domestic violence during trainings conducted by local programs; 2 requests from domestic victims were turned down because programs did not have the resources to provide them, including requests for emergency shelter, housing, transportation, childcare and legal representation; and the majority of unmet requests were from victims who chose to flee their abusers, and were seeking safe emergency or transitional housing.

The report further identified that victim service providers reported that when services are not available, 60% return to their abuses, 27% become homeless, and 11% end up living in their cars.

## **NA-50 Non-Housing Community Development Needs – 91.215 (f)**

### **Describe the jurisdiction's need for Public Facilities:**

Guam has identified several Priorities and Goals for the next five years that address the need for Public Facilities.

#### **Make Suitable Living Environments Available and Accessible**

- Acquire, construct or rehabilitate facilities to serve low-and moderate-income communities and special needs populations
- *Community Centers, Health Centers, Sports and Recreational Facilities, Community Learning and Resource Centers, Emergency and Transitional Shelters, Substance Abuse and Residential Treatment, Drop-In Center, Safe Haven*

#### **Sustain Access to Suitable Living Environments Serving Low-and Moderate-Income Individuals and Special Needs Populations**

1. Improve access to public, health, and safety service in low-and moderate-income neighborhoods through the construction or rehabilitation of public health and safety facilities

#### **How were these needs determined?**

Guam addresses the needs of these low/moderate income areas by acquiring, constructing, or rehabilitating facilities that will benefit such populations, especially those with special needs. As stated earlier, 58% of Guam's villages meet HUD's LMA as a whole. Although, the remaining 8 villages do not meet HUD's LMA as a whole, certain Tract and Block groups in these villages meet HUD's LMA where 51% or more of the residents in these areas are at the low-and moderate-income level.

Over the last five years, Guam has funded several public facilities and improvement projects that served the elderly, victims of abuse and neglect, community centers, conversion of vacant or abandoned staff housing into affordable rental, youth center, and several village recreational facilities. In total, Guam invested over \$6M in CDBG funds to meet the needs of various special needs populations and low-and moderate-income neighborhoods.

This PY2015 Action Plan cycle identified several public facilities proposed projects to include the construction of the new Guam Police Department (GPD) Command Center or Central Precinct, rehabilitation and expansion of the Tamuning Community Center, construction of the Inarajan Multipurpose Gym, the DPHSS' Inarajan Senior Citizens Center and Adult Day Care Expansion project, the rehabilitation/upgrade of the Astumbo and Yigo Gyms, and Government of Guam Association of Retired Persons new construction of the Manamko' Legacy Center. The total request of CDBG funds for Public Facilities and Improvement was \$7.2M. This Action Plan Year, Guam received \$3,036,355 with only \$2.1M available for Public Facilities and Improvement projects.

## **Describe the jurisdiction's need for Public Improvements:**

### **Make Suitable Living Environments Available and Accessible**

1. Support infrastructure improvements to aid the public transportation system in areas where low-and moderate-income residents are concentrated

### **Sustain Access to Suitable Living Environments Serving Low-and Moderate-Income Individuals and Special Needs Populations**

1. Improve sustainability of suitable living environments by addressing conditions which have contributed to deterioration of an area or an area that is designated as a slum or blighted area

## **How were these needs determined?**

Guam has identified to support the infrastructure improvements to aid the public transportation system in areas where low-and moderate-income persons are concentrated. Currently, the Guam Regional Transit Authority is finalizing a multi-step bid package which would allow the agency to enter into a 2-year contract with a bus provider followed by three one-year renewal options. Several issues with Guam's public transportation system include inconsistent bus schedules, long waiting periods, and inadequate buses.

Additionally, Guam has identified addressing areas that have deteriorated ~~and~~ or are designated as a slum or blighted area under local law and have met the provision of CDBG's 24 CFR §570.483(c)(1) or §570.483(c)(2).

The projects made known to the agency during Guam's PY2015 NOFA cycle addressed several community needs to include the lack of a recreational facility in the village of Inarajan, emergency shelter needs of storm or disaster victims, public safety, and increased services to the elderly.

## **Describe the jurisdiction's need for Public Services:**

### **Make Suitable Living Environments Available and Accessible**

1. Operational support of facilities providing services to special needs populations

### **Sustain Access to Suitable Living Environments Serving Low-and Moderate-Income Individuals and Special Needs Populations**

1. Improve sustainability of a suitable living environments by supporting programs that enhance crime awareness

2. Support the work of organizations that provide services that sustain suitable living environments and enhance the quality of life of very-low and low-income individuals, and special needs populations
3. Support the work of organizations that aim to reduce and end homelessness

### **How were these needs determined?**

Nineteen percent of households are living below the poverty level; 67% are households with children below the age of 18. Seventy percent of these households are renting. Additionally, as per Guam's 2015 PIT count, there are 1,280 persons who are homeless; 80% are from family households. Additionally, 58% of Guam's villages comprise of at least 51% of its residents who are low-and moderate-income.

Over the last five years, Guam has funded several public service projects to include a residential transitional substance abuse treatment program, a permanent supportive housing for homeless individuals with severe mental illness, the island's only comprehensive homeless data collection system, homeless prevention and rapid re-housing service provider, and a site-based youth and enrichment program. Approximately, \$1.1M was invested to meet the needs of the island's homeless, addicted, disabled, and low-and moderate income persons.

# Housing Market Analysis

## MA-05 Overview

### Housing Market Analysis Overview:

#### Supply, Demand, and Condition and Cost of Housing

Guam currently has a total of 50,567 housing units of which 32% are rental units. Fifty-eight percent of occupied units have 3 or more bedrooms; 31% are 2-bedroom units; 9% are 1-bedroom units; and 2% are efficiency type units or units with no bedrooms. Twenty-nine percent of the units were built from 1980 – 1999. Since 2000 - 2010, the number of units added to the market increased by 10%. Guam has increased the market supply of housing by adding an additional 425 affordable rental units through the LIHTC program and through the rehabilitation of former teacher staff housing.

#### Housing Stock for Persons with Disabilities and Other Special Needs

##### *Public Housing Units*

As stated earlier, Guam manages 49 project-based rental units through the Guma Trankilidat program. Of the 49 units, 5 are accessible for persons with mobility impairments. Additionally, each of GHURA's 4 AMP sites is also equipped with at least 5% of public housing units that are accessible for persons with mobility impairments.

##### *LIHTC*

By the end of 2015, Guam will inject an additional 240 units into the market specifically for elderly persons 62 years and older.

##### *Continuum of Care (CoC) Homeless Programs*

Guam operates a total of 60 permanent supportive housing beds for homeless individuals and families with disabilities. Fifty-five percent of these beds are tenant based rental assistance vouchers in which eligible homeless individuals and families with disabilities can be referred by any participating member organization of the Guam Homeless Coalition. GHURA manages the voucher while the participating member organization or service provider is responsible for providing case management and making available other support services such as substance abuse treatment.

#### Condition and Needs of Public and Assisted Housing

Guam manages over 750 Public Housing units of which 49 are project-based units for the elderly and adults with disabilities. A Section 504 assessment was completed for all of Guam's Public Housing sites

which identified all sites to be in compliance with maintaining 5% to meet the needs of persons with mobility impairments. Because of the year the Public Housing units were constructed, Guam was not mandated to meet the 1% requirement of units that are accessible for the hearing and visually impaired. However, Guam will address the need for such accessibility as at the time of the assessment no units were occupied by persons with hearing or visual impairments.

#### Facilities, Housing, and Services that Meet the Needs of Homeless Persons

Guam has in its inventory, 82 year-round emergency shelter beds for households with adults and children; 21 year-round emergency beds for households with adults only; and 18 year-round emergency shelter beds for unaccompanied youth. According to HUD, a youth is identified as individuals less than 25 years of age. Transitional housing beds cover housing for a period of up to 24 months. Guam has a total of 22 year-round transitional housing beds for households with only adults and 1 year-round bed for veterans. Permanent supportive housing (PSH) beds are identified for individuals and families with disabilities who require the supports that are made available with the housing. These supports consist of case management, counseling, referral and assistance to mainstream benefits, life skills training, and substance abuse treatment. Of the total inventory of PSH beds, 27 are for households with adults and children; 93 are for households with only adults; 78 are set aside for chronically homeless households; and 34 are identified for veterans.



## MA-10 Number of Housing Units – 91.210(a)&(b)(2)

### Introduction

This section details the supply of housing currently in the market, as well as the number of housing units by unit size (number of bedroom) and tenure type. In total, there are 50,567 residential properties on Guam. Of that, 16,301, or 32% are rental properties.

### All residential properties by number of units

Property Type	Number	%
1-unit detached structure	27,241	54%
1-unit, attached structure	7,321	14%
2-4 units	4,239	8%
5-19 units	4,716	9%
20 or more units	6,345	13%
Mobile Home, boat, RV, van, etc	650	1%
<b>Total</b>	<b>50,512</b>	<b>100%</b>

**Table 27 – Residential Properties by Unit Number**

Data Source Comments: U.S. Census Bureau, 2010 Guam Census

### Unit Size by Tenure

	Owners		Renters	
	Number	%	Number	%
No bedroom	208	1%	655	3%
1 bedroom	919	4%	2,783	13%
2 bedrooms	4,097	19%	8,815	42%
3 or more bedrooms	15,916	75%	8,633	41%
<b>Total</b>	<b>21,140</b>	<b>99%</b>	<b>20,886</b>	<b>99%</b>

**Table 28 – Unit Size by Tenure**

Data Source Comments: U.S. Census Bureau, 2010 Guam Census

### Describe the number and targeting (income level/type of family served) of units assisted with federal, state, and local programs.

Approximately, 3,143 of units that are currently in use are assisted with federal, state, and local programs. These units consist of Guam's Public Housing, Housing Choice Voucher Program /Section 8, HUDVASH, FUP, Vouchers for Persons with Disabilities, CoC permanent supportive housing programs, and ESG.

These programs assist individuals and families with extremely-low to low-incomes with some programs such as the HUDVASH, CoC, and ESG targeting folks who are homeless. FUP, on the other hand, targets

families who are reuniting with their child or children but in order to do so must have adequate housing in place which prompts referrals from DPHSS to the FUP.

**Provide an assessment of units expected to be lost from the affordable housing inventory for any reason, such as expiration of Section 8 contracts.**

Guam does not anticipate losing any units from its inventory. Guam intends to convert 112 of its Section 8 vouchers which become available for use by income eligible elderly. These vouchers will be utilized to occupy the newly developed Summer Town elderly affordable housing units which were funded through the LIHTC program.

**Does the availability of housing units meet the needs of the population?**

In November 2011, Guam had recorded more than 4,000 families on the waitlist for Section 8. To date, there are currently about 1,600 families who are on the waitlist for Section 8. This number has reduced dramatically since then but not because families were assisted with housing, but primarily because they failed to notify GHURA of their intent to remain in the program. As a result, these families were removed from the list. Annually, the turnover rate is 8. This means that families, for whatever reason, drop out of the program leaving the Section 8 voucher available for use by another eligible family. Two years ago, the turnover rate was 18%. An 8% turnover rate basically means that families continued to earn less than the program threshold in the last 12 months and therefore remain in the program until such time that they don't qualify any longer, violate program policies, or decide to leave the program on their own free will.

According to Guam's Public Housing Agency (PHA) 5-Year Plan and Annual Plan and Capital Fund 5-Year Plan, there were a total of 1,173 on the waitlist for public housing. Forty-two percent are requesting for Guam's centrally located public housing units in the villages of Agana Heights, Mongmong, Sinajana, and Asan while 37% are requesting for housing in Toto or Dededo. Very few, roughly 11% remain on the waitlist for units in the southern part of the island. This is no surprise as given the current situation of the public transportation system and the distance from southern villages to major shopping malls and employment, many prefer to wait for an available unit in one of Guam's centrally located public housing units than for a unit located down south despite that units tend to be available more often in those areas.

**Describe the need for specific types of housing:**

The need of future housing is closely linked to the population change. There has been a slight increase in Guam's population when comparing the 2000 and 2010 decennial Census. Not much has changed since the last PIT count, with only a 6% decrease from the last PIT count. The count itself is not accurate as it is only a snapshot of a single night's count.

Guam has injected a total of 155 affordable rental units through the LIHTC program and intends to inject an additional 240 elderly affordable housing units. Guam finds the need for the following specific types of housing:

- Affordable housing for low-to-moderate income families earning.
- Permanent supportive housing for homeless individuals and families with disabilities
- Subsidized rental options for individuals and families who cannot afford market rent
- Affordable housing for non-homeless disabled persons

## **Discussion**

The Government of Guam currently does not have any centrally located properties in its possession. Most Government owned properties are located in the northern part of the island. Continued development in the northern and southern part of the island will require a comprehensive plan to connect affordable housing and reliable public transportation.

Additionally, Guam relies heavily on imported resources which increase the cost of construction to build homes making homeownership difficult for many low-income families. The average cost to construct a home, excluding the price of the land, to connect utilities and sewer, for example, ranges from \$100,000 to \$150,000. In an attempt to address the issues families face to build a home, the Government through the Chamorro Land Trust Commission and Department of Land Management's (DLM) Land for the Landless Program have leased or deeded property for residential use. A total of 56 acres of land have been leased or deeded to eligible families. Through the use of HOME funds, GHURA has created the Acquisition and Rehabilitation program where federal funds are used to acquire homes and rehabilitate them and place them back into the market as affordable homeownership. To date, Guam has acquired a total of 11 homes and has rehabilitated 6. The Guam Housing Corporation has also made homeownership a reality for many assisting a total of 151 first-time homeowners between FY2013 – FY 2014 with down payment assistance and/or closing costs for their mortgage loan.

## MA-15 Housing Market Analysis: Cost of Housing - 91.210(a)

### Introduction

This section addresses the cost of housing, housing affordability, and monthly rent according to HUD's current Fair Market Rent and HOME Rents. According to Table 28, most rental contracts rent for between \$500-999 per month, followed by rental contracts less than \$500 per month. More importantly, Table 29 shows that very few households in one of HUD's income categories can afford their monthly rent or mortgage.

### Cost of Housing

	Base Year: 2000	Most Recent Year: 2010	% Change
Median Home Value	171,900	216,100	26%
Median Contract Rent	645	661	2%

Table 29 – Cost of Housing

Data Source Comments: U.S. Census Bureau, 2010 Guam Census

Rent Paid	Number	%
Less than \$500	4,195	0.0%
\$500-999	7,868	0.0%
\$1,000-1,499	1,667	0.0%
\$1,500-1,999	1,398	0.0%
\$2,000 or more	1,173	0.0%
<b>Total</b>	<b>16,301</b>	<b>0.0%</b>

Table 30 - Rent Paid

Data Source Comments: U.S. Census Bureau, 2010 Guam Census

### Housing Affordability

% Units affordable to Households earning	Renter	Owner
30% HAMFI	950	No Data
50% HAMFI	950	60
80% HAMFI	2,010	480
100% HAMFI	No Data	230
<b>Total</b>	<b>3,910</b>	<b>770</b>

Table 31 – Housing Affordability

Data Source Comments: 2010 Census Bureau, 2010 Guam Census

## Monthly Rent

Monthly Rent (\$)	Efficiency (no bedroom)	1 Bedroom	2 Bedroom	3 Bedroom	4 Bedroom
Fair Market Rent	812	871	1,064	1,550	1,853
High HOME Rent	679	729	879	1,011	1,110
Low HOME Rent	537	576	691	798	893

**Table 32 – Monthly Rent**

**Data Source Comments:** U.S. Census Bureau, 2010 Guam Census

## Is there sufficient housing for households at all income levels?

According to Table 29, of the households under each of HUD's income limits, 3,910 of renter households and 770 owner households can afford their housing costs. This means that households under HUD's income limits are spending no more than 30% of their income on housing. Figure 9 below shows 37% of owner households and 49% of renter households are spending more than 30% of their income on housing. This equates to a total of 12,244 renter and owner households.

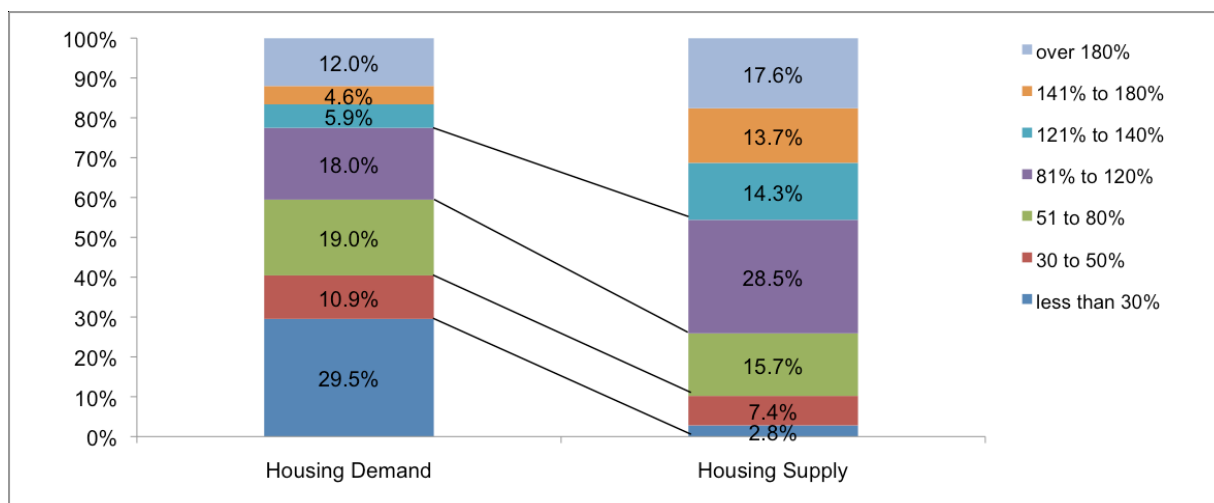
<b>Figure 11:</b>		Owner Costs as a Percentage of Income				
		Less than 20.0%	20.0 - 24.9%	25.0 - 29.9%	30.0 - 34.9%	35.0% or more
Income Range						
Less than \$10,000		0	0	0	0	278
\$10,000 - \$19,999		1	1	1	8	499
\$20,000 - \$29,999		7	20	28	50	649
\$30,000 - \$39,999		34	55	76	103	684
\$40,000 - \$49,999		84	118	146	164	501
\$50,000 - \$59,999		172	184	212	165	356
\$60,000 - \$74,999		393	400	349	205	304
\$75,000 or more		3651	1116	541	238	287
		Gross Rent as a Percentage of Income				
		Less than 20.0%	20.0 - 24.9%	25.0 - 29.9%	30.0 - 34.9%	35.0% or more
Income Range						
Less than \$10,000		43	10	18	13	1255
\$10,000 - \$19,999		145	88	105	122	1896
\$20,000 - \$29,999		273	199	305	309	1445
\$30,000 - \$39,999		400	378	389	315	785
\$40,000 - \$49,999		544	362	275	147	439
\$50,000 - \$59,999		667	286	133	69	280
\$60,000 - \$74,999		844	202	105	80	269
\$75,000 or more		1810	322	188	139	190

Figure 11 portrays the number of renter households under each Census income category and the maximum affordable rent based. The affordable rental amount was based on a household utilizing no more than 30% of their income on housing. Figure 11 indicates the number of households who are paying the indicated contracted amount per month. For example, there are roughly 1,677 rental units available for households earning an annual income of \$20,000 - \$29,999. The current number of renters in this income range is 2,531 which would indicate a shortage of roughly 854 units.

Guam conducted a Comprehensive Housing Study in August of 2009 which addressed the demand and supply of housing. Although the study was conducted 5 years ago, Guam feels Figure 14 to give a realistic portrayal of the current housing supply/demand situation on Guam. According to the table, the last three income groups at the bottom of each column make up HUD's low-and moderate-income group. Based on the diagram, there were far more housing demands than was available for HUD's extremely-low to low-income families. The top three income groups represent households with incomes above 120% of Guam's AMI. The supply for these income groups were tripled what they actually needed. For purposes of this Plan, the HUD income limits used for this Plan were from FY2009. Guam noted only slight changes in the income limits when comparing FY2009 and FY2015. For example, in FY2009, a family of four under HUD's extremely-low income limit was earning no more than \$18,900 per year. In FY2015, a family of four is categorized under HUD's extremely-low income limit if they are earning less than or equal to \$18,600. Comparing the two FYs, there is a \$300 difference or, 2% decrease from the FY2009 limits.

<b>Figure 12:</b>			Maximum Affordable Rent (at 30% of income)	
Income Range	Renter Number	Percent		
Less than \$10,000	1339	8%	\$	250
\$10,000 - \$19,999	2356	15%	\$	375
\$20,000 - \$29,999	2531	16%	\$	625
\$30,000 - \$39,999	2267	14%	\$	875
\$40,000 - \$49,999	1767	11%	\$	1125
\$50,000 - \$59,999	1435	9%	\$	1375
\$60,000 - \$74,999	1500	9%	\$	1690
\$75,000 or more	2649	17%	\$	2060
<b>Total</b>	<b>15844</b>	<b>100%</b>		

<b>Figure 13: GROSS RENT</b>	Renter - occupied Housing Units
<b>Less than \$200</b>	338
<b>\$200 to \$299</b>	385
<b>\$300 to \$399</b>	605
<b>\$400 to \$499</b>	788
<b>\$500 to \$599</b>	1,309
<b>\$600 to \$699</b>	1,677
<b>\$700 to \$799</b>	1,699
<b>\$800 to \$899</b>	1,706
<b>\$900 to \$999</b>	1,322
<b>\$1,000 to \$1,249</b>	2,074
<b>\$1,250 to \$1,499</b>	1,045
<b>\$1,500 or more</b>	3,353



**Figure 14. Demand and Housing Supply by HUD Income Ranges, 2009**

Source: Guam Housing Demand Survey, 2009

### How is affordability of housing likely to change considering changes to home values and/or rents?

A comparison of the 2000 and 2010 Census reveals only a slight change in the median contract rent and a 26% increase in the median home value. Although the median contract rent has not changed, Guam continues to inject affordable rental unit through the LIHTC program. In 2014, Guam added a total of 155 affordable rental units and plans to add an additional 240 elderly affordable rental units.

Figure 10:	Base Year: 2000	Most Recent Year: 2010	% Change
Median Contract Rent	645	661	2%
Median Home Value	171900	216100	26%

### How do HOME rents / Fair Market Rent compare to Area Median Rent? How might this impact your strategy to produce or preserve affordable housing?

Guam's high and low HOME rents are priced within a range where there exists an abundance of housing already in the market. According to Table 28, 48% of rental units are priced within the \$500-\$999 monthly rental amount.

#### Monthly Rent

Monthly Rent (\$)	Efficiency (no bedroom)	1 Bedroom	2 Bedroom	3 Bedroom	4 Bedroom
Fair Market Rent	812	871	1064	1550	1853
High HOME Rent	679	729	879	1011	1110
Low HOME Rent	537	576	691	798	893

Data Source: HUD FMR and HOME Rents

## **Discussion**

For purposes of this Plan, Guam will address the following Priorities and Goals of Decent Affordable Housing:

### **Make Decent Housing Available and Accessible**

1. Acquire, construct, rehabilitate, or convert structures for use as housing for special needs populations and low-and moderate-income populations
2. Provide service enriched housing for special needs populations
3. Incorporate accessibility modifications to housing development for populations with disabling conditions
4. Increase programs for homeowner education and counseling
5. Identify and address barriers to Fair Housing
6. Support opportunities to increase or create new transit stations serving low/moderate income communities

### **Make Decent Housing Affordable**

1. Finance the acquisition, rehabilitation, construction, or conversion of structures for use as affordable housing for eligible homebuyers
2. Finance the acquisition, rehabilitation, construction, or conversion of structures for use as affordable rental housing
3. Promote mix-income and mix-use developments to promote diverse communities
4. Incorporate universal and energy efficiency design elements for affordable housing

### **Sustain the Stock of Decent Housing**

1. Stabilize and/or rehabilitate existing housing stock by incorporating energy efficient designs
2. 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 standards
3. Support financing programs that sustain the stock of affordable housing



## MA-20 Housing Market Analysis: Condition of Housing – 91.210(a)

### Introduction

Guam finds that most owner-occupied and renter-occupied units were constructed between 1980-1999, 32% and 54% respectively. Since then, there has not been a large decrease in housing construction with a 60% decrease in owner-occupied construction and 75% decrease in renter-occupied construction. Thirty-three percent of owner-occupied and 32% of renter-occupied housing was constructed before 1979 which would indicate the possibility of lead-based paint hazard.

### Definitions

Guam defines a “standard” housing to be a structure that meets the International Building Code. Given the weather conditions and natural disasters such as Typhoons and earthquakes, structures must withstand winds of at least 170mph and seismic zone 4.

### Condition of Units

Condition of Units	Owner-Occupied		Renter-Occupied	
	Number	%	Number	%
With one selected Condition	720	11%	1,860	27%
With two selected Conditions	150	2%	290	4%
With three selected Conditions	70	1%	100	1%
With four selected Conditions	30	0%	70	0%
No selected Conditions	5,540	85%	4,690	67%
<b>Total</b>	<b>6,510</b>	<b>100%</b>	<b>7,010</b>	<b>100%</b>

**Table 33 - Condition of Units**

Alternate Data Source Name:

U.S. Census Bureau, 2010 Guam Census

### Year Unit Built

Year Unit Built	Owner-Occupied		Renter-Occupied	
	Number	%	Number	%
2000 or later	2,320	19%	2,190	14%
1980-1999	5,760	48%	8,670	54%
1950-1979	3,880	32%	5,030	31%
Before 1950	40	0%	130	1%
<b>Total</b>	<b>12,000</b>	<b>99%</b>	<b>16,020</b>	<b>100%</b>

**Table 34 – Year Unit Built**

Alternate Data Source Name:

U.S. Census Bureau, 2010 Guam Census

### Risk of Lead-Based Paint Hazard

Risk of Lead-Based Paint Hazard	Owner-Occupied		Renter-Occupied	
	Number	%	Number	%
Total Number of Units Built Before 1980	5,161	86%	3920	80%
Housing Units build before 1980 with children present	820	14%	1,000	20%

**Table 35 – Risk of Lead-Based Paint**

**Alternate Data Source Name:**

U.S. Census Bureau, 2010 Guam Census

### Risk of Lead-Based Paint Hazard

### Vacant Units

	Suitable for Rehabilitation	Not Suitable for Rehabilitation	Total
Vacant Units	460	3,530	3,990
Abandoned Vacant Units	No data available	No data available	No data available
REO Properties	No data available	No data available	No data available
Abandoned REO Properties	No data available	No data available	No data available

**Table 36 - Vacant Units**

**Alternate Data Source Name:**

U.S. Census Bureau, 2010 Guam Census

**Data Source Comments:** Data is not maintained for Abandoned Vacant Units, REO Properties and Abandoned REO Properties

### Need for Owner and Rental Rehabilitation

Approximately 350 of the units identified as suitable for rehabilitation are rental units and 110 are identified as owner units. These units are identified as lacking kitchen and plumbing facilities and were constructed from 1979 – 2010. Homes that were not included in this list of estimated homes suitable for rehabilitation are those that were constructed prior to 1979 and/or did not lack kitchen or plumbing facilities. For the sake of this plan, this is just a rough estimate of homes suitable for rehabilitation. Guam does not have an enforcement agency that mandates all homeowners to record their homes. Therefore, some homes that are self constructed on the owner's property may not be captured effectively. Therefore, a determination of homes that are suitable for rehabilitation are determined on a case by case basis such as when a homeowner submits an application for homeowner rehabilitation through Guam/GHURA's Homeowner Rehabilitation Loan Program.

### Estimated Number of Housing Units Occupied by Low or Moderate Income Families with LBP Hazards

Guam estimates about 1,350 families living in homes with lead based paint hazards. These are households that have been identified to have children, 17 years and younger, who are living in homes that were constructed before 1980.

## **Discussion**

Guam continues to ensure compliance with Federal and Local statutes 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 approximately 2,500 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 Renovators on staff; GHURA will continue to ensure certification is kept up to date. The Housing First Voucher Program (HFVP) and Aftercare Housing Program (AHP) are tenant-based voucher programs for individuals with disabilities in need of rental housing assistance. The HFVP and AHP mirrors the compliance monitoring activities of the HCVP to ensure safety against the hazards of lead-based paint of its program participant voucher recipients.

## MA-25 Public and Assisted Housing – 91.210(b)

### Introduction

In this section, Guam describes the total number of Public Housing units and Section 8 vouchers available for low-income families on island. Additionally, Guam addresses the current state of its units and revitalization efforts to maintain the available stock of affordable housing units.

### Totals Number of Units

	Program Type								
	Certificate	Mod-Rehab	Public Housing	Vouchers					
				Total	Project - based	Tenant - based	Special Purpose Voucher		
							Veterans Affairs Supportive Housing	Family Unification Program	Disabled *
# of units vouchers available	0	0	750	2416	49	2067	41	133	175
# of accessible units			49	3	5	3	0	0	0
*includes Non-Elderly Disabled, Mainstream One-Year, Mainstream Five-year, and Nursing Home Transition									

Table 37 – Total Number of Units by Program Type

Alternate Data Source Name:  
GHURA Management Information System

### Describe the supply of public housing developments:

### Describe the number and physical condition of public housing units in the jurisdiction, including those that are participating in an approved Public Housing Agency Plan:

Guam manages 750 public housing units and is maintained in good condition. Of the island's total public housing units, 82 are designated for the elderly. Guam also manages 49 project-based rental units for the elderly and adults with disabilities.

Guam administers a total of 750 public housing units of which 82 are designated for the elderly. Guam also manages 49 project-based rental units for the elderly and adults with disabilities. Guam's public housing units are separated into four sites otherwise known as Asset Management Properties (AMP); AMP 1 comprises 158 units in the villages of Agana Heights, Sinajana, Mongmong, and Asan; AMP 2 comprises of 163 in the southern villages of Yona, Talofofo, and Inarajan; AMP 3 comprises 195 units also in the southern villages of Agat, Malesso, and Umatac; and AMP 4 comprises of 234 units in the central village of Toto and the northern village of Dededo.

## Public Housing Condition

Public Housing Development	Average Inspection Score
Guam Housing and Urban Renewal Authority (4 AMP Sites and Guma Trankilidat)	82

**Table 38 - Public Housing Condition**

### **Describe the restoration and revitalization needs of public housing units in the jurisdiction:**

According to the PHA plan, the average age of Guam's Public Housing stock is 30 years. The economic lifespan of a typical concrete home is approximately 50 years. Combined with the tropical climate, the aging stock will require future accessibility modifications, and improvements in design and materials that are energy efficient and meet building code compliance. Furthermore, the PHA plan indicates the island will address the need to sustain the current housing stock by assessing the merits of the Rental Assistance Demonstration (RAD) program for renovation or possible redevelopment of Public Housing. Guam will also work to maximize the number of affordable units available to the PHA (1) shortening the turnover time for vacated units, (2) reducing the time needed to renovate public housing units, (3) maintaining, at a minimum, or increasing the HCV lease-up rate by marketing programs to owners as potential landlords.

### **Describe the public housing agency's strategy for improving the living environment of low- and moderate-income families residing in public housing:**

According to Guam PHA Plan, the island will improve the living environments of low-and moderate-income families residing in public housing in the following ways:

- Improve community quality of life and economic vitality
- Apply for available funding to Housing Programs
- Maintain compliance with new criteria and requirements of the PHAS (Public Housing Assessment System) and SEMAP (the Section 8 Management Assessment Program)
- Administer four Asset Management Property (AMP) sites
- Evaluate overall AMP site performance and the sustainability of current subsidy levels
- Assess measures and opportunities to de-concentrate poverty and promote mixed-income communities
- Increase security to PHA properties, with a focus on improving AMP site security
- Engage law enforcement in partnership to increase security to resident housing areas
- Promote self-sufficiency and asset development of families and individuals
- Pursue sustained and increased funding for the HCV Family Self-Sufficiency Program Coordinator, the PH ROSS (Rental Opportunities and Self-Sufficiency) Service Coordinator for elderly residents, and the Multi-family Service Coordinator for elderly residents of Guma Trankilidat

- Promote employment opportunities for eligible and qualified residents under Section 3 of the HUD Act of 1968 and the Violence Against Women and Justice Department Reauthorization Act of 2005
- Seek, support, and collaborate with the Guam Workforce Investment Board and other local organizations to promote employment options for eligible residents
- Ensure equal opportunity in housing for families living in assisted housing
- Engage site management in continuing education on issues of equal housing opportunity and affirmatively furthering Fair Housing
- Serve the needs of child and adult victims of domestic violence, dating violence, sexual assault, or stalking
- Continue implementation of applicable provisions of the Violence Against Women Act (VAWA)

### **Discussion:**

Guam's PHA has identified the following goals and objectives for serving the needs of low-income, very-low income, and extremely-low income families for the next five years:

Increase the availability of decent, safe, and affordable housing and provide more choices in housing

- Apply for available funding to Housing Programs
- Maintain compliance with new criteria and requirements of the PHAS (Public Housing Assessment System) and SEMAP (the Section 8 Management Assessment Program)
- Pursue renovation and rehabilitation of Public Housing through the use of the Capital Fund Program
- Low-Income Housing Tax Credit
- Rental Assistance Demonstration Program
- Continue to administer the Housing Choice Voucher (HCV) Program
- Support voucher mobility
- Provide outreach and education to potential landlords
- Implement the Section 8 Homeownership Program
- Conduct outreach to encourage participation in the Family Self Sufficiency Program
- Conduct support of the Veterans Administration Supportive Housing (VASH) Program
- Continue partnership in the Family Unification Program (FUP) with the Dept. of Public Health and Social Services
- Continue support of the Mainstream Program

## MA-30 Homeless Facilities and Services – 91.210(c)

### Introduction

Guam has in its inventory, 82 year-round emergency shelter beds for households with adults and children; 21 year-round emergency beds for households with adults only; and 18 year-round emergency shelter beds for unaccompanied youth. According to HUD, a youth is identified as individuals less than 25 years of age. Transitional housing beds cover housing for a period of up to 24 months. Guam has a total of 22 year-round transitional housing beds for households with only adults and 1 year-round bed for veterans. Permanent supportive housing (PSH) beds are identified for individuals and families with disabilities who require the supports that are made available with the housing. These supports consist of case management, counseling, referral and assistance to mainstream benefits, life skills training, and substance abuse treatment. Of the total inventory of PSH beds, 27 are for households with adults and children; 93 are for households with only adults; 78 are set aside for chronically homeless households; and 34 are identified for veterans.

### Facilities and Housing Targeted to Homeless Households

	Emergency Shelter Beds		Transitional Housing Beds	Permanent Supportive Housing Beds	
	Year Round Beds (Current & New)	Voucher / Seasonal / Overflow Beds	Current & New	Current & New	Under Development
Households with Adult(s) and Child(ren)	82	0	0	27	0
Households with Only Adults	21	0	22	93	0
Chronically Homeless Households	0	0	0	78	0
Veterans	0	0	1	34	0
Unaccompanied Youth	18	0	0	0	0

**Table 39 - Facilities and Housing Targeted to Homeless Households**

**Data Source Comments:** Homeless Management Information SystemHousing Inventory Chart

**Describe mainstream services, such as health, mental health, and employment services to the extent those services are used to complement services targeted to homeless persons**

Guam's CoC, the Guam Homeless Coalition (GHC), is a non-profit organization comprised of government agencies, non-profit and religious organizations, independent community members, former or current homeless individuals, and other entities working together to prevent and end homelessness on Guam. The CoC Strategic Planning Committee is responsible for updating the Plan to End Homelessness. The Committee focuses on HUD's objectives to include 1) Increasing Progress Towards Ending Chronic Homelessness, 2) Increase Housing Stability, 3) Increase Project Participants Income, 4) Increase the Number of Participants Obtaining Mainstream Benefits, and 5) Using Rapid Re-Housing as a Method to Reducing Family Homelessness.

Guam's CoC service providers are required to assess each program participant's needs. Participants are assessed at program entry for disability, domestic violence, HIV/AIDS, substance abuse, non-cash benefits such as SNAP (food stamp), earned income, and living arrangements prior to program entry, just to name a few. While receiving housing services, program participants are referred to mainstream services for which the participant may be eligible for.

For purposes of this Plan, the GHC and CoC are used interchangeably.

**List and describe services and facilities that meet the needs of homeless persons, particularly chronically homeless individuals and families, families with children, veterans and their families, and unaccompanied youth. If the services and facilities are listed on screen SP-40 Institutional Delivery Structure or screen MA-35 Special Needs Facilities and Services, describe how these facilities and services specifically address the needs of these populations.**

Guam's CoC-Funded Programs consists of:

**Permanent Supportive Housing Programs**

1. **Housing First Rental Assistance Program/Aftercare Housing Program** – provides Tenant-Based Rental Assistance (TRA) to thirty-three (33) homeless adults with disabilities and their families. Under the TRA, homeless adults and their families will have the opportunity to choose affordable rental housing of their choice and participate in available supportive services. A total of thirty-three (33) vouchers are available for homeless adults with disabilities and their families. *Managed by the Guam Housing & Urban Renewal Authority. CoC Award FY2014: \$376,971*
2. **CARIDAD Supportive Services Program**- provides housing and case management for four (4) homeless adults with disabilities. The program also addresses self-determination and self-sufficiency by providing life-skills training as needed, supportive counseling, employment training and eventual job placement in partnership with government and community organizations. *Managed by the Catholic Social Services. CoC Award FY2014: \$28,76*
3. **Guma Hinemlo** – provides a group home for nine (9) homeless adults with serious mental illness. Services include case management services, counseling, psychiatric, psychological,



behavior analyst, and other therapeutic services, such as occupational and physical therapy management to assist its residents develop skills and strength in areas of coping and problem solving. The program also provides educational and vocational training and assistance in finding main stream housing. *Managed by the Guam Behavioral Health & Wellness Center. CoC Award FY2014: \$323,80*

4. **Empowered Together** – provides four (4) apartment units for homeless, disabled women with children, as well as supportive services and case management. A total of twelve (12) persons can be assisted through the program. The program targets the issues of homelessness and recovery among women by addressing the issues contributing to addiction such as helping clients obtain & remain in permanent housing, overcome addiction, promoting health and stabilization leading to greater self-determination. *Managed by the Elim Pacific Ministries. CoC Award FY2014: \$130,05*
5. **Forrester's Refuge** - provides a group home for four (4) homeless young adults with dual diagnose disability. The program combines life skills training and supportive counseling to more effectively help young people in homeless situations refocus their lives and become contributing members of the community. *Managed by Sanctuary, Inc. CoC Award FY2014: \$130,385*
6. **Y' Jahame Permanent Housing Program** – permanent housing program for up to sixteen (16) homeless persons who are elderly or with disabilities, with priority given to those with the longest histories of homelessness. The program also identifies specific support services and assistance based on the disability of the individual. *Managed by the Catholic Social Services. CoC Award FY2014: \$111,212*

#### **Transitional Housing Programs**

7. **Oasis Empowerment Center** – Transitional Housing Program which provides up to six-months of residential treatment for up to twelve (12) homeless women seeking recovery. *Managed by the Elim Pacific Ministries. CoC Award FY2014: \$127,805*

#### **Information System**

8. **Homeless Management Information System** – human service database that collect and deliver timely, credible, quality data about services and homeless persons. This system allows service providers to utilize data for accurate referral, placement, and effective case management. *Managed by The Salvation Army. CoC Award FY2014: \$117,146*

#### **Guam's Entitlement Grants**

##### **Emergency Solutions Grant**

9. **Homeless Prevention** – individuals and families who are at-risk of becoming homeless are provided assistance such as security and utility deposits, rental and utility arrears, and up to 24 months of rental and utility payments. Persons receiving assistance are

also provided case management and other support services for families to achieve housing stability. *Managed by The Salvation Army. Funds Allocated: \$140,059*

**10. Homeless Assistance** – individuals and families who are sleeping on the streets or exiting emergency shelters are assisted with security and utility deposits, rental and utility arrears, and up to 24 months of rental and utility payments. Persons receiving assistance are also provided case management and other support services for families to achieve housing stability. *Managed by The Salvation Army. Funds Allocated: \$93,373*

## **MA-35 Special Needs Facilities and Services – 91.210(d)**

### **Introduction**

This section discusses the various facilities and services available to assist persons who are not homeless but require supportive housing and programs ensuring persons returning from mental and physical health institutions receive appropriate supportive housing.

**Including the elderly, frail elderly, persons with disabilities (mental, physical, developmental), persons with alcohol or other drug addictions, persons with HIV/AIDS and their families, public housing residents and any other categories the jurisdiction may specify, and describe their supportive housing needs**

### **ELDERLY:**

Guam has in its inventory the Emergency Receiving Home, a 10-bed temporary housing facility for elderly persons who are abused or neglected. Of Guam's inventory of 750 public housing units, 82 are identified for the elderly. Additionally, the island's Guma Trankilidat program provides 49 project-based rental units for the elderly and adults with disabilities. Guam anticipates the opening of 240 low-income housing units for elderly by the end of 2015. GHURA plans to set aside 80 Housing Choice Vouchers for elderly persons as they become available. Additionally, the DPHSS is in contract with CSS to operate the Adult Day Care, Case Management Services, and In-Home Services for Guam's elderly. DPHSS also contracts its Elderly Nutrition Program to the Basil Food Industrial Services Corporation. Caregivers of the elderly are also assisted through the DHPSS' National Family Caregiver Support Program. Elderly persons who are disabled and chronically homeless can seek permanent supporting housing through the CoC-funded Y Jahame Permanent Housing Program.

### **PERSONS WITH DISABILITIES:**

Guam manages 49 project-based rental assistance units that are made available to adults with disabilities or elderly persons. Approximately, 175 Section 8 vouchers are also made available to persons with disabilities. Guam's CoC-funded permanent supportive housing programs are designed to serve persons with disabilities who are homeless. Homeless populations with disabling conditions are at a greater risk of further trauma and illness and are prone to live on the streets for long periods and thus falling into the category of chronic homelessness. Persons with disabilities can also access the Guam Aging and Disability Resource Center which helps people access information and resources. The Department of Integrated Services for Individuals with Disabilities (DISID) is another government agency that provides supportive services and vocational rehabilitation to individuals with disabilities.

### **PERSONS WITH ALCOHOL OR DRUG ADDICTION**

Men who are homeless, at-risk for becoming homeless or extremely-low to low-income and are struggling with a drug or alcohol addiction can obtain transitional housing and treatment services

through The Salvation Army's Lighthouse Recovery Center. Women, on the other hand, can obtain transitional housing and treatment services through the ELIM Pacific Ministries' Oasis Empowerment Center; this program is funded through the CoC. ELIM also provides permanent supportive housing for women with children through their CoC-funded Empowered Together program. Youth with the same issues can seek treatment services through Sanctuary Incorporated and can obtain permanent supportive housing through their CoC-funded Forrester's Refuge program. Individuals exiting residential transitional housing treatment programs and have no other permanent housing identified are referred to the CoC-funded Housing First Rental Assistance Program. The GBHWC also provides treatment services through their New Beginnings Program.

## **PERSONS WITH HIV/AIDS**

Guam does not receive HOPWA (Housing Opportunity for Persons with AIDS) funds through HUD. However, it does receive federal funds for the Ryan White HIV/AIDS Program (RWHP) which is managed through the DPHSS. This program provides medical case management, outpatient/ambulatory health services, antiretroviral medications, medical transportation services, and food vouchers for low-income individuals living with HIV/AIDS. Persons with HIV/AIDS can obtain permanent supportive housing through any of Guam's CoC-funded programs as well as the ESG's homeless prevention and rapid re-housing program.

## **Describe programs for ensuring that persons returning from mental and physical health institutions receive appropriate supportive housing**

Under HUD's regulatory requirements, persons who have exited from institutional settings are not eligible for CoC-funded housing programs or services if they have resided in these institutional settings for more than 90 days. Therefore, the GBHWC, Department of Corrections (DOC), Guam Memorial Hospital Authority (GMHA), DPHSS, and Department of Youth Affairs (DYA) are responsible for coordinating and identifying permanent housing according to their department's Discharge Policy.

## **Specify the activities that the jurisdiction plans to undertake during the next year to address the housing and supportive services needs identified in accordance with 91.215(e) with respect to persons who are not homeless but have other special needs. Link to one-year goals. 91.315(e)**

Guam will continue to administer its Public Housing and Section 8 programs which are made available to the elderly, homeless veterans, and persons with disabilities. Guam has identified through its First Year Annual Action Plan the following programs/services funded through HUD's CPD funds:

- CDBG funds will provide operational support to The Salvation Army's Lighthouse Recovery Center to provide ongoing transitional housing, outpatient services, social detoxification, substance abuse treatment, and other support services to homeless, at-risk for homeless, or low-to moderate-income men.

- CDBG funds will be utilized as match for the Homeless Management Information System (HMIS), Guam's only comprehensive data collection system that is designed to collect and track the housing and support services provided to homeless clients through the various homeless service providers. This program is managed by The Salvation Army.
- ESG funds will be utilized to provide security and utility deposits, rental or utility arrears, monthly rental and utility payments to prevent eligible households from becoming homeless or to rapidly re-house homeless individuals and families living on the streets or in one of Guam's emergency or transitional housing programs. This program is managed by The Salvation Army's Family Services Center.
- HOME funds will be utilized to rehabilitate the homes of income eligible homeowners so their homes are brought to building code compliance and are rehabilitated with energy efficient fixtures. This activity aims to sustain the island's affordable housing stock.
- CDBG funds will be utilized to provide youth and family enrichment programs, literacy skills, employment related education such as pre-employment training, resume building, and money management through the Big Brothers Big Sisters of Guam's Opportunity Initiative program. Youth and families identified for this activity reside in Guam's public housing units and other low-income housing communities such as those constructed through LIHTC funds.

**For entitlement/consortia grantees: Specify the activities that the jurisdiction plans to undertake during the next year to address the housing and supportive services needs identified in accordance with 91.215(e) with respect to persons who are not homeless but have other special needs. Link to one-year goals. (91.220(2))**

As an entitlement grantee, Guam will undertake the activities mentioned above during the First Year Action Plan.

## **MA-40 Barriers to Affordable Housing – 91.210(e)**

### **Negative Effects of Public Policies on Affordable Housing and Residential Investment**

Guam has identified several existing impediments, constraints, and barriers towards the financing of homes. Identifying an affordable price for the purchase of homes depends on the development costs, land, and construction costs.

#### Cost of Construction

Guam relies heavily on imported materials. Additionally, Guam is located in what is commonly called “typhoon alley”. This results in the construction of homes and facilities to withstand a wind load of 170 mph. Thus, the cost to construct a sturdy home increases.

#### Infrastructure

System development charges for water and sewer installations can cost anywhere from \$5,000 to \$644,000. The cost is identified through the size of the water meter that is servicing the structure. The Guam Waterworks Authority (GWA) implements this fee schedule and further stipulates eligible persons constructing or purchasing a single family dwelling intended for their personal residence or for their immediate family members may be entitled to amortize the cost of the applicable SDCs. Eligible persons will have to pay \$1,000 prior to receiving a building permit; the remaining SDC charges will be applied over a period not to exceed 15 years. Qualifying persons must meet the eligibility and qualifying criteria established by the Guam Housing Corporation (GHC) for low or moderate income borrowers or it is optional for persons building a primary residence for themselves or a an immediate family member.

#### Land

Guam has very limited government-owned property, especially centrally-located land. Development of housing in the northern and southern part of the island will call for improved public transportation system. The U.S. Federal Government owns one third of the island’s property; another 1/3 is identified as privately owned.

## MA-45 Non-Housing Community Development Assets – 91.215 (f)

### Introduction

In this section Guam will discuss its plan for non-housing community development. Additionally, the island will assess the local workforce needs and significant characteristics of the housing market including aspects such as the supply, demand, and condition of housing costs.

As per the Department of Labor's (DOL) Bureau of Labor Statistics (BLS), Guam's unemployment rate as of March 2014 was 7.4%, a decrease from the December 2013 figure of 8.4%. Additionally, the total number of jobs went up by 0.9%. Unemployment rates among U.S. Citizens and immigrant aliens also showed noted differences. According to the BLS report, unemployment rate among U.S. Citizens grew from 6.6% to 8% while the unemployment rate for immigrant aliens decreased sharply from 14.3% to 5.6%. Furthermore, individuals who fell in the "Not in the Labor Force" category did not want a job. As of March 2014, 44,790 individuals did not want a job.

### Economic Development Market Analysis

#### Business Activity

Business by Sector	Number of Workers	Number of Jobs	Share of Workers %	Share of Jobs %	Jobs less workers %
Agriculture, Mining, Oil & Gas Extraction	204	0	0	0	0
Arts, Entertainment, Accommodations	11,081	0	17	0	-17
Construction	7,364	0	12	0	-12
Education and Health Care Services	9,748	0	15	0	-15
Finance, Insurance, and Real Estate	3,489	0	5	0	-5
Information	1,645	0	3	0	-3
Manufacturing	1,525	0	2	0	-2
Other Services	2,267	0	4	0	-4
Professional, Scientific, Management Services	5,651	0	9	0	-9
Public Administration	5,662	0	9	0	-9
Retail Trade	8,305	0	13	0	-13
Transportation and Warehousing	4,859	0	8	0	-8

Business by Sector	Number of Workers	Number of Jobs	Share of Workers %	Share of Jobs %	Jobs less workers %
Wholesale Trade	1,878	0	3	0	-3
Total	63,678	0	--	--	--

**Table 40 - Business Activity**

**Data Source Comments:** U.S. Census Bureau, 2010 Guam CensusData was not maintained for the Number of Jobs and therefore the Share of Jobs % could not be computed.



## Labor Force

Total Population in the Civilian Labor Force	74,400
Civilian Employed Population 16 years and over	69,394
Unemployment Rate	5.00
Unemployment Rate for Ages 16-24	36.00
Unemployment Rate for Ages 25-65	5.00

**Table 41 - Labor Force**

Data Source Comments: U.S. Census Bureau, 2010 Guam Census

Occupations by Sector	Number of People
Management, business and financial	7,868
Farming, fisheries and forestry occupations	107
Service	13,877
Sales and office	17,154
Construction, extraction, maintenance and repair	8,877
Production, transportation and material moving	6,092

**Table 42 – Occupations by Sector**

Data Source Comments: U.S. Census Bureau, 2010 Guam Census

## Travel Time

Travel Time	Number	Percentage
< 30 Minutes	46,785	70%
30-59 Minutes	18,904	28%
60 or More Minutes	1,197	2%
<b>Total</b>	<b>66,886</b>	<b>100%</b>

**Table 43 - Travel Time**

Data Source Comments: U.S. Census Bureau, 2010 Guam Census

## Education:

### Educational Attainment by Employment Status (Population 16 and Older)

Educational Attainment	In Labor Force		Not in Labor Force
	Civilian Employed	Unemployed	
Less than high school graduate	8,657	1,306	5,824
High school graduate (includes equivalency)	20,055	1,240	6,956
Some college or Associate's degree	16,769	685	4,015

Educational Attainment	In Labor Force		Not in Labor Force
	Civilian Employed	Unemployed	
Bachelor's degree or higher	14,099	269	2,095

**Table 44 - Educational Attainment by Employment Status**

Data Source Comments: U.S. Census Bureau, 2010 Guam Census

#### Educational Attainment by Age

	Age				
	18–24 yrs	25–34 yrs	35–44 yrs	45–65 yrs	65+ yrs
Less than 9th grade	440	825	1,100	2,497	2,497
9th to 12th grade, no diploma	3,907	3,302	3,042	3,715	1,370
High school graduate, GED, or alternative	7,228	7,039	8,156	11,816	3,165
Some college, no degree	5,503	6,247	5,995	8,578	1,730
Associate's degree	0	0	0	0	0
Bachelor's degree	669	2,951	3,529	5,648	1,385
Graduate or professional degree	46	728	1,241	2,097	600

**Table 45 - Educational Attainment by Age**

Data Source Comments: U.S. Census Bureau, 2010 Guam Census

#### Educational Attainment – Median Earnings in the Past 12 Months

Educational Attainment	Median Earnings in the Past 12 Months
Less than high school graduate	15,257
High school graduate (includes equivalency)	21,699
Some college or Associate's degree	27,080
Bachelor's degree	36,063
Graduate or professional degree	53,728

**Table 46 – Median Earnings in the Past 12 Months**

Data Source Comments: U.S. Census Bureau, 2010 Guam Census

#### Based on the Business Activity table above, what are the major employment sectors within your jurisdiction?

The top three major employment sectors within Guam are 1) Arts, Entertainment (17% of workers), and Accommodations, 2) Education and Health Care Services (15% of workers), and 3) Retail Trade (13% of workers).

**Describe the workforce and infrastructure needs of the business community:**

The largest constructions projects that are currently ongoing, excluding those on military bases, include the Guam Regional Medical City Hospital in Dededo, the \$60 million Dusit Thani Hotel in Tumon, and a \$50 million defense funded port modernization project. Guam anticipates the construction of the University of Guam's Student Services Center and Engineering Annex this year. Once the Center is completed, the Engineering Annex will allow for the opening of a School of Engineering on Guam.

The U.S. Department of Defense (DOD) and Guam continue to work together to address the infrastructure needs for the island to accommodate the relocation of marines and their dependents. In the DOD's first assessment of Guam, the department stated, "The reliability, capacity, and age of much of the public infrastructure--especially the island's utilities--indicate a need for additional upgrades to be able to meet current and future demands related to the realignment. Further, some infrastructure sectors, such as water and wastewater, face issues complying with federal regulations. Other sectors, such as the fire and police departments, are experiencing staffing and other shortages that affect their ability to serve Guam's current population." However, since the DOD has reduced the number of marines and their dependents to Guam further assessment needs to be done to determine the civilian infrastructure needs. As per the Draft Supplemental Environmental Impact Statement (DSEIS), the first phase of the utilities and site improvement will occur at the Naval Base Guam Telecommunications Site, a proposed alternative spot for construction of a main cantonment to support the Marines.

The DOD has invested a total of \$16.4 million in work outside of the military bases to include the improvements to the Agana bridge. Improvements include the removal and replacement of the six-lane bridge over the Agana River and the addition of new lanes that will link the two roads for motorists traveling to the southern end of the island.

**Describe any major changes that may have an economic impact, such as planned local or regional public or private sector investments or initiatives that have affected or may affect job and business growth opportunities during the planning period. Describe any needs for workforce development, business support or infrastructure these changes may create.**

In April 2014, the DOD released the Draft Supplemental Environmental Impact Statement (DSEIS) which announced the reduction in the relocation of marines and their dependents. Additionally, the DSEIS indicated the acquisition of land was no longer needed as the military identified five preliminary alternatives for the main cantonment, including family housing: Andersen Air Force Base, NCTS Finegayan, NCTS Finegayan (main cantonment) and Finegayan South (family housing), Navy and Air Force Barrigada in central Guam, and Naval Base Guam in the Apra Harbor area.

The decision to reduce the number of military and dependents has weakened the need for workforce housing. Companies such as the Core Tech International Inc. have converted several of their workforce housing to affordable rental housing, a commercial complex, and a school facility. The Ukudu Workforce Village is also another project that did not materialize due to the reduction in military personnel and

their dependents. Ukudu was constructed to house up to 18,000 construction workers and was built on three lots, some as large as 76 acres.

**How do the skills and education of the current workforce correspond to employment opportunities in the jurisdiction?**

Thirty-four percent of employed civilians are high school graduates; 28% have some college; 24% have a Bachelor's degree or higher. Based on Table 40: Labor Force, it appears 36% of the island's youth population are unemployed. Additionally, according to the HMIS and the most recent Point-in-Time Count, there are approximately 23 households without children who are homeless. Of the total households with youth present, 6 households are unaccompanied which means there are no other adults who are 25 years of age and over who are present in the home. Additionally, Table 44: Educational Attainment by Age, reveals that 24% of persons between the ages of 18-24 have not completed high school and are more than likely to earn far less than the average household income. According to Table 45: Median Earnings in the Past 12 Months, the median earnings for persons with less than high school graduate attainment was \$15,257. When comparing to HUD's current income limits, a household with these earnings are at the very-low income limits, or 50% AMI.

**Describe any current workforce training initiatives, including those supported by Workforce Investment Boards, community colleges and other organizations. Describe how these efforts will support the jurisdiction's Consolidated Plan.**

The Guam Workforce Investment Board's Guam Workforce Integrated Plan FY 2012-2016 identified several strategic goals to include: 1) Increase employment and skill levels by implementing effective strategies that deliver high quality services to employers and those seeking employment; 2) Provide useful and timely data and reports on economic and workforce development; 3) Provide an effective and integrated workforce learning continuum or system to promote lifelong learning and align regional economies (linking GDOE, AHRD/GDOL, GCC and UOG); 4) Increase economic opportunities for Guam residents through partnerships, collaboration with businesses, federal government and non-government organization entities; and 5) Provide the people of Guam a workforce investment system that is easy to access, navigate and assess.

Guam's Agency for Human Resources Development (AHRD) provides several opportunities for training to include the Workforce Investment Act Young Adults Employment and Training Program which provides work experience opportunities to individuals 18-21 who are unemployed and are out of school to increase credentials in high demand occupations. Additionally, the agency expanded its employment services to Offenders who are re-entering society by partnering with the U.S. District Court Probation Division to implement the Offender Employment Outreach Program and DOC through its Residential Substance Abuse Treatment Outreach Program. Program services were also made available to youth participants through the Passport-to-Careers Program which includes several private and public employers.

The DOL also makes training opportunities available to individuals who are elderly through the Senior Community Service Employment Program (SCSEP). DOL's Bureau of Women Affairs also makes available training opportunities for women, especially those living in poverty.

The DPHSS' Work Program Section (WPS) makes available its Job Opportunities and Basic Skills (JOBS) Program and the Guam Employment and Training Program to assist their TANF recipients become financially independent so they can support their families on their own.

The Guam Community College (GCC) also administers the Apprenticeship Training Program which is sponsored by the Guam Power Authority, Guam Hotel & Restaurant Association, Guam Technical Institute, and individual employers. According to GCC, these programs are approved and registered with the Bureau of Apprenticeship and Training, United States Department of Labor. Individuals enrolled in the apprenticeship programs learn a craft or trade through formal on-the-job training (OJT) under close supervision of a skilled worker or journey worker and through related classroom instruction.

**Does your jurisdiction participate in a Comprehensive Economic Development Strategy (CEDS)?**

Yes

**If so, what economic development initiatives are you undertaking that may be coordinated with the Consolidated Plan? If not, describe other local/regional plans or initiatives that impact economic growth.**

Due to the decline in international tourism which led to the decline in the economy, the U.S. Economic Development Administration (EDA) funded a revitalization strategy for Guam in 2010. The Guam Comprehensive Economic Development Strategy (CEDS) was published in 2011 as a collaborative effort between the Guam Economic Development Authority, the Bureau of Statistics and Plans, and the University of Guam Center for Economic Initiatives. The purpose of the CEDS was to engage private sector stakeholders to address the island's need to diversify the economy and meet the challenges posed to the island's infrastructure and business community by the proposed military build-up.

According to the U.S. EDA, once fully implemented, the CEDS will help the island become more resilient to natural and economic disasters.

The 2011 Guam Comprehensive Economic Development Strategy is based on the concept of economic tigers in general and has set the goal of Guam becoming the first Pacific Tiger in the region. The goals of the Guam CEDS are to address the following areas of concerns:

- Trade in Goods and Services
- Education
- Training
- Wages

- Local Labor
- Government Operations
- Fiscal Management
- Infrastructure
- Veteran Affairs
- Social Issues
- Environment and Natural Resources
- Military Buildup

The CEDS further identified several proposed projects to include improvements to utilities, roadways, highways, hospital, airport, and the construction of a 20,000 sq. ft. two-story complex for the Guam Fisherman's Cooperative Association.

Guam's Consolidated Priorities and Goals addresses the use of CPD funds, namely the CDBG program, to identify activities that will support economic development such as the creation or retention of jobs that would be made available to low-and moderate-income persons. Additionally, Guam has indicated the use of CPD/CDBG funds to support various infrastructure improvements to include supporting opportunities to create new transit stations in communities/areas where low-and moderate-income persons reside and to support the improvements to aid the public transportation system in areas where low-and moderate-income residents are concentrated.

## **Discussion**

Non-Housing Community Development is a vital component to the development of job opportunities, improvement to low-and moderate-income neighborhoods, and improvement to the health and safety of various service workers and consumers, just to name a few. Guam continues to implement self-sufficiency programs through the Family Self Sufficiency and Resident Opportunity Self Sufficiency Program, welfare to work programs, and other public services that aim to improve the lives of low-and moderate-income persons and rely less on public assistance. The island continues to face challenges with transportation as it is a hindrance for many who do not have reliable resources to commute to available job opportunities and training. Additionally, more attention needs to be placed on increasing the earnings of Guam's workers by increasing the educational skills of those who lack the educational requirements.

## **MA-50 Needs and Market Analysis Discussion**

### **Are there areas where households with multiple housing problems are concentrated? (include a definition of "concentration")**

Twenty-six percent of the island's households reside in the northern village of Dededo. It is the most populated village on island. According to the U.S. Census Bureau, 13% of owner-occupied households and 28% of renter-occupied households live below the poverty level in this village alone. Renter-occupied housing units make up the highest of those living below the poverty level. In Tract 9508.01 in Dededo, for example, 44% of renter-occupied households live below the poverty level. The second highest concentration of households living below the poverty level are found in the villages of Agat and third highest in Mangilao.

According to HUD's Low-and Moderate-Income (LMI) data, the highest geographic concentration of low-and moderate-income households is: 1) Dededo (64.80%), 2) Mongmong-Toto-Maite (62.81%, 3) Yigo (62.01%), 4) Agat (60.54%), and 5) Mangilao (58.63%).

Please refer to Appendix A: HUD Geographic LMI Data for more information on each village which is broken down by the Tract and Block group.

### **Are there any areas in the jurisdiction where racial or ethnic minorities or low-income families are concentrated? (include a definition of "concentration")**

As mentioned above, according to HUD's LMI Data, the highest concentration of low-and moderate-income households are found in the villages of Dededo, Mongmong-Toto-Maite, Yigo, Agat, and Mangilao. Of the ethnic groups on island, Chuukese households comprise of the highest concentration of those living in poverty. According to the U.S. Census Bureau, of the 1,871 Chuukese households, 60% were living below the poverty level; 36% were households with children below the age of 5; 30% of these households were living in the village of Dededo.

Additionally, of the total Chamorro households, 17% were living in poverty and 11% of Filipino households were living in poverty. Although Chamorro households were spread throughout the villages, Dededo comprised of the highest concentration of Chamorro households at 19%. Filipino households, however, comprised of the highest concentration of Filipino households at 45% who were living in the village of Dededo.

### **What are the characteristics of the market in these areas/neighborhoods?**

In the village of Dededo, 41% of the vacant homes that are for sale are priced at \$250,000 or more. Additionally, 13% of contracted rent is priced at \$1,500 or more per month and 9% are priced from \$1,000 - \$1,249; 8% are priced from \$600 - \$699 per month. Furthermore, according to the Guam

Bureau of Statistics and Plans (BSP), the mean family income of a working Chuukese family is \$27,327. The mean income of Chamorro families is \$63,788 and \$61,690 for Filipino working families.

### **Are there any community assets in these areas/neighborhoods?**

#### Village of Dededo

From 2010 – 2014, Guam has injected \$2.7M CDBG funds into the village of Dededo alone.

Community facilities include:

- Macheche Neighborhood Multipurpose Facility
- Catherine's Home
- Kurason Ysengsong

Facilities rehabilitated for use as affordable rental:

- Renovation of 10 homes in Sagan Linahyan
- Staff Housing Rental Rehabilitation/Renaissance Rentals

Two homes were acquired and rehabilitated and placed back into service for sale as affordable homeownership through HOME funds.

An ongoing project includes the Rehabilitation of the Astumbo Gardens Community Recreational Facility. A total of \$509,607.00 in CDBG funds have been identified for this activity.

Additional community assets include the Northern Regional Center operated through the DPHSS. In prior program years, Guam has utilized CDBG funds to construct facilities such as the Northern Pool Complex, Guma San Jose Emergency Shelter, Northern Police Precinct, and Lagu Youth Resource Center.

Upcoming projects include the island's first Guam Environmental Public Health Laboratory which is also managed by the DPHSS and the Guam Regional Medical City, island's second hospital, which is slated to open three of its floors to the community by the end of June 2015. If approved by HUD, Guam also looks to commit future CDBG funds as security to loans made from private market funds for the construction of the North Gate Commercial Center through HUD's Section 108 Loan Guarantee Program. The Northern Market, LLC will develop a 12.8 acre lot into a retail shopping center with 623 parking stalls with a total projected area of 100,000 gross sq ft comprised of concrete buildings and three commercial development pads.



### **Are there other strategic opportunities in any of these areas?**

Guam has identified Dededo's Gil Baza Subdivision and Zero Down, particularly the Gil Baza Subdivision, as an area of high poverty and substandard housing. The subdivision has no paved roads causing few vehicles available to suffer breakdowns due to the poor road condition. School buses do not travel on these roads which lead to children having to walk for miles to reach the nearest bus stop. In 2008, a court settlement identified families who purchased a parcel through the developer Cyfred Ltd will receive \$580,000. The court decision further indicated that families must continue to pay their mortgage and must install a sewer line utilizing the money they were awarded. According to HUD's LMI data, 75% of residents living in Tract 9505.01 where the Gill Baza subdivision is located are low-and moderate-income. At the Block Group level, 77% are low-and moderate-income.

# Strategic Plan

## SP-05 Overview

### Strategic Plan Overview

The Government of Guam continues to be the designated recipient of the U.S. Dept. of Housing and Urban Development (HUD) Community Planning and Development grant funds for the Territory of Guam. As Chief Officer of the Government of Guam, the Governor has delegated the Guam Housing and Urban Renewal Authority (GHURA), a local government of Guam agency, to administer HUD CPD funds to ensure compliance with grant regulations. This Annual Action Plan report documents Guam's proposed use of the U.S. Department of Housing and Urban Development (HUD) Community Planning and Development (CPD) funds for the Program Year 2014. Program Year (PY) 2015 equates to Fiscal Year 2016 (October 1, 2015 - September 30, 2016) to address priority needs and goals of the community for housing, services, and community facilities serving low and moderate income populations. These priority needs and goals are documented in Guam's draft 5-year plan, the Consolidated Plan PY2015-2019 (the ConPlan). Guam will pursue in the course of addressing identified needs within the community, to address decent housing, sustainable communities, and economic development. PY15 represents the first year of the draft ConPlan.

Guam receives three entitlement grants and one competitive grant. Guam is an annual recipient of entitlement funds and is eligible to compete nationally for use of the competitive grant funds. Entitlement grants include the Community Development Block Grant (CDBG), HOME Investment Partnership Grant (HOME), and Emergency Solutions Grant (ESG). Guam also receives funding through the Continuum of Care Program, a competitive grant that is applied for every year.

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 Consolidated Annual Performance and Evaluation Report (CAPER) and input into HUD's Integrated Disbursement and Information System (IDIS).

In its first ConPlan year, Guam proposes to utilize CDBG funds to acquire land and construct a new Central Precinct Command for the Guam Police Department; rehabilitate/upgrade a Yigo gym; construct a new multipurpose gym in Inarajan; and provide operational support to various public service activities.

ESG funds are proposed to continue providing financial assistance to persons experiencing homelessness or are most at-risk of becoming homeless with a primary focus on rapid re-housing.

Guam continues to identify projects that will greatly contribute to the welfare of individuals and families in the community with a focus on low-and moderate-income persons.

### **Strategic Plan Overview (continued)**

The following are the island's proposed Priorities:

## **DECENT HOUSING**

### **Make Decent Housing Available and Accessible**

Guam will focus on activities that aim to provide affordable housing to special needs and low-and moderate-income populations, support the development of services enriched housing for those with special needs, incorporate accessibility modifications in housing development or rehabilitation of available housing for persons with disabilities, increase homeowner education and counseling, identify and address barriers to Fair Housing, and support opportunities to create new transit stations serving low-and moderate income communities.

### **Make Decent Housing Affordable**

Guam will focus on the financing of acquiring, rehabilitating, constructing or converting structures for use as affordable housing for eligible homebuyers or for affordable rental, promote mixed-income and mixed-use developments to promote diverse communities, and incorporate universal and energy efficient design elements for affordable housing.

### **Sustain the Stock of Decent Housing**

Guam will focus on stabilizing and/or rehabilitating existing housing stock by incorporating energy efficient designs, 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 standards, and support financing programs that sustain the stock of affordable housing.

## **SUITABLE LIVING ENVIRONMENTS**

### **Make Suitable Living Environments Available and Accessible**

Guam will focus on acquiring, constructing, or rehabilitating facilities to serve low-and moderate-income communities and special needs populations, provide support to facilities who provide services to special needs populations, and support infrastructure improvements to aid the public transportation system in areas where low-and moderate-income residents are concentrated.

### **Sustain Access to Suitable Living Environments Serving Low-and Moderate-Income Individuals and Special Needs Populations**

Guam will focus on improving access to public, health, and safety service and low-and moderate-income neighborhoods through the construction or rehabilitation of public health and safety facilities, support programs that enhance crime awareness, support organizations that provide services that aim to stabilize suitable living environments and enhance the quality of life of very-low and low-income individuals, and special needs populations, support organizations who are working towards preventing and ending homelessness, and address conditions that have contributed to the deterioration of an area or an area that is designated as a slum or blighted area.

## **Strategic Plan Overview (continued 2)**

### **ECONOMIC OPPORTUNITIES**

#### **Make Economic Opportunities Available and Accessible**

Guam will focus on creating or sustaining jobs by supporting small business incubator developments, support the creation or retention of jobs through neighborhood revitalization efforts, create or sustain jobs through the financing of other non-federal grant programs that are leveraged through federal dollars, and support job creation that promote employment opportunities for individuals with disabilities.

#### **Support the Sustainability of Ongoing Economic Opportunities**

Guam will focus on supporting businesses that acquire, improve, or occupy existing abandoned commercial or industrial property and support the development of job opportunities that provide access to or assistance in obtaining affordable childcare.

## SP-10 Geographic Priorities – 91.215 (a)(1)

### Geographic Area

Table 47 - Geographic Priority Areas

1	<b>Area Name:</b>	Rehabilitation/Upgrade of the Astumbo Gym
	<b>Area Type:</b>	Low-Moderate-Income Area Benefit
	<b>Other Target Area Description:</b>	Low-Moderate-Income Area Benefit
	<b>HUD Approval Date:</b>	
	<b>% of Low/ Mod:</b>	65% of Dededo residents are low/moderate income
	<b>Revital Type:</b>	
	<b>Other Revital Description:</b>	
	<b>Identify the neighborhood boundaries for this target area.</b>	The Rehabilitation/Upgrade of the Astumbo Gym project will essentially serve the residents of Dededo. According to the 2010 HUD LMISD Census Data, 65% of the village residents are low-and moderate-income. Dededo makes up the largest populated village with 29% of the population residing in this village alone. The village is divided into 11 track groups and 59 block groups. Of the 11 track groups, 9 are identified as low-and moderate-income areas. More specifically, the project is located in Tract 9508.01, Block Group 3. At the tract level, 72% of the residents are low-and moderate-income. At the block group level, 71% are low-and moderate-income.

	<p><b>Include specific housing and commercial characteristics of this target area.</b></p>	<p>There are a total of 12,829 housing units in the village of Dededo. Of that, 86% are occupied; 55% are owner housing units and 45% are renter housing units. Additionally, 64% are 1-unit detached units and 20% are 1-unit attached structures. Twenty-seven percent of the homes were constructed between 1990-1999; 24% between 1970-1979; 20% 1980-1989; and 17% 2000-2008. A majority of the units, 41% are 3-bedroom units. As per the 2010 Census, the village of Dededo experiences a 1.8 homeowner vacancy rate and an 11.1 rental vacancy rate. Additionally, 14% of the units lack complete plumbing facilities and 12% lack complete kitchen facilities. Guam also administers 116 of its public housing units in the village of Dededo. Residents in this village can access the newly constructed Guam Regional Medical Facility, the island's second hospital. The village is also home to the largest shopping mall and the largest flea market where private vendors sell their crops, arts and crafts, clothing, and other goods to the island community. The village is also home to the Northern Public Health Center.</p>
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<p><b>How did your consultation and citizen participation process help you to identify this neighborhood as a target area?</b></p>	<p>Guam has invested local, federal, and private funds in the village of Dededo. Through CPD funds, Guam has placed in service a domestic violence shelter, homeless emergency shelters and transitional housing, affordable rental units, a community center, youth and enrichment programs and is currently rehabilitating one of the villages recreational facility. Recently, the island opened its second hospital, the Guam Regional Medical Facility which is located in the village of Dededo. Consultation with the village Mayor, the Governor of Guam, local government agencies such as the DPHSS and non-profit organizations who provide direct services to individuals and families in this village have all participated in the identification of projects in this village. More recently, conversations with the Governor, the village Mayor, and the Guam Department of Education have identified the need for proposed Rehabilitation/Upgrade of the Astumbo Gym which will be utilized to provide the village residents with a decent, safe, and sanitary recreational facility but will allow for its use as a shelter during/after storms.</p>
<p><b>Identify the needs in this target area.</b></p>	<p>The village of Dededo comprises of the highest percent of low-and moderate-income persons among all the villages on Guam. Of the 11 tracts, 10 are occupied with residents and of that number, 90% comprise of low-and moderate-income persons. At the poverty-level, 13% of owner-occupied households and 28% of renter-occupied households live below the poverty level in this village alone. Renter-occupied housing units make up the highest of those living below the poverty level. In Tract 9508.01 in Dededo, for example, 44% of renter-occupied households live below the poverty level.</p>

	<b>What are the opportunities for improvement in this target area?</b>	Guam will continue to identify projects that will improve the living conditions of village residents. Apart from injecting community centers and recreational facilities, the island is currently in its review of its Section 108 Loan Guarantee program application proposed through the Northern Market, LLC. The approval of this project will provide for economic opportunities for all island residents but will most certainly give the same opportunities for Dededo's low-and moderate-income residents.
	<b>Are there barriers to improvement in this target area?</b>	<p>Transportation barriers continue to be an issue for many island residents. However, residents residing in Guam's northern and southern villages face the most challenge in obtaining reliable transportation. According to the 2010 Guam Census for the municipality of Yigo, of the 19,768 who are in the civilian labor force, 58% are employed. Of those employed, 28% relied on others for their transportation needs.</p> <p>Guam has identified Dededo's Gil Baza Subdivision and Zero Down, particularly the Gil Baza Subdivision, as an area of high poverty and substandard housing. The subdivision has no paved roads causing few vehicles available to suffer breakdowns due to the poor road condition. School buses do not travel on these roads which lead to children having to walk for miles to reach the nearest bus stop. In 2008, a court settlement identified families who purchased a parcel through the developer Cyfred Ltd will receive \$580,000. The court decision further indicated that families must continue to pay their mortgage and must install a sewer line utilizing the money they were awarded. According to HUD's LMI data, 75% of residents living in Tract 9505.01 where the Gill Baza subdivision is located are low-and moderate-income. At the Block Group level, 77% are low-and moderate-income.</p>
<b>2</b>	<b>Area Name:</b>	Rehabilitation/Upgrade of the Yigo Gym
	<b>Area Type:</b>	Low-Moderate Income Area Benefit
	<b>Other Target Area Description:</b>	Low-Moderate Income Area Benefit
	<b>HUD Approval Date:</b>	
	<b>% of Low/ Mod:</b>	62% of Yigo residents are low/moderate income



<b>Revital Type:</b>	
<b>Other Revital Description:</b>	
<b>Identify the neighborhood boundaries for this target area.</b>	The village of Yigo makes up the second most populated village on island. It is the northern most village on island. The village is divided into 6 Tracts and 33 Block Groups.
<b>Include specific housing and commercial characteristics of this target area.</b>	As per the 2010 Guam Census, there are approximately 5,887 housing units in the village of Yigo; 84% are occupied units. Fifty-four percent are owner-occupied housing units and 46% are renter occupied. Sixty-two percent are 1-unit detached structures and 22% are 1-unit attached structures. Forty-four percent are 3-bedroom structures. Twenty-seven percent were constructed between 1990-1999; 20% between 2000-2008; 20% between 1980-1989; and 18% between 1970-1979. The village experiences a homeowner vacancy rate of 1% and an 11% renter vacancy rate.
<b>How did your consultation and citizen participation process help you to identify this neighborhood as a target area?</b>	Consultation with the village Mayor and the Governor of Guam assisted in the identification of the proposed project, the Rehabilitation/Upgrade of the Yigo Gym, as a benefit to the target area of Yigo. Additionally, the HUD-approved 2010 Guam Census identified this village as the second highest concentration of low-and moderate-income persons.
<b>Identify the needs in this target area.</b>	Sixty-two percent (62%) of the village residents are low-and moderate-income. Of the 6 Tracts identified for this village, 100% comprise of low-and moderate-income persons. The project is located in Tract 9558 where 55% are low-and moderate-income. At the block group level, 46% are low-and moderate-income. Because the location of the proposed project is located next to the main highway it is located near Tract 9505.02, Block Groups 4 & 5. Approximately, 65% of persons in Tract 9505.02 are low-and moderate-income; 63% in Block Group 4 and 59% in Block Group 5 are low-and moderate-income.

	<b>What are the opportunities for improvement in this target area?</b>	There are many opportunities to improve the living conditions of low-and moderate-income persons in Yigo whether it is through improving recreational facilities, providing affordable housing, creating job opportunities for the unemployed or underemployed, or make available various public service related activities that aim to educate and provide social support to youth and families.
	<b>Are there barriers to improvement in this target area?</b>	<p>Transportation barriers continue to be an issue for many island residents. However, residents residing in Guam's northern and southern villages face the most challenge in obtaining reliable transportation. According to the 2010 Census, 26% of village residents carpooled to work. Of the 3,732 residents who are in the civilian labor force, 49% are employed. This would mean that 53% rely on the transportation of others to commute to work. Guam has identified two priorities that aim to improve transportation on Guam:</p> <ul style="list-style-type: none"> <li>• Support opportunities to increase or create new transit stations serving low/moderate income communities</li> <li>• Support infrastructure improvements to aid the public transportation system in areas where low- and moderate-income residents are concentrated</li> </ul>

### General Allocation Priorities

Describe the basis for allocating investments geographically within the jurisdiction (or within the EMSA for HOPWA)

Geographically, Guam allocates its annual funding to invest in projects that will provide the greatest benefit to areas (regions, villages, neighborhoods, identified service areas) where the intended beneficiaries are at least 51% of residents of low or moderate-income persons. Activities with the greatest impact on the community with the limited resources are selected for funding. Projects that will impact a designated service area are considered based on their ability to meet at least 51% low and moderate-income level and have a positive impact to the neighborhood and/or show opportunities for economic development.

According to HUD's LMI data, 11 of Guam's 19 villages meet HUD's area benefiting low-and moderate-income persons. These villages consist of Agat, Asan-Maina, Chalan Pago-Ordot, Dededo, Inarajan,

Mangilao, Merizo, Mongmong-Toto-Maite, Sinajana, Umatac, and Yigo. Additionally, although the remaining 8 villages which comprise of Agana Heights, Barrigada, Hagatna, Piti, Santa Rita, Talofofo, Tamuning, and Yona do not meet HUD's LMA as a whole, all villages contain at least one sometimes 10 block groups in which 51% or more are low-and moderate-income persons. Therefore, Guam will focus on smaller scale construction projects that will benefit these block groups and at the tract level in which the area benefits is met.

For this Action Plan year, Guam has identified two geographic areas of which the proposed project will benefit. The Rehabilitation/Upgrade of the Astumbo and Yigo Gyms have identified the villages of Dededo and Yigo to be the area of benefit. Both villages comprise of the highest concentration of low-and moderate-income persons with the HUD-approved 2010 Census LMISD showing Dededo at 64% and Yigo at 62% of persons in these villages to be low-and moderate-income.

**Proposed Use of Housing Trust Funds – Substantial Amendment – 06/17/2016**

**Guam's use of HTF funding will be to reconstruct an existing unit for use as affordable rental housing. Guam currently owns four staff housing units in Dededo that require reconstruction. All four units are intended to be reconstructed. However, given Guam's allocation of \$77,609, only one unit can be identified for use of the HTF. All four units are intended to be reconstructed with CDBG funds. Once reconstructed, the unit will be made available for families with incomes at or below the 30% area median income for Guam.**



For a detailed list of villages by Tract and Block Group, please see Exhibit B.

## SP-25 Priority Needs - 91.215(a)(2)

### Priority Needs

Table 48 – Priority Needs Summary

1	<b>Priority Need Name</b>	Non-housing Community Development
	<b>Priority Level</b>	High
	<b>Population</b>	Extremely Low Low Moderate Large Families Families with Children Elderly Public Housing Residents Individuals Families with Children Mentally Ill Victims of Domestic Violence Elderly Frail Elderly Persons with Mental Disabilities Persons with Physical Disabilities Persons with Developmental Disabilities Non-housing Community Development
	<b>Geographic Areas Affected</b>	Entire villages or Tracts or Block Groups identified as meeting HUD's requirement of serving an area where at least 51% of residents are low-and moderate-income.  Low-Moderate-Income Area Benefit
	<b>Associated Goals</b>	Public Transportation Infrastructure Improvements Public Facilities and Improvement Job Creation and Job Retention
	<b>Description</b>	Non-housing community development consists of activities that encompass the acquisition, rehabilitation, or construction of structures for use as public facilities and for improvements to the public infrastructure.

	<b>Basis for Relative Priority</b>	Guam continues to identify the need for non-housing community development such as improvements to village recreational facilities or the creation of such facilities in low-and moderate-income neighborhoods, improvements or new construction to health and safety facilities such as police and fire stations, improvements to the island's infrastructure and transportation system. Additionally, the island will focus more efforts on creating jobs through economic development activities such as the Section 108 Loan Guarantee Program. These opportunities will improve the living conditions of many low-and moderate-income families. Currently, of the 19 villages on island, 58% are low-and moderate-income. In fact, the entire island qualifies as a low-and moderate-income area as 57% are low-and moderate-income persons. This Priority need is key in addressing the economic, social, safety, and health needs of these low-and moderate-income communities.
2	<b>Priority Need Name</b>	Homelessness
	<b>Priority Level</b>	High
	<b>Population</b>	Extremely Low Low Large Families Families with Children Elderly Chronic Homelessness Individuals Families with Children Mentally Ill Chronic Substance Abuse veterans Persons with HIV/AIDS Victims of Domestic Violence Unaccompanied Youth
	<b>Geographic Areas Affected</b>	Guam (Island-wide)
	<b>Associated Goals</b>	Promote Fair Housing Community Enhancement

	<b>Description</b>	This priority need addresses an array of activities that will contribute to the prevention and ultimate goal of ending homelessness on Guam. Guam will focus on activities that serve special needs populations that include supporting the operations of facilities providing services, supporting the work of organizations that sustain living environments and enhance the quality of life for special needs populations, and support the work or organizations that aim to reduce and end homelessness.
	<b>Basis for Relative Priority</b>	The need is based on Guam's PIT count. The island has seen a reduction in the count but by 6%. The Continuum of Care continues to identify strategies that aim to increase the housing capacity for homeless persons to include meeting HUD's goals of ending chronically homeless persons and homeless veterans by 2015. The island continues to identify housing solutions to address the needs of these populations which include utilizing the ESG program through its rapid re-housing component as well as the newly awarded Supportive Services to Veterans and Their Families program.
<b>3</b>	<b>Priority Need Name</b>	Non-homeless Special Needs
	<b>Priority Level</b>	High
	<b>Population</b>	Extremely Low Low Moderate Large Families Families with Children Elderly Public Housing Residents Elderly Frail Elderly Persons with Mental Disabilities Persons with Physical Disabilities Persons with Developmental Disabilities Persons with Alcohol or Other Addictions Persons with HIV/AIDS and their Families Victims of Domestic Violence Non-housing Community Development
	<b>Geographic Areas Affected</b>	Guam (Island-wide)

	<b>Associated Goals</b>	Special Needs and Low-to-Moderate Income Housing Promote Fair Housing Community Enhancement Job Creation and Job Retention
	<b>Description</b>	This priority needs was established to address the special needs populations of the elderly, disabled, and abused. Guam has identified several activities that will focus on the acquisition, construction, rehabilitation or conversion of structures that will provide a variety of services to such populations. Facilities include community centers, health centers, sports and recreational facilities, community learning and resources centers, emergency and transitional shelters, substance abuse and residential treatment, drop-in centers, and a safe haven. The island has also identified the support to organizations who provide direct services to special needs populations.
	<b>Basis for Relative Priority</b>	This priority was identified to support activities that aim to improve the environments and lives of special needs populations that are not homeless to include the elderly, addicted, abused and neglected, and the disabled. The island continues to address the growing needs of low-and moderate-income persons. Currently, 58% of the island's villages meet HUD's definition of low-and moderate-income area benefit. In fact, the island as a whole qualifies as a low-and moderate-income area, as 57% of island residents are low-and moderate-income.
4	<b>Priority Need Name</b>	Affordable Housing
	<b>Priority Level</b>	High

	<b>Population</b>	Extremely Low Low Moderate Large Families Families with Children Elderly Individuals Families with Children Mentally Ill Chronic Substance Abuse veterans Victims of Domestic Violence Unaccompanied Youth Elderly Persons with Mental Disabilities Persons with Physical Disabilities Persons with Developmental Disabilities Persons with Alcohol or Other Addictions Victims of Domestic Violence
	<b>Geographic Areas Affected</b>	Guam (Island-wide)
	<b>Associated Goals</b>	Special Needs and Low-to-Moderate Income Housing Increase Homeowner Education and Counseling Sustain Affordable Housing Stock Promote Fair Housing



<b>Description</b>	<p>Guam continues to address the need for affordable housing through its implementation of CPD funds and the LIHTC program. Guam looks to continue providing affordable housing to at least 3,000 families through its Public Housing and Section 8 programs. The island has already injected a total of 588 LIHTC affordable housing units and intends to inject another 240 LIHTC affordable rental units for the elderly. The island is currently accepting applications for the FY2015 LIHTC funds QAP. The island intends to sustain the stock of current affordable housing through its HOME Homeowner Rehabilitation Loan Program and assist families in the prevention of homelessness and allow for the rapid re-housing of homeless families through the ESG program. The island also provides tenant based rental assistance to 33 individuals through the CoC-funded program, the Housing First Rental Assistance Program. Another 23 permanent housing beds are also funded through the CoC-program.</p> <p><b><u>Proposed Use of Housing Trust Funds – Substantial Amendment – 06/17/2016</u></b></p> <p><b><u>Guam’s use of HTF funding will be to reconstruct an existing unit for use as affordable rental housing. Guam currently owns four staff housing units in Dededo that require reconstruction. All four units are intended to be reconstructed. However, given Guam’s allocation of \$77,609, only one unit can be identified for use of the HTF. All four units are intended to be reconstructed with CDBG funds. Once reconstructed, the unit will be made available for families with incomes at or below the 30% area median income for Guam. The HTF-assisted unit will also be made available to homeless families.</u></b></p>
<b>Basis for Relative Priority</b>	<p>Over 2,000 families have applied for Section 8 and Public Housing assistance. These families recognize the need for subsidized housing assistance and remain on the waitlist. The average wait can last for several years, some as long as 7 years. Additionally, the island's unemployment rate, although decreased by 1%, continues to be high. The median income for working families has not increased as well as many remained unskilled and lack the basic educational requirements of a high school diploma. Without these improvements, many will require the need for subsidized housing. Affordable housing development for families who have income but cannot afford market rent will be key in addressing the high cost burden faced by many families.</p>



## Narrative (Optional)

These priority needs have all been identified as a high priority to address the conditions of the island and needs of the various populations. Non-housing community development consists of activities that

will contribute the sustainability of low-and moderate-income environments and communities. Guam continues to identify homeless individuals and families to include homeless veterans and chronically homeless persons in their unsheltered count and therefore continue to make it a priority to address the housing and supportive services needs of these populations. The non-homeless special needs populations of elderly, abused and neglected, and disabled are also a priority for the island and has been address in prior years to include the construction of facilities that address the emergency housing needs of the abused elderly and disabled and victims of domestic violence. The island has also addressed the need for more affordable housing for Guam's aging population through the LIHTC program. Guam continues to utilize LIHTC funds, HOME, CDBG, ESG, and CoC funds to address the need for affordable housing for various populations and not just those who are low-and moderate-income. The island maintains a waitlist of its Public Housing and Section 8 programs that identify that families are seeking the support of subsidized housing.

## SP-30 Influence of Market Conditions – 91.215 (b)

### Influence of Market Conditions

Affordable Housing Type	Market Characteristics that will influence the use of funds available for housing type
Tenant Based Rental Assistance (TBRA)	<p>TBRA is important for families to sustain their housing and to support those who cannot afford market rent.</p> <ul style="list-style-type: none"> <li>• Over 2,700 families are on the waitlist under the Housing Choice Voucher Program /Section 8 and Public Housing</li> <li>• 18% of owner-occupied and renter-occupied households are spending &gt;30% - 50% of their income on housing</li> <li>• 22% are spending more than 50% of their income on housing</li> <li>• 45% of renter households who spend more than 30% of their income on housing earn \$25,000 or less a year.</li> <li>• HOME rents are priced within a range where there exists an abundance of housing already in the market</li> </ul>
TBRA for Non-Homeless Special Needs	<p>TBRA is important for non-homeless special needs populations.</p> <ul style="list-style-type: none"> <li>• 39% of persons in the labor force with a disability are unemployed and are below the poverty level</li> <li>• 64% of persons with a disability who are not in the labor force are living below the poverty level</li> </ul>
New Unit Production	<ul style="list-style-type: none"> <li>• Guam continues to administer the LIHTC program to build affordable rental housing for low-income persons</li> <li>• Over 2,700 families are on the waitlist under the Housing Choice Voucher Program /Section 8 and Public Housing</li> <li>• 41% of households with rental or mortgage payments are at a cost burden</li> </ul>

Affordable Housing Type	Market Characteristics that will influence the use of funds available for housing type
Rehabilitation	<ul style="list-style-type: none"> <li>• 22% of owner-occupied households living below the poverty level lack plumbing facilities</li> <li>• Approximately 460 vacant units for sale have been identified as suitable for rehabilitation</li> <li>• 18% of owner-occupied and renter-occupied households are spending &gt;30% - 50% of their income on housing</li> <li>• 22% are spending more than 50% of their income on housing</li> <li>• 45% of renter households who spend more than 30% of their income on housing earn \$25,000 or less a year.</li> <li>• A total of 1,740 low-to moderate-income households lack kitchen or plumbing facilities</li> </ul> <p><b><u>Proposed Use of Housing Trust Funds – Substantial Amendment – 06/17/2016</u></b></p> <p><b><u>Guam intends to use HTF monies to reconstruct an existing unit for use as affordable rental housing. As per HTF regulations, families assisted must have incomes at or below the 30% area median income for Guam. Based on the data provided, 45% of renter households who spend more than 30% of their income on housing earn \$25,000 or less a year. Based on HUD’s income limits for Guam, a family of four at the 30% area median income cannot earn more than \$17,650 in order to qualify under the HTF-assisted rental unit. The HTF-assisted unit will also be made available to homeless families. According to Guam’s 2016 Point in Time Count, there are over 300 households who are homeless. Furthermore, as per the 2015 Point in Time Count report, over 70% of homeless households had head of households who were unemployed.</u></b></p>
Acquisition, including preservation	<ul style="list-style-type: none"> <li>• 156 vacant homes for sale are priced at \$200,000 and below. HUD’s HOME purchase limit for Guam for new and existing units is \$200,000</li> <li>• A total of 1,740 low-to moderate-income households lack kitchen or plumbing facilities</li> <li>• <b><u>Through the HTF, Guam will be able to preserve one (1) unit as affordable housing. A total of four (4) staff housing units will be preserved through reconstruction activities through the HTF and CDBG program.</u></b></li> </ul>

Table 49 – Influence of Market Conditions

## SP-35 Anticipated Resources - 91.215(a)(4), 91.220(c)(1,2)

### Introduction

Guam has received a total of \$3,979,103 in CPD funds for the first year of the ConPlan PY2015. This is a 13% reduction in total funds awarded to the island. A majority of the cuts in funding were to the island's award of HOME Investment Partnerships Program grant which funds activities that address affordable housing. This Action Plan year, Guam received \$3,036,355 in CDBG funds, \$709,316 in HOME funds, and \$233,432 in ESG funds. This year, Guam will focus its CDBG resources for public facilities and improvement, public services, and administration and planning. HOME funds will be utilized for homeowner rehabilitation and administration and planning. And ESG funds will focus on the continuation of providing homeless prevention and rapid re-housing, housing relocation and stabilization services, and administration.

In addition to entitlement funds received from CPD, Guam applies competitively for homeless grant funds through the Continuum of Care Program. Funds received through this grant will benefit 8 programs currently providing services to the island's homeless population. These programs consists of six permanent supportive housing programs, one transitional housing program, and a data collection system that tracks homeless persons who enter the continuum and the services that are provided to them. For FY2014, Guam received a total of \$1,346,148 in CoC funds.

Guam also receives other federal funding from the U.S. Department of Veteran Affairs, SAMHSA, U.S. Department of Justice, U.S. Department of Health and Human Services, U.S. Department of Education, U.S. Department of Transportation, FEMA (Emergency Food and Shelter Program), just to name a few.

### Proposed Use of Housing Trust Funds – Substantial Amendment – 06/17/2016

In his official capacity, the Governor of Guam, the Honorable Eddie Baza Calvo, has identified the Guam Housing and Urban Renewal Authority as the State Designated Agency (SDA) who will be responsible for applying and administering the Housing Trust Fund. On May 4, 2016, HUD announced approximately \$174 million through the Housing Trust Fund (HTF). This is the first-ever allocations to help States to include the U.S. Territories to produce and preserve affordable housing. Guam's allocated amount under the HTF is \$77,609. Based on statutory regulations, Guam will serve extremely low-income households or families. These are families at or below the 30% area median income published for Guam. Furthermore, grantees must use at least 80% of the HTF for rental housing. Guam proposes to use 90% of HTF monies for the reconstruction of an existing unit for affordable rental housing and 10% for administrative and planning activities. Guam will use available CDBG funds to offset the cost to complete the reconstruction of the one unit and will use 100% of CDBG funds to reconstruct the remaining three staff housing units that exist on the same property.



## Anticipated Resources

Program	Source of Funds	Uses of Funds	Expected Amount Available Year 1				Expected Amount Available Reminder of ConPlan \$	Narrative Description
			Annual Allocation: \$	Program Income: \$	Prior Year Resources: \$	Total: \$		
CDBG	public - federal	Acquisition Admin and Planning Economic Development Housing Public Improvements Public Services			\$230,000  Substantial Amendment (GPD CDBG Reprogramming) - \$702,141.57	\$3,268,155  Substantial Amendment (GPD CDBG Reprogramming)- \$3,740,296.57	0	\$230,000 (reprogrammed from PY2012 project - Historic Inalajan San Jose Street Heritage Tour Development). This Action Plan year, CDBG funds will be used for public facilities and improvement activities, public service activities, and administration and planning.  Substantial Amendment (GPD CDBG Reprogramming – April 2016)- Guam is proposing to reprogram a total of \$702,141.57 CDBG funds to support Phase 1 of the Acquisition/Construction of the Central Precinct Command facility. Phase 1 consists of design and site improvement activities. Phase 2 will consist of the construction of the facility.
HOME	public - federal	Acquisition Homebuyer assistance Homeowner rehab Multifamily rental new construction Multifamily rental rehab New construction for ownership TBRA	709,316	175,000	0	884,316	0	This Action Plan year, HOME funds will be utilized for homeowner rehabilitation and administration and planning.


Program	Source of Funds	Uses of Funds	Expected Amount Available Year 1				Expected Amount Available Reminder of ConPlan \$	Narrative Description
			Annual Allocation: \$	Program Income: \$	Prior Year Resources: \$	Total: \$		
ESG	public - federal	Conversion and rehab for transitional housing Financial Assistance Overnight shelter Rapid re-housing (rental assistance) Rental Assistance Services Transitional housing	233,432	0	0	233,432	0	This Action Plan year, ESG funds will be utilized to continue providing homeless prevention, rapid re-housing services, housing relocation and stabilization services, and administration.
 <b>Housing Trust Fund</b>	<b>Public-federal</b>	<b><u>Real property acquisition</u></b> <b><u>Site improvements and development hard costs</u></b> <b><u>Related soft costs</u></b> <b><u>Demolition</u></b> <b><u>Financing costs</u></b> <b><u>Relocation assistance</u></b> <b><u>Operating costs for rental housing</u></b> <b><u>Administrative and planning costs</u></b>	<u>\$77,609.00</u>	<u>\$450.00</u>	<u>\$0.00</u>	<u>\$78,059.00</u>	<u>\$0.00</u>	<b><u>This Action Plan year, Guam will use HTF funds to preserve affordable housing through reconstruction activities for rental housing and administrative and planning costs.</u></b>

Table 50 - Anticipated Resources

**Explain how federal funds will leverage those additional resources (private, state and local funds), including a description of how matching requirements will be satisfied**

GHURA continues to assess project applications to determine other sources of funding that will help leverage the proposed project. Federal, local, and private funds were all identified as resources to address the needs of the community. Federal resources are both obtained through active competition and entitlement allocations through the Community Development Block Grant, Continuum of Care Program Grant funds, the U.S. Veterans Administrations, SAMHSA, and FEMA (Emergency Food and Shelter Program), U.S. Department of Justice, and the U.S. Department of Health and Human Services. Local funds come from the Guam Behavioral Health & Wellness Center, Department of Public Health and

Social Services, 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.

NGOs also contribute private funds to support their programs. Although limited, these resources are encouraged and are very important to the successful management of their programs. In some cases, parent organizations of the local entity also provide some funding for local operations and activities in support the populations they serve. Additionally, community organizations and clubs provide leverage by conducting activities such as the administration of a food pantry or soup kitchen.

In this Annual Action Plan, Guam proposes to allocate CDBG funds to meet the matching requirement of one Continuum of Care Program, the Homeless Management Information System (HMIS). The HMIS is tool utilized by the island's homeless service providers to improve the reporting and delivery of services to the homeless and is a mandated collection tool for all CoC-funded programs.

Substantial Amendment (GPD CDBG Reprogramming – April 2016)

The GPD Acquisition/Construction of the Central Precinct Command facility currently identifies CDBG as the only source of funding. Upon completion of the project, GPD will assume the daily operational and maintenance costs of the new facility. GPD will also assume the costs of purchasing furniture and equipment upon receiving the occupancy permit as these expenses are ineligible under the CDBG program.

**Proposed Use of Housing Trust Fund – Substantial Amendment – 06/17/2016**

**The HTF will leverage the affordable rental project through providng the necessary funding to reconstruct units currently owned by GHURA. These units are under the property inventory of GHURA for which no federal resources were utilized to acquire the property.**



**If appropriate, describe publically owned land or property located within the jurisdiction that may be used to address the needs identified in the plan**

Guam proposes to rehabilitate/upgrade the Astumbo Gym in Dededo and the Yigo Gym. Both facilities are located on government owned land. Guam will continue to address various recreational facilities in low-and moderate-income areas. Most, if not all, recreational properties located in the island's villages are publically owned land.

Substantial Amendment (GPD CDBG Reprogramming – April 2016)

The property acquired to construct the Guam Police Department's Central Precinct Command will remain under the ownership of GHURA.



## Proposed Use of the Housing Trust Fund – Substantial Amendment - 06/17/2016

The unit being rehabilitated with HTF monies belongs to GHURA. A total of four units are located on the GHURA-owned property. With the allocation of HTF designated for Guam, GHURA intends to reconstruct one of the units using the funds and will offset the cost with CDBG. The remaining three units will also be reconstructed using CDBG funds. All four units will remain under the ownership of GHURA and will maintain its use as affordable housing.



### **Discussion**

Guam will prioritize the use of CPD funds unexpended upon the successful completion of activities or the postponement of approved projects. Priority is established to support the need for additional funding of ongoing approved projects (as necessary).

## SP-40 Institutional Delivery Structure – 91.215(k)

Explain the institutional structure through which the jurisdiction will carry out its consolidated plan including private industry, non-profit organizations, and public institutions.

Responsible Entity	Responsible Entity Type	Role	Geographic Area Served
Guam Housing and Urban Renewal Authority	PHA	Economic Development Homelessness Non-homeless special needs Ownership Planning Public Housing Rental neighborhood improvements public facilities public services	State
Guam Homeless Coalition	Continuum of Care/Non-profit organization	Homeless Planning	Island-wide
Mayoral Offices	Government	Public Facilities Neighborhood Improvements	Low-and Moderate-Income Areas
Guam Police Department	Government	Public Facilities	Low-and Moderate-Income Neighborhoods
The Salvation Army	Non-profit organization	Public Services	Island-wide
Big Brothers Big Sisters of Guam	Non-profit organization	Public Services	Low-and moderate-income Neighborhoods

**Table 51 - Institutional Delivery Structure**

### Assess of Strengths and Gaps in the Institutional Delivery System

Under the direction of the Governor of Guam, the Guam Housing and Urban Renewal Authority continues to administer U.S. Department of Housing and Urban Development (HUD) funds. GHURA was established in 1962 after Typhoon Karen destroyed over 90% of the island's buildings were destroyed. Since then, GHURA has administered HUD funds to provide affordable housing, develop non-housing community facilities and shelters, provide economic opportunities for growth, and give opportunities for families to access public services that aim to increase improve their living conditions.

Guam continues to face cuts in CPD funding leaving the agency to identify alternative sources of funding. The agency will continue to address such shortfalls while administering funds and implementing projects.

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.

**Availability of services targeted to homeless persons and persons with HIV and mainstream services**

Homelessness Prevention Services	Available in the Community	Targeted to Homeless	Targeted to People with HIV
<b>Homelessness Prevention Services</b>			
Counseling/Advocacy	X	X	X
Legal Assistance	X		
Mortgage Assistance	X		
Rental Assistance	X	X	
Utilities Assistance	X	X	
<b>Street Outreach Services</b>			
Law Enforcement	X		
Mobile Clinics	X		
Other Street Outreach Services	X	X	X
<b>Supportive Services</b>			
Alcohol & Drug Abuse	X	X	
Child Care	X		
Education	X		
Employment and Employment Training	X	X	
Healthcare	X		
HIV/AIDS	X	X	X
Life Skills	X	X	
Mental Health Counseling	X		
Transportation	X		X
<b>Other</b>			
	X		

**Table 52 - Homeless Prevention Services Summary**

**Describe how the service delivery system including, but not limited to, the services listed above meet the needs of homeless persons (particularly chronically homeless individuals and families, families with children, veterans and their families, and unaccompanied youth)**

Guam has in its inventory all the services described in Table 51. However, some of the services are not targeted specifically towards homeless persons. These services include legal assistance, mortgage assistance, law enforcement, mobile clinics, and healthcare. Other services such as

counseling/advocacy, alcohol and drug abuse, child care, employment training, life skills, mental health counseling, and transportation are provided by homeless service providers. CoC-funded programs that are not utilizing federal funds to pay for these services are identifying other sources of funding to leverage their programs. However, these services are not identified to target homeless persons alone.

Homeless service providers work closely with various community resources. Individuals and families who enter these homeless assistance programs are assessed for services that the individual or family may require in achieving and maintaining housing stability.

**Describe the strengths and gaps of the service delivery system for special needs population and persons experiencing homelessness, including, but not limited to, the services listed above**

Unfortunately, there are not many services targeted to people with HIV. Of the services listed above, counseling/advocacy, street outreach services, HIV/AIDS related services, and transportation are provided. Persons with HIV/AIDS, however, are able to obtain assistance for any of the services listed above as they are made available to the community.

**Provide a summary of the strategy for overcoming gaps in the institutional structure and service delivery system for carrying out a strategy to address priority needs**

Homeless

The Guam Homeless Coalition (GHC) and GHURA will continue to work together to address the gaps in services to homeless populations. The GHC is comprised of several committees to include the Strategic Planning Committee that addresses the current state of CoC-funded programs and the progress programs have made to address the housing and supportive services needs of homeless persons. The CoC continue to engage in monthly HUD technical assistance webinars that provide the island with tools and resources to implement HUD's Opening Doors: Federal Strategic Plan to Prevent and End Homelessness 2010. This Plan identifies 3 major goals: 1) Finish the job of ending chronic homelessness in 5 years; 2) Prevent and end veteran homelessness in 5 years; and 3) Prevent and end homelessness for families, youth and children in 10 years. Guam is working towards all these goals and has included in its inventory of services the Supportive Services for Veterans and their Families (SSVF) grant which was awarded to Westcare Pacific Islands (WPI) in October of 2014; a total of \$700,000 was awarded to the WPI. Additionally, the island included in its inventory of permanent supportive housing the Y Jahame Permanent Housing Program which is managed by the Catholic Social Services; a total of 8 year-round beds have been added.

HIV/AIDS

According to the Guam HIV Planning Group's (HPG's) Comprehensive HIV Prevention and Care Plan, the goal of the group is to identify new HIV infections and reduce any HIV-related health disparities through

a collaboration and coordination approach that addresses the prevention, care and treatment services in Guam. The HPG has identified the following strategies that address the needs and gaps in services: 1) Increase HIV testing among highest-risk populations, 2) Develop social marketing campaigns for highest-risk populations, 3) Increase condom distribution to highest-risk populations, 4) Strengthen the local HIV continuum of prevention and care services, and 5) Coordinate the streamlining of prevention and care planning group.

## SP-45 Goals Summary – 91.215(a)(4)

### Goals Summary Information

Sort Order	Goal Name	Start Year	End Year	Category	Geographic Area	Needs Addressed	Funding	Goal Outcome Indicator
1	Special Needs and Low-to-Moderate Income Housing	2015	2019	Affordable Housing Non-Homeless Special Needs	Guam (Island-wide)	Non-homeless Special Needs Affordable Housing	HOME  <b><u>Housing Trust Fund:</u></b> <b><u>\$77,609</u></b>  CDBG	Rental units constructed: 200 Household Housing Unit  Homeowner Housing Added: 40 Household Housing Unit  Homeowner Housing Rehabilitated: 100 Household Housing Unit
2	Increase Homeowner Education and Counseling	2015	2019	Affordable Housing	Guam (Island-wide)	Affordable Housing	HOME	Public service activities for Low/Moderate Income Housing Benefit: 50 Households Assisted
3	Public Transportation Infrastructure Improvements	2015	2019	Non-Housing Community Development	Low-and moderate-income areas	Non-housing Community Development	CDBG	Public Facility or Infrastructure Activities other than Low/Moderate Income Housing Benefit: 5000 Persons Assisted

Sort Order	Goal Name	Start Year	End Year	Category	Geographic Area	Needs Addressed	Funding	Goal Outcome Indicator
4	Sustain Affordable Housing Stock	2015	2019	Affordable Housing	Guam (Island-wide)	Affordable Housing	HOME: \$602,919	Public Facility or Infrastructure Activities other than Low/Moderate Income Housing Benefit: 100 Persons Assisted  Homeowner Housing Rehabilitated: 100 Household Housing Unit
5	Public Facilities and Improvement	2015	2019	Non-Housing Community Development	Low-and moderate-income areas	Non-housing Community Development	CDBG: \$2,317,582	Public Facility or Infrastructure Activities other than Low/Moderate Income Housing Benefit: 50000 Persons Assisted
6	Promote Fair Housing	2015	2019	Affordable Housing Public Housing Homeless Non-Homeless Special Needs	Guam (Island-wide)	Homelessness Non-homeless Special Needs Affordable Housing	HOME  CDBG	Public service activities for Low/Moderate Income Housing Benefit: 100 Households Assisted

Sort Order	Goal Name	Start Year	End Year	Category	Geographic Area	Needs Addressed	Funding	Goal Outcome Indicator
7	Community Enhancement	2015	2019	Homeless Non-Homeless Special Needs	Guam (Island-wide)	Homelessness Non-homeless Special Needs	CDBG: \$618,156	Public service activities other than Low/Moderate Income Housing Benefit: 15000 Persons Assisted  Tenant-based rental assistance / Rapid Rehousing: 500 Households Assisted  Homelessness Prevention: 200 Persons Assisted
8	Job Creation and Job Retention	2015	2019	Non-Homeless Special Needs Non-Housing Community Development	Guam (Island-wide)	Non-housing Community Development Non-homeless Special Needs	CDBG	Jobs created/retained: 500 Jobs

**Table 53 – Goals Summary**



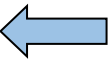
## Goal Descriptions



1	<b>Goal Name</b>	Special Needs and Low-to-Moderate Income Housing
	<b>Goal Description</b>	<ul style="list-style-type: none"> <li>• Acquire, construct, rehabilitate, <b>reconstruction</b>, or convert structures for use as housing for special needs populations and low-and moderate-income populations</li> <li>• Provide service enriched housing for special needs populations</li> <li>• Incorporate accessibility modifications to housing development for populations with disabling conditions</li> <li>• Finance the acquisition, rehabilitation, construction, <b>reconstruction</b>, or conversion of structures for use as affordable housing for eligible homebuyers</li> <li>• Finance the acquisition, rehabilitation, construction, or conversion of structures for use as affordable rental housing</li> <li>• Promote mix-income and mix-use developments to promote diverse communities</li> <li>• Incorporate universal and energy efficiency design elements for affordable housing</li> </ul>
2	<b>Goal Name</b>	Increase Homeowner Education and Counseling
	<b>Goal Description</b>	<p>Guam has identified the need for including homeowner education and counseling for first-time homebuyers. These activities aim to achieve housing stability for homeowners and sustain the affordable housing stock on island.</p> <ul style="list-style-type: none"> <li>• Increase programs for homeowner education and counseling</li> </ul>
3	<b>Goal Name</b>	Public Transportation Infrastructure Improvements
	<b>Goal Description</b>	<p>Guam has identified the following priorities that will address the transportation needs of low-and moderate-income persons.</p> <ul style="list-style-type: none"> <li>• Support opportunities to increase or create new transit stations serving low-and moderate-income communities</li> <li>• Support infrastructure improvements to aid the public transportation system in areas where low-and moderate-income residents are concentrated</li> </ul>

4	<b>Goal Name</b>	Sustain Affordable Housing Stock
	<b>Goal Description</b>	<p>Guam has identified the following priorities that will sustain the affordable housing stock on island:</p> <ul style="list-style-type: none"> <li>• Stabilize and/or rehabilitate existing housing stock by incorporating energy efficient designs</li> <li>• Assist very-low and low-income homeowners to sustain the physical and economic life to their homes, to meet current building code standards, and/or to modify to meet ADA standard</li> <li>• Support the financing or programs that sustain the stock of affordable housing</li> </ul> <p>Guam will also continue to administer its public housing units and maintain these units to meet health, safety and sanitary needs.</p>

5	<b>Goal Name</b>	Public Facilities and Improvement
	<b>Goal Description</b>	<p>Guam has identified the following priorities that aim to address the public facilities and improvement needs of the island's low-and moderate-income and special needs communities.</p> <p>Acquire, construct or rehabilitate facilities to serve low-and moderate-income communities and special needs populations</p> <ul style="list-style-type: none"> <li>• Community Centers</li> <li>• Health Centers</li> <li>• Sports and Recreational Facilities</li> <li>• Community Learning and Resource Centers</li> <li>• Emergency and Transitional Shelters</li> <li>• Substance Abuse and Residential Treatment</li> <li>• Drop-in-Center</li> <li>• Safe Haven</li> <li>• Support infrastructure improvements to aid the public transportation system in areas where low-and moderate-income residents are concentrated</li> <li>• Improve access to public, health, and safety service in low-and moderate-income neighborhoods through the construction or rehabilitation of public health and safety facilities</li> <li>• Improve sustainability of suitable living environments by addressing conditions which have contributed to the deterioration of an area <u>or an area</u> that is designated as a slum or blighted area</li> </ul>



6	<b>Goal Name</b>	Promote Fair Housing
	<b>Goal Description</b>	<p>Guam has identified this priority to promote educational awareness of Fair Housing laws. With the recent announcement of the Affirmatively Furthering Fair Housing Final Rule, Guam anticipates changes to its processes and planning towards addressing fair housing priorities and goals. Guam has made contact with the University of Guam to engage individuals who can translate written materials so they are meaningful to persons with limited English.</p> <ul style="list-style-type: none"> <li>• Identify and address barriers to Fair Housing</li> </ul>
7	<b>Goal Name</b>	Community Enhancement
	<b>Goal Description</b>	<p>Guam will implement anti-poverty strategies through the following priorities:</p> <ul style="list-style-type: none"> <li>• Operational support of facilities providing services to special needs populations</li> <li>• Improve sustainability of a suitable living environments by supporting programs that enhance crime awareness</li> <li>• Support the work of organizations that provide services that sustain suitable living environments and enhance the quality of life of very-low and low-income individuals, and special needs populations</li> <li>• Support the work of organizations that aim to reduce and end homelessness</li> </ul>
8	<b>Goal Name</b>	Job Creation and Job Retention
	<b>Goal Description</b>	<p>Guam will improve the economic conditions by addressing the following priorities:</p> <ul style="list-style-type: none"> <li>• Create or sustain jobs through the support of small business incubator development</li> <li>• Support job creation or job retention through neighborhood revitalization efforts</li> <li>• Create or sustain jobs through the financing of other non-federal grant programs that are leveraged through federal dollars</li> <li>• Support job creation that promote employment opportunities for individuals with disabilities</li> <li>• Support businesses that acquire, improve, or occupy existing abandoned commercial or industrial property</li> <li>• Support the development of job opportunities that provide access to or assistance in obtaining affordable childcare</li> </ul>

**Estimate the number of extremely low-income, low-income, and moderate-income families to whom the jurisdiction will provide affordable housing as defined by HOME 91.315(b)(2)**

Guam continues to provide affordable housing through its Public Housing and Section 8 programs to roughly 3,000 families. Additionally, the island intends to provide affordable housing through the injection of 240 LIHTC affordable housing units for elderly persons by the end of this year. The island also has in its inventory a total of 588 low-income housing units funded through the LIHTC program that are currently placed in service. The island also anticipates to provide ESG housing assistance to approximately 30 families and provide homeowner rehabilitation to 12 families to sustain the stock of housing owned by low-and moderate-income families.

**Proposed Use of Housing Trust Fund – Substantial Amendment – 06/17/2016**

**Under the HTF program, at least one extremely low-income family will be provided affordable housing. The remaining three units on the same property as the HTF-assisted unit will be reconstructed with CDBG funds and will be managed as affordable rental. Therefore, in all, a total of four income-eligible families will be provided affordable housing.**



## **SP-50 Public Housing Accessibility and Involvement – 91.215(c)**

### **Need to Increase the Number of Accessible Units (if Required by a Section 504 Voluntary Compliance Agreement)**

A Section 504 Needs Assessment was conducted for Guam's 49 project based units for the elderly and disabled on October 7, 2013 and for all four of Guam's Asset Managed Property (AMP) sites on February 10, 2015. Based on both assessments, Guam met the required designation for accessible units for individuals with mobility impairments. Guam, however, is encouraged to meet the 2% requirement accessible units for persons with hearing or vision impairments for each public housing site. No units at the time of the assessment were occupied by persons with hearing or vision impairment.

### **Activities to Increase Resident Involvements**

According to Guam's PHA plan, the realignment of Public Housing to asset management resulted in the discontinuance of the Resident Advisory Board (RAB). Guam's Public Housing Property Site Management continues to outreach to residents of each property site to seek and encourage resident participation. These efforts continue to date. Guam will assess its current outreach efforts and will continue to pursue and encourage resident participation.

### **Is the public housing agency designated as troubled under 24 CFR part 902?**

No

### **Plan to remove the 'troubled' designation**

Not applicable.

## **SP-55 Barriers to affordable housing – 91.215(h)**

### **Barriers to Affordable Housing**

Guam has identified several existing impediments, constraints, and barriers towards the financing of homes. Identifying an affordable price for the purchase of homes depends on the development costs, land, and construction costs.

#### Cost of Construction

Guam relies heavily on imported materials. Additionally, Guam is located in what is commonly called “typhoon alley”. This results in the construction of homes and facilities to withstand a wind load of 170 mph. Thus, the cost to construct a sturdy home increases.

#### Infrastructure

System development charges for water and sewer installations can cost anywhere from \$5,000 to \$644,000. The cost is identified through the size of the water meter that is servicing the structure. The Guam Waterworks Authority (GWA) implements this fee schedule and further stipulates eligible persons constructing or purchasing a single family dwelling intended for their personal residence or for their immediate family members may be entitled to amortize the cost of the applicable SDCs. Eligible persons will have to pay \$1,000 prior to receiving a building permit; the remaining SDC charges will be applied over a period not to exceed 15 years. Qualifying persons must meet the eligibility and qualifying criteria established by the Guam Housing Corporation (GHC) for low or moderate income borrowers or it is optional for persons building a primary residence for themselves or a an immediate family member.

#### Land

Guam has very limited government-owned property, especially centrally-located land. Development of housing in the northern and southern part of the island will call for improved public transportation system. The U.S. Federal Government owns one third of the island’s property; another 1/3 is identified as privately owned.

### **Strategy to Remove or Ameliorate the Barriers to Affordable Housing**

As previously stated, Guam will engage and consult with island lawmakers and policy makers to address Impediments 1 through 3 through legislative action (1&2) and executive decree (3). In the past two months, the Guam Legislature has taken up the question of Landlord-Tenant relationships and protections on a scope limited. Two bills have been introduced to increase protections to victims of domestic violence and to address notification of the presence in multi-family housing of a registered sex offender. Although not intended to address comprehensive Landlord-Tenant issues by any means, there now exists, through these proposed bills, an improved opportunity to have a policy-level discussion to craft broad-based legislation to address impediments identified above. Addressing the first 3

impediments will eliminate the 4th impediment as the laws will be amended to reflect Federal FH Law and will be enforced by passing of law and through the development of a FH Enforcement organization, office, or certified FH officer.

Guam will address impediments 3 & 4 through its continued partnership with organizations representing the elderly and persons with special needs to coordinate FH-relevant presentations, and related materials for events sponsored by GHURA partners which provide venues to conduct FH outreach to their populations. Included in this outreach is an education of how to navigate to and through the complaint system. GHURA's partners in this effort are the Guam Division of Senior Citizens (Dept. of Public Health and Social Services), the Guam Developmental Disabilities Council, the Dept. of Integrated Services of Individuals with Disabilities (DISID), the Guam Homeless Coalition, the Guam Behavioral Health and Wellness Center, and the Mayor's Council of Guam.

FH materials are not available in all languages needed in Guam. Guam will continue efforts to pursue opportunities to provide accurate translation of FH materials to ensure information is provided in a meaningful way. GHURA will support efforts initiated by the Unified Courts of Guam to bring certification training for working translators and transcribers of needed languages. GHURA publishes the FH Coordinator's contact information for persons seeking assistance regarding possible fair housing issues or concerns. In its efforts to provide information to persons with limited English in a meaningful way, Guam has taken part in several Culturally and Linguistically Appropriate Services trainings provided through the Guam Office of Minority Health, Department of Public Health and Social Services. Guam intends to take part in the upcoming training on September 2015 which will identify how Government of Guam agencies can implement the program to address agency needs with resources available.

### **Strategies to Remove or Ameliorate the Barriers to Affordable Housing**

Guam continues to struggle to address the identified impediments lacking the technical assistance and guidance to properly adhere to the policies of the Fair Housing Act. On July 19, 2013, HUD released the proposed rule to Affirmatively Further Fair Housing which identified that the current practice of HUD grantees to affirmatively further fair housing has not been effective. The proposed rule aims to assist HUD grantees by providing states, local governments, insular areas, and public housing agencies (PHAs) and the communities receiving services through these entities with data on patterns of integration and segregation; racially and ethnically concentrated areas of poverty; access to education, employment,

Low-poverty, transportation, and environmental health, among other critical assets; disproportionate housing needs based on the classes protected under the Fair Housing Act; data on individuals with disabilities and families with children; and discrimination. Guam will seek technical assistance and guidance from HUD's FH office to ensure the island is effective in affirmatively furthering fair housing laws.

In addition to the five impediments identified above, Guam continues to find lack of reliable public transportation to be a barrier to affordable housing. According to the 2010 Guam Census, less than 1%



of the island's workers utilized the public transit system, 2% walked to work, and 27% carpooled. Additionally, Guam finds that the only 27% of Carolinian, Chuukese, Palauan, Marshallese, Yapase, Kosraen, and Pohnpeian households are homeowners as compared to 61% of Chamorro or 58% of Filipino households who are homeowners. Guam aims to reduce barriers to affordable housing and increase the number of homeowners and renters among low-and moderate-income households.

Persons with disabilities also struggle to obtain affordable and accessible housing. According to the 2010 Guam Census, 22% of disabled persons who are living below the poverty level who were in the labor force were employed. The Guam Development Disabilities Council's (GDDC's) 2012 – 2016 Five-Year State Plan identifies the need for Fair Housing training by GHURA and accessible housing programs available for persons with developmental disabilities. The GDDC's Plan also identifies coordination with GHURA to conduct Disability Sensitivity Training to GHURA staff that coordinates the services for persons with developmental disabilities. GHURA staff participates in monthly strategic meetings that address the ADA compliance of governmental services and structural compliance with the Americans with Disabilities Act.

## **SP-60 Homelessness Strategy – 91.215(d)**

### **Reaching out to homeless persons (especially unsheltered persons) and assessing their individual needs**

Guam's CoC-funded programs and GHC member organizations such as the University of Guam (UOG) School of Nursing and the DPHSS conduct regular outreaches to homeless persons. CoC-funded programs continue to engage in community events that allow for them to engage the community and share available resources. GHC members organizations such as UOG's School of Nursing and DPHSS make regular outreach events to conduct immunizations and other related health care services. Through their regular outreach events, these member organizations also contribute to the PIT count by identifying areas where homeless persons are known to congregate.

Guam also reaches out to homeless persons via the annual PIT count where teams of 30 or more scatter throughout the island where homeless persons are known to congregate to gather information and provide information on available services through the Community Resource booklet. The island also conducts the Annual Passport to Services event where GHC member organizations and other related community service providers, businesses, and other entities gather to provide direct services such as immunizations and haircuts and information on housing and other related services.

### **Addressing the emergency and transitional housing needs of homeless persons**

Through Guam's PIT count, the island can determine the emergency and transitional housing needs of homeless persons. Depending on how the survey instrument is answered, a determination is made where individuals and families can be placed. In cases of families, Guam does not have transitional housing. The transitional housing programs on Guam provide temporary housing and support services to a select population of homeless adult males and females with substance abuse issues. These programs are through the Elim Pacific Ministries' Oasis Empowerment Center and The Salvation Army's Lighthouse Recovery Center.

Guam has in its inventory 5 emergency shelters. They include the Alee Family Violence Shelter, Alee Shelter for Abused Children, Guma Sagrada (Emergency Receiving Home), and Guma San Jose which are operated by the Catholic Social Services and funded through DPHSS. Sanctuary, Incorporated also operates an emergency shelter for youth.

**Helping homeless persons (especially chronically homeless individuals and families, families with children, veterans and their families, and unaccompanied youth) make the transition to permanent housing and independent living, including shortening the period of time that individuals and families experience homelessness, facilitating access for homeless individuals and families to affordable housing units, and preventing individuals and families who were recently homeless from becoming homeless again.**

Homeless persons are assisted with permanent housing through a variety of programs on island. The Emergency Solutions Grant (ESG) allows for homeless persons to be quickly re-housed by providing security and utility deposits and up to 24 months of rental and utility assistance while providing case management services. Additionally, persons who are at-risk for becoming homeless are also provided financial assistance and case management services to prevent the incidence of homelessness. All persons receiving ESG assistance must follow a Service Plan that will lead to the stabilization of their housing.

Guam also receives over \$1M in Continuum of Care (CoC) Program Grant funds. These funds support a variety of programs to include a rental assistance program (Housing First Rental Assistance Program) that provide tenant-based rental assistance vouchers to homeless individuals with disabilities, five (5) permanent supportive housing programs (Empowered Together, CARIDAD Supportive Services, Forrester's Refuge, Guma Hinemlo, and Y Jahame Permanent Housing Program) one (1) substance abuse transitional housing program for women (Oasis Empowerment Center), and an information-system programs that allow for service providers to capture client-level information on the homeless persons they serve (Homeless Management Information System). The rental assistance and permanent supportive housing programs are permanent housing programs that allow for homeless individuals and families to obtain services while being housed and ultimately achieve stability. GHURA manages the Housing First Rental Assistance Program while organizations and government entities refer their respective clients for housing and are responsible for providing the supportive services.

**Help low-income individuals and families avoid becoming homeless, especially extremely low-income individuals and families who are likely to become homeless after being discharged from a publicly funded institution or system of care, or who are receiving assistance from public and private agencies that address housing, health, social services, employment, education or youth needs**

Guam implements the Emergency Solutions Grant to assist in the prevention of homeless for individuals and families who are on the verge of eviction. The Salvation Army's Family Services Center operates this program. Individuals and families can receive up to 24 months of rental and utility assistance. Other than CoC Program Grant funds, Guam receives FEMA's Emergency Food and Shelter grant funding to assist with rental assistance. Westcare Pacific Islands utilizes their FEMA EFS grant to fund one month's mortgage assistance for eligible veterans.

Under HUD's regulatory requirements, persons who have exited from institutional settings are not eligible for CoC-funded housing programs or services if they have resided in these institutional settings for more than 90 days. Therefore, the GBHWC, Department of Corrections (DOC), Guam Memorial Hospital Authority (GMHA), DPHSS, and Department of Youth Affairs (DYA) are responsible for coordinating and identifying permanent housing according to their department's Discharge Policy.

## **SP-65 Lead based paint Hazards – 91.215(i)**

### **Actions to address LBP hazards and increase access to housing without LBP hazards**

Guam continues to ensure compliance with Federal and Local statutes 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 approximately 2,500 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 Renovators on staff; GHURA will continue to ensure certification is kept up to date. The Housing First Voucher Program (HFVP) and Aftercare Housing Program (AHP) are tenant-based voucher programs for individuals with disabilities in need of rental housing assistance. The HFVP and AHP mirrors the compliance monitoring activities of the HCVP to ensure safety against the hazards of lead-based paint of its program participant voucher recipients.

### **How are the actions listed above related to the extent of lead poisoning and hazards?**

Guam estimates about 1,350 families living in homes with lead based paint hazards. These are households that have been identified to have children, 17 years and younger, who are living in homes that were constructed before 1980. Additionally, approximately 17,575 housing units were constructed before 1980.

### **How are the actions listed above integrated into housing policies and procedures?**

Guam conducts inspections for HCV/Section 8 voucher holders, CoC-funded tenant-based rental assistance units, housing units acquired through HOME funds for acquisition and rehabilitation, homeowner units under the HOME-funded Homeowner Rehabilitation Program, and of facilities that are acquired and rehabilitated where children will occupy the building. Families who are occupying units that are built prior to 1980 that have been inspected and passed are provided a Lead-Based Paint brochure that discusses the hazards of lead-based paint poisoning. These inspections are part of Guam's housing policies and procedures.

## **SP-70 Anti-Poverty Strategy – 91.215(j)**

### **Jurisdiction Goals, Programs and Policies for reducing the number of Poverty-Level Families**

Approximately, 29% of households are living below the poverty level. At least 34% of these households are headed by individuals between the ages of 25-44, well within the working age group. Guam has indicated the goal of job creation and job retention for special needs populations and low-and moderate-income households. Guam has submitted a Section 108 Loan Guarantee application for the development of the North Gate Commercial Center which is intended to provide at least 255 jobs for persons who come from low-and moderate-income households. The island continues to see a need for job creation and other employment services and support such as childcare for families to obtain employment and/or increase their income.

Guam continues to inject affordable housing through the rehabilitation of structures that are converted as affordable housing, through the construction, acquisition, and rehabilitation of housing for sale as affordable housing, and through the LIHTC program. Providing decent, safe, and affordable housing will assist in the reduction of poverty-level families.

Additionally, the island continues to fund projects that provide public services to low-and moderate-income populations and neighborhoods. The Big Brothers Big Sisters of Guam, for example, is currently providing educational and basic skills of money management in various low-to moderate-income neighborhoods to include Guam's Public Housing sites.

### **How are the Jurisdiction poverty reducing goals, programs, and policies coordinated with this affordable housing plan**

Guam identified several priorities that will address the poverty issues of the island:

- Operational support of facilities providing services to special needs populations
- Support infrastructure improvements to aid the public transportation system in areas where low-and moderate-income residents are concentrated
- Support the work of organizations that provide services that sustain suitable living environments and enhance the quality of life of very-low and low-income individuals, and special needs populations
- Support the work of organizations that aim to reduce and end homelessness
- Improve sustainability of suitable living environments by addressing conditions which have contributed to deterioration of an area or an area that is designated as a slum or blighted area
- Create or sustain jobs through the support of small businesses incubator development
- Support job creation or job retention through neighborhood revitalization efforts
- Create or sustain jobs through the financing of other non-federal grant programs that are leveraged through federal dollars
- Support job creation that promote employment opportunities for individuals with disabilities
- Support businesses that acquire, improve, or occupy existing abandoned commercial or industrial property
- Support the development of job opportunities that provide access to or assistance in obtaining affordable childcare

## **SP-80 Monitoring – 91.230**

**Describe the standards and procedures that the jurisdiction will use to monitor activities carried out in furtherance of the plan and will use to ensure long-term compliance with requirements of the programs involved, including minority business outreach and the comprehensive planning requirements**

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 PY2015, 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 annual on-site monitoring of homeless program activities of the Continuum of Care and ESG

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.

## Expected Resources

### AP-15 Expected Resources – 91.220(c)(1,2)

#### Introduction

Guam has received a total of \$3,979,103 in CPD funds for the first year of the ConPlan PY2015. This is a 13% reduction in total funds awarded to the island. A majority of the cuts in funding were to the island's award of HOME Investment Partnerships Program grant which funds activities that address affordable housing. This Action Plan year, Guam received \$3,036,355 in CDBG funds, \$709,316 in HOME funds, and \$233,432 in ESG funds. This year, Guam will focus its CDBG resources for public facilities and improvement, public services, and administration and planning. HOME funds will be utilized for homeowner rehabilitation and administration and planning. And ESG funds will focus on the continuation of providing homeless prevention and rapid re-housing, housing relocation and stabilization services, and administration.

In addition to entitlement funds received from CPD, Guam applies competitively for homeless grant funds through the Continuum of Care Program. Funds received through this grant will benefit 8 programs currently providing services to the island's homeless population. These programs consists of six permanent supportive housing programs, one transitional housing program, and a data collection system that tracks homeless persons who enter the continuum and the services that are provided to them. For FY2014, Guam received a total of \$1,346,148 in CoC funds.

Guam also receives other federal funding from the U.S. Department of Veteran Affairs, SAMHSA, U.S. Department of Justice, U.S. Department of Health and Human Services, U.S. Department of Education, U.S. Department of Transportation, FEMA (Emergency Food and Shelter Program), just to name a few.

Substantial Amendment (CDBG Reprogramming) April 2016 – Guam is proposing to reprogram a total of \$702,141.57 of CDBG funds for the Acquisition/Construction of the Central Precinct Command, an ongoing project proposed for funding during Guam's PY2015 Annual Action Plan. The funds are reprogrammed from completed projects and funds that are available to commit from prior program years. These prior year resources will be utilized to fund the design and site improvement activities for the Guam Police Department's Acquisition/Construction of the Central Precinct Command.

#### **Proposed Use of Housing Trust Funds- Substantial Amendment – 06/17/2016**

**In his official capacity, the Governor of Guam, the Honorable Eddie Baza Calvo, has identified the Guam Housing and Urban Renewal Authority as the State Designated Agency (SDA) who will be responsible for applying and administering the Housing Trust Fund. On May 4, 2016, HUD announced approximately \$174 million through the Housing Trust Fund (HTF). This is the first-ever allocations to help States to include the U.S. Territories to produce and preserve affordable housing. Guam's**



allocated amount under the HTF is \$77,609. Based on statutory regulations, Guam will serve extremely low-income households or families. These are families at or below the 30% area median income published for Guam. Furthermore, grantees must use at least 80% of the HTF for rental housing. Guam proposes to use 90% of HTF monies for the reconstruction of an existing unit for affordable rental housing and 10% for administrative and planning activities.



## Anticipated Resources

Program	Source of Funds	Uses of Funds	Expected Amount Available Year 1				Expected Amount Available Reminder of ConPlan \$	Narrative Description
			Annual Allocation: \$	Program Income: \$	Prior Year Resources: \$	Total: \$		
CDBG	public - federal	Acquisition Admin and Planning Economic Development Housing Public Improvements Public Services	3,036,355	1,800	Subrecipient Agreement (GPD CDBG Reprogramming) -\$702,141.57	\$3,740,296.57	0	This Action Plan year, CDBG funds will be used for public facilities and improvement activities, public service activities, and administration and planning. Substantial Amendment (GPD CDBG Reprogramming- April 2016) – Guam is proposing to reprogram \$702,141.57 from prior program year funding for the design and site improvement activities for the GPD Acquisition/Construction of the Central Precinct Command.
HOME	public - federal	Acquisition Homebuyer assistance Homeowner rehab Multifamily rental new construction Multifamily rental rehab New construction for ownership TBRA	709,316	175,000	0	884,316	0	This Action Plan year, HOME funds will be utilized for homeowner rehabilitation and administration and planning.
ESG	public - federal	Conversion and rehab for transitional housing Financial Assistance Overnight shelter Rapid re-housing (rental assistance) Rental Assistance Services Transitional housing	233,432	0	0	233,432	0	This Action Plan year, ESG funds will be utilized to continue providing homeless prevention, rapid re-housing services, housing relocation and stabilization services, and administration.

Program	Source of Funds	Uses of Funds	Expected Amount Available Year 1				Expected Amount Available Reminder of ConPlan \$	Narrative Description
			Annual Allocation: \$	Program Income: \$	Prior Year Resources: \$	Total: \$		
<u>Housing Trust Fund</u>	<u>Public-federal</u>	<u>Real property acquisition</u> <u>Site improvements and development</u> <u>hard costs</u> <u>Related soft costs</u> <u>Demolition</u> <u>Financing costs</u> <u>Relocation assistance</u> <u>Operating costs for rental housing</u> <u>Administrative and planning costs</u>	<u>\$77,609.00</u>	<u>\$450.00</u>	<u>\$0.00</u>	<u>\$78,059.00</u>	<u>\$0.00</u>	<u>This Action Plan year, Guam will use HTF funds to preserve affordable housing through reconstruction activities for rental housing and administrative and planning costs.</u>

Table 54 - Expected Resources – Priority Table

**Explain how federal funds will leverage those additional resources (private, state and local funds), including a description of how matching requirements will be satisfied**

GHURA continues to assess project applications to determine other sources of funding that will help leverage the proposed project. Federal, local, and private funds were all identified as resources to address the needs of the community. Federal resources are both obtained through active competition and entitlement allocations through the Community Development Block Grant, Continuum of Care Program Grant funds, the U.S. Veterans Administrations, SAMHSA, and FEMA (Emergency Food and Shelter Program), U.S. Department of Justice, and the U.S. Department of Health and Human Services. Local funds come from the Guam Behavioral Health & Wellness Center, Department of Public Health and Social Services, 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.

NGOs also contribute private funds to support their programs. Although limited, these resources are encouraged and are very important to the successful management of their programs. In some cases, parent organizations of the local entity also provide some funding for local operations and activities in support the populations they serve. Additionally, community organizations and clubs provide leverage by conducting activities such as the administration of a food pantry or soup kitchen.

In this Annual Action Plan, Guam proposes to allocate CDBG funds to meet the matching requirement of one Continuum of Care Program, the Homeless Management Information System (HMIS). The HMIS is tool utilized by the island's homeless service providers to improve the reporting and delivery of services

to the homeless and is a mandated collection tool for all CoC-funded programs.

Substantial Amendment (CDBG Reprogramming) – April 2016

The Acquisition/Construction of the Central Precinct Command will be managed by the Guam Police Department. CDBG funds are currently the only funding source identified for this project. GPD has identified other sources of funds for the operation and maintenance of the facility once the project is completed.

**Proposed Use of Housing Trust Fund– Substantial Amendment – 06/17/2016**

**The HTF will provide leverage to the project by providing the funding resources to reconstruct units under the ownership of GHURA. These staff housing units that will be reconstructed with HTF and CDBG funds are local resources for which no federal funds were used to acquire the property.**



**Method of Distribution (Housing Trust Fund)**

**Will the state distribute HTF funds through grants to subgrantees? If yes, describe the method for distributing HTF funds through grants to subgrantees and how the State will make those funds available to units of general local governments. If no, state N/A.**

Not applicable. In his official capacity, the Governor of Guam, the Honorable Eddie Baza Calvo, has identified the Guam Housing and Urban Renewal Authority as the State Designated Agency (SDA) who will be responsible for applying and administering the Housing Trust Fund.

**Will the state distribute HTF funds by selecting applications submitted by eligible recipients? If yes, describe the eligibility requirements for applicants as defined in §93.2-definition of recipient. If no, state N/A.**

Not applicable. As stated above, the HTF allocation to Guam will be administered by GHURA who has been officially designated by the Governor of Guam, the Honorable Eddie Baza Calvo.

**Will the State distribute HTF funds by selecting application submitted by eligible recipients? If yes, describe all the criteria that will be used to select applicants and the relative importance of these criteria. At a minimum, as required in §91.320(k)(5)(i), the selection criteria must include:**

- **Priority based upon geography diversity**
- **Applicant's ability to obligate HTF funds**
- **Applicant's ability to undertake eligible activities in a timely manner**
- **For rental housing, the extent to which the project has Federal, State or local project-based**

rental assistance so rents are affordable to extremely low-income families

- For rental housing, the duration of the units' affordability period
- The merits of the application in meeting the State's priority housing needs
- The extent to which application makes use of non-federal funding sources

GHURA has been identified by the Governor of Guam, the Honorable Eddie Baza Calvo, to apply for and administer the HTF. GHURA has been a recipient of HUD federal funds since 1962. These funds have allowed the agency to administer 750 public housing units and 2,500 Housing Choice Vouchers/Section 8. Additionally, through HUD CPD funds, GHURA has improved the living conditions of low-and moderate-income persons through the rehabilitation and construction of recreational facilities, senior citizen facilities, emergency and transitional housing shelters, shelters for victims of abuse, youth centers, health and safety facilities, creation and preservation of affordable housing, economic development activities, and homeless prevention and rapid re-housing. GHURA has also administered the LIHTC funds which have injected over 400 affordable rental units. GHURA has also administered the island's homeless Continuum of Care funds to provide supportive housing and services.

Guam will follow the HTF regulatory requirements which states that rental projects must maintain affordability periods of 30 years. Guam will ensure that the activities proposed under the HTF program are within the eligibility requirements of the program. For purposes of this Plan, Guam has identified the use of HTF funds to preserve affordable housing through reconstruction activities and for administrative activities.

**If appropriate, describe publically owned land or property located within the jurisdiction that may be used to address the needs identified in the plan**

Guam proposes to rehabilitate/upgrade the Astumbo Gym in Dededo and the Yigo Gym. Both facilities are located on government owned land. Guam will continue to address various recreational facilities in low-and moderate-income areas. Most, if not all, recreational properties located in the island's villages are publically owned land.

Substantial Amendment (GPD CDBG Reprogramming- April 2016)

The property acquired with CDBG funds for the Acquisition/Construction of the Central Precinct Command project will remain under GHURA's inventory of property.

**Proposed Use of the HTF – Substantial Amendment - 06/17/2016**

**The unit being rehabilitated with HTF monies belongs to GHURA. A total of four units are located on the GHURA-owned property. With the allocation of HTF designated for Guam, GHURA intends to reconstruct one of the units using the funds and will offset the cost with CDBG. The remaining three units will be also be reconstructed using CDBG funds. The units will remain under the ownership of GHURA.**



## **Discussion**


Guam will prioritize the use of CPD funds unexpended upon the successful completion of activities or the postponement of approved projects. Priority is established to support the need for additional funding of ongoing approved projects (as necessary).

## Annual Goals and Objectives

### AP-20 Annual Goals and Objectives

#### Goals Summary Information

Sort Order	Goal Name	Start Year	End Year	Category	Geographic Area	Needs Addressed	Funding	Goal Outcome Indicator
1	Public Facilities and Improvement	2015	2019	Non-Housing Community Development	Rehabilitation/Upgrade of the Astumbo Gym Rehabilitation/Upgrade of the Yigo Gym	Non-housing Community Development	CDBG: \$2,087,582  CDBG Reprogramming: \$702,141.57	Public Facility or Infrastructure Activities other than Low/Moderate Income Housing Benefit: 116,402 Persons Assisted
2	Sustain Affordable Housing Stock	2015	2019	Affordable Housing	Guam (Island-wide)	Affordable Housing	CDBG: \$50,000 HOME: \$602,919	Homeowner Housing Rehabilitated: 20 Household Housing Unit



Sort Order	Goal Name	Start Year	End Year	Category	Geographic Area	Needs Addressed	Funding	Goal Outcome Indicator
3	Community Enhancement	2015	2019	Homeless Non-Homeless Special Needs	Guam (Island-wide)	Homelessness Non-homeless Special Needs	CDBG: \$568,156 ESG: \$215,925	Public service activities other than Low/Moderate Income Housing Benefit: 2193 Persons Assisted Tenant-based rental assistance / Rapid Rehousing: 112 Households Assisted Homelessness Prevention: 28 Persons Assisted
4	<u>Special needs and low-to moderate-income housing</u>	<u>2015</u>	<u>2019</u>	<u>Special needs populations</u>  <u>Extremely low-and moderate-income populations</u>	<u>Guam (Island-wide)</u>	<u>Affordable Housing</u>	<u>HTF: \$77,609</u>	<u>Households assisted with affordable rental housing: 1 (HTF)/4 (CDBG)</u>

Table 55 – Goals Summary

## Goal Descriptions

1	<b>Goal Name</b>	Public Facilities and Improvement
	<b>Goal Description</b>	<p>This Action Plan year, Guam will utilize \$2,087,582 of program year 2015 entitlement funds and \$230,000 of reprogrammed CDBG funds for the following public and facilities project: 1) Acquisition/Construction of the Central Precinct Command, 2) Rehabilitation/Upgrade of the Yigo Gym, and 3) Rehabilitation/Upgrade of the Astumbo Gym.</p> <p>Substantial Amendment (GPD CDBG Reprogramming – April 2016) – Guam is proposing to reprogram a total of \$702,141.57 of CDBG funds from prior program years for the design and site improvement activities of the GPD Acquisition/Construction of the Central Precinct Command.</p> <p>These projects will serve areas where at least 51% of the persons served are low-and moderate-income. In total, these projects will assist 69,075 low-and moderate-income persons.</p> <p>The priority need addressed for all three projects is <u>Non-Housing Community Development</u>.</p>
2	<b>Goal Name</b>	Sustain Affordable Housing Stock
	<b>Goal Description</b>	<p>This Action Plan year, Guam will utilize CDBG and HOME funds to sustain the affordable housing stock through the following projects:</p> <ul style="list-style-type: none"> <li>• Homeowner Rehabilitation Direct Costs</li> <li>• Homeowner Rehabilitation Loan Program</li> </ul> <p>These projects meet the Priority Need of <u>Affordable Housing</u>.</p>





3	<b>Goal Name</b>	Community Enhancement
	<b>Goal Description</b>	<p>This Action Plan year, Guam will utilize CDBG and ESG funds to enhance the lives of homeless persons, special needs persons, and low-and moderate-income persons on island. The following projects will meet the goal of Community Enhancement:</p> <ul style="list-style-type: none"><li>• The Opportunity Initiative</li><li>• Kurason Ysengsong</li><li>• Homeless Management Information System</li><li>• Lighthouse Recovery Center</li><li>• Family Services Center</li><li>• Homeless Prevention &amp; Rapid Re-Housing Services</li></ul>
4	<b>Goal Name</b>	<u>Special needs and low-to moderate-income housing</u>
	<b>Goal Description</b>	<p><u>This Action Plan year, Guam will utilize Housing Trust Funds to provide affordable rental housing for extremely low-income, including homeless families.</u></p> <ul style="list-style-type: none"><li>• <u>Dededo Renaissance Rental Reconstruction</u></li></ul>
5	<b>Goal Name</b>	<u>Sustain affordable housing stock</u>
	<b>Goal Description</b>	<p><u>This Action Plan year, Guam will utilize Housing Trust Funds to provide affordable rental housing for extremely low-income, including homeless families</u></p> <ul style="list-style-type: none"><li>• <u>Dededo Renaissance Rental Reconstruction</u></li></ul>

## Projects

### AP-35 Projects – 91.220(d)

#### Introduction

This Action Plan year, Guam proposes to fund three Public Facilities and Improvement projects, five public services projects, homeless prevention and rapid re-housing activities, homeowner rehabilitation, and administration and planning activities to carry out the eligible activities of the grant. Table 55 below identifies each project by name. Section AP-38, Projects Summary, will describe each project in detail identifying the activities funded through each respective grant program.

#### Projects

#	Project Name
1	Acquisition/Construction of the Central Precinct Command
2	Rehabilitation/Upgrade of the Astumbo Gym
3	Rehabilitation/Upgrade of the Yigo Gym
4	Homeowner Rehabilitation Direct Costs
5	The Opportunity Initiative
6	Kurason Ysengsong
7	Homeless Management Information System
8	Lighthouse Recovery Center
9	Family Services Center
10	CDBG Administrative Activities
11	CDBG Planning Activities
12	Homeowner Rehabilitation Loan Program
13	HOME Administration and Planning
14	HESG HP & RR Services, Administrative Costs

**Table 56 – Project Information**

#### **Describe the reasons for allocation priorities and any obstacles to addressing underserved needs**

These projects have been identified based on their capacity to serve low-and moderate income persons. The projects proposed for funding all meet one of Guam's priorities which have been identified as a high need.

The challenges of addressing underserved needs continues to lie in the lack of adequate government and non-government resources that is dedicated to addressing the priority needs of the underserved, most especially homeless persons and persons with HIV/AIDS. Government entities lack the financial resources that cover their mandates up to and including providing support for the housing of those with special needs. Guam continues to utilize LIHTC funds to address the needs of low-income families to

include special needs populations such as the elderly. Non-governmental organizations are also faced with the lack of service providers, high employee turnover, insufficient funding, and frequently, limited administrative capacity to accomplish their goals of serving their populations. Combined, these conditions lead to the gaps in services to the underserved. Most importantly, the underlying needs of the populations pose a challenge to the services/resources already available.

#### Substantial Amendment (GPD CDBG Reprogramming) - April 2016

GPD's current facility no longer meets the needs of the growing department, does not meet the Federal mandates of sight and sound separation between adult and juvenile offenders and the community, and its current location impedes the department's ability to respond quickly to emergencies. The facility is also deteriorating causing a safety issue for the personnel, community, and detainees. Additionally, the facility is located on a flood zone. A new facility will allow the department to better serve the low-and moderate-income communities of Barrigada, Sinajana, Agana Heights, Hagatna, Mangilao, Asan-Maina, Mongmong-Toto-Maite, Yona, and Ordot-Chalan Pago in an efficient and effective manner.

## AP-38 Project Summary

### Project Summary Information

1	<b>Project Name</b>	Acquisition/Construction of the Central Precinct Command
	<b>Target Area</b>	Barrigada, Sinajana, Agana Heights, Hagatna, Mongmong-Toto-Maite, Asan-Maina, Yona, Ordot-Chalan Pago
	<b>Goals Supported</b>	Public Facilities and Improvement
	<b>Needs Addressed</b>	Non-housing Community Development
	<b>Funding</b>	CDBG: \$1,000,000/Reprogrammed CDBG Funds: \$702,141.57
	<b>Description</b>	Guam is proposing to utilize CDBG funds to acquire land and to construct the new Central Precinct Command facility for the Guam Police Department (GPD). GPD's current facility no longer meets the needs of the growing department, does not meet the Federal mandates of sight and sound separation between adult and juvenile offenders and the community, and its location impedes the department's ability to respond quickly to emergencies. Additionally, the facility is located on a flood zone. A new facility will allow the department to serve the low-and moderate-income communities of Barrigada, Sinajana, Agana Heights, Hagatna, Mangilao, Asan-Maina, Mongmong-Toto-Maite, Yona, and Ordot-Chalan Pago in an efficient and effective manner. This project meets the proposed ConPlan priority #17 - Improve access to public, health, and safety service in low-and moderate-income neighborhoods through the construction or rehabilitation of public health and safety facilities. Matrix code: 03
	<b>Target Date</b>	12/31/2017
	<b>Estimate the number and type of families that will benefit from the proposed activities</b>	The newly constructed facility will allow the GPD to assist approximately 52,166, of which 28,004 or 54% are low-and moderate-income (LMI) persons. This activity is categorized as an area benefit activity, as the project aims to provide law enforcement services to areas where at least 51% of the total residents served in the villages indicated above are low-and moderate-income. In this case, the area benefit shows 54% of the residents to be LMI. The national objective met for this project is area benefit, 24 CFR Part 570.208(a)(1)(i).
	<b>Location Description</b>	N/A (Acquisition is being sought)

	<b>Planned Activities</b>	<p>Acquisition of centrally located land to construct a public facility providing public safety to low-and moderate-income persons. The design and build of the project that will include the detention/processing unit, holding cells, interview rooms, locker rooms, workout area, and other features that will meet the federal mandates of sight and separation between adult and juvenile offenders as well as the protection of the community. These activities are eligible under 24 CFR Part 570.201(c).</p> <p>Substantial Amendment (CDBG Reprogramming – April 2016): Guam is requesting to reprogram \$702,141.57 of CDBG funds to support this ongoing project. GHURA has gone through the negotiation process and is currently securing a purchase agreement to acquire property for this project. The reprogrammed CDBG funds will be used for Phase 1 of this project for design and site improvement activities. The design activities will include the construction drawings, plans, specification, and construction cost estimate. Site drawings will include activities such as grading, site clearing, roadways, parking, fencing and utilities. Further, site improvement activities will address the addition of a deceleration lane along Route 4, the main driveway leading into the property with utility line connection for waste and water. Phase 2 will encompass the actual construction of the facility. GHURA intends to dedicate additional funds for Phase 2 of this project.</p>
2	<b>Project Name</b>	Rehabilitation/Upgrade of the Astumbo Gym
	<b>Target Area</b>	Dededo
	<b>Goals Supported</b>	Public Facilities and Improvement
	<b>Needs Addressed</b>	Non-housing Community Development
	<b>Funding</b>	CDBG: \$700,000

	<b>Description</b>	Guam is proposing to utilize CDBG funds to rehabilitate/upgrade the Astumbo Gym to include ADA accessibility features and wind load requirements. The island currently utilizes the schools as temporary shelters during the storm. However, several families lost their homes and were not able to return home. Once it was determined that the schools will reopen, the displaced families were transported to other village gyms, more specifically, the Agana Heights and Tamuning Gyms. Families could not stay in their villages because the gyms were not adequate to properly shelter them. This put a strain on families and DOE as arrangements had to be made to transport the students from these gyms to their home schools. This project meets the proposed ConPlan priority #14 - Acquire, construct or rehabilitate facilities to serve low-and moderate- income communities and special needs populations - Sports and Recreational Facilities. Matrix code: 03F
	<b>Target Date</b>	12/31/2016
	<b>Estimate the number and type of families that will benefit from the proposed activities</b>	The rehabilitated gym will be available for all residents of Dededo. There are approximately 44,409, or 28% of island residents who live in the village of Dededo. Of the total who reside there, 28,777, or 65% are low-and moderate-income. The project is located in Tract 9508.01 which indicates a low-moderate income percentage of 72%. At Block Group 3, 71% of residents are low-and moderate-income. The national objective met for this project is area benefit, 24 CFR Part 570.208(a)(1)(i).
	<b>Location Description</b>	The project is located in Astumbo, Dededo, Tract 9508.01, Block Group 3.
	<b>Planned Activities</b>	Funds will be utilized to rehabilitate/upgrade the gym to meet ADA requirements and to meet wind load requirements for the use of the facility as a temporary disaster shelter when needed. The gym's bathrooms will be rehabilitated to meet ADA requirements, mitigating the roll up doors, building pad and electrical wiring for backup generator, water storage, and energy efficient fixtures. These activities are eligible under 24 CFR Part 570.201(c).
<b>3</b>	<b>Project Name</b>	Rehabilitation/Upgrade of the Yigo Gym
	<b>Target Area</b>	Yigo
	<b>Goals Supported</b>	Public Facilities and Improvement
	<b>Needs Addressed</b>	Non-housing Community Development
	<b>Funding</b>	CDBG: \$230,000

	<b>Description</b>	Guam is proposing to utilize CDBG funds that are inclusive of \$230,000 CDBG funds that are being requested for reprogramming. The reprogrammed funds come from the Historic Inalajan San Jose Street Heritage Tour Development which was awarded to the Judy Flores, Inc. in PY2012. Funds will be utilized to upgrade the gym to include ADA accessibility features and wind load requirements for the use of the facility as a temporary disaster shelter. Currently, the island utilizes the public schools; however, this has caused several schools to close, forcing faculty and students to make up those days the school is being utilizing as a shelter. The gym will be equipped to service the low-and moderate-income families and the homeless who need shelter during a storm or other disasters. Guam is proposing to utilize \$230,000 of CDBG funds which will be reprogrammed from the Historic Inalajan San Jose Street Heritage Tour Development which was awarded through Guam's PY2012 AAP. This activity will be cancelled and funds will be available to commit. According to HUD's LMI data, 62% of Yigo's residents are low-and moderate-income. This project meets the proposed ConPlan priority #14 - Acquire, construct or rehabilitate facilities to serve low-and moderate-income communities and special needs populations - Sports and Recreational Facilities
	<b>Target Date</b>	12/31/2016
	<b>Estimate the number and type of families that will benefit from the proposed activities</b>	The newly rehabilitated/upgraded gym will benefit approximately 19,827, of which 12,294 or 62% are low-and moderate-income persons. This activity is categorized as an area benefit activity, as the facility aims to benefit an area where at least 51% of the total residents served in the villages indicated above are low-and moderate-income. The national objective met for this project is area benefit, 24 CFR Part 570.208(a)(1)(i).
	<b>Location Description</b>	This project is located in Yigo, Tract 9558, Block Group 3.
	<b>Planned Activities</b>	Funds will be utilized to upgrade the gym to meet ADA requirements and to meet wind load requirements for the use of the facility as a temporary disaster shelter when needed. The gym's bathrooms will be rehabilitated to meet ADA requirements, mitigating the roll up doors, building pad and electrical wiring for backup generator, water storage, and energy efficient fixtures. These activities are eligible under 24 CFR Part 570.201(c).
<b>4</b>	<b>Project Name</b>	Homeowner Rehabilitation Direct Costs
	<b>Target Area</b>	Guam (Island-wide)
	<b>Goals Supported</b>	Public Facilities and Improvement
	<b>Needs Addressed</b>	Non-housing Community Development

	<b>Funding</b>	CDBG: \$50,000
	<b>Description</b>	Guam will use funds to pay for costs related to the provision of services to homeowners engaging in rehabilitation activities. The rehab activities are intended to extend the functional life of a person's primary residence by supporting needed renovations and improvements to correct building code compliance issues and increase energy efficiency of the homes. This activity meets the proposed ConPlan priority #12 - 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 standards. Matrix Code 14A.
	<b>Target Date</b>	9/30/2016
	<b>Estimate the number and type of families that will benefit from the proposed activities</b>	This activity will provide services to approximately 20 low-and moderate-income households. Additionally, this project meets CDBG's national objective of low-and moderate-income housing or LMH as stipulated in 24 CFR Part 570.208(a)(3)(ii)
	<b>Location Description</b>	Activities will be provided out of the GHURA CPD office, 117 Bien Venida Avenue, Sinajana, Guam 96910
	<b>Planned Activities</b>	Rehabilitation services, such as rehabilitation counseling, energy auditing, preparation of work specifications, loan processing, inspections, and other services related to assisting owners, tenants, contractors, and other entities, participating or seeking to participate in rehabilitation activities. These activities are eligible according to 24 CFR Part 570.201(k).
5	<b>Project Name</b>	The Opportunity Initiative
	<b>Target Area</b>	Ironwood Estates, Dededo; Ironwood Heights, Tamuning; Pagachao, Agat; Toto Gardens, Toto; Yona; DYA Kattan Youth Center, Mangilao; and Merizo GHURA Subdivision
	<b>Goals Supported</b>	Community Enhancement
	<b>Needs Addressed</b>	Non-housing Community Development Non-homeless Special Needs
	<b>Funding</b>	CDBG: \$90,392



	<b>Description</b>	Guam is proposing to utilize CDBG funds to provide intensive work-force development assistance to include soft-skills, career-readiness and employability curricula, enrichment activities for youth and families, community-based youth mentorship and adult workplace and adult workplace mentorship, and family literacy programs. Big Brothers Big Sisters of Guam will target low-and moderate-income neighborhoods and housing developments to include the Ironwood Estates in Dededo; Ironwood Heights in Tamuning; Mangilao; Pagachao, Agat; Dededo; GHURA's Yona and Merizo subdivisions. This project meets the proposed ConPlan priority #19 - Support the work of organizations that provide services that sustain suitable living environments and enhance the quality of life of very-low and low-income individuals, and special needs populations. Matrix code: 05
	<b>Target Date</b>	12/31/2016
	<b>Estimate the number and type of families that will benefit from the proposed activities</b>	This project will provide public service activities to at least 40 households of which 30 will be identified as low-and moderate-income households. Additionally, the national objective that will be met for this projects is a benefit to a limited clientele or LMC, 24 CFR Part 570.208(a)(2)(i)(B).
	<b>Location Description</b>	Big Brothers Big Sisters of Guam (BBBSG) will be providing their proposed services at different locations throughout the island. They have proposed to provide services in areas where there are predominantly low-and moderate-income families. BBBSG will utilize community facilities already in place around the island. Areas include Ironwood Estates in Dededo; Ironwood Heights in Tamuning; Mangilao; Pagachao, Agat; Dededo; GHURA's Yona and Merizo subdivisions.

	<b>Planned Activities</b>	<p>The Opportunity Initiative project will target low and moderate-income families and provide services to increase economic and educational opportunities through mentoring, onsite enrichment activities, and curriculum-based programs to enhance work readiness and literacy skills of adults and youth. The following services will be provided to youth residing in low-and moderate-income households and adults from low-and moderate-income households:</p> <p>1) Workforce Development - Adults and youth will be provided workplace readiness training through BBBS' Skills to Pay the Bills program. Participants will be taught personal finance and money management skills and will be tested before and after each lesson to demonstrate improved knowledge on the lessons provided. Ten participants will be chosen to participate in a 1-week summer internship training hosted by BBBSG's corporate partners. 2) Family Literacy Program - BBBS will partner with the Guam Humanities Council to provide family literacy services such as the Motherhead Program. Adults enrolled in the Motherhead Program engage in a variety of literacy activities. Parents/guardians practice what they learn by reading books and engage in storytelling with their children. The Guam Humanities Council will conduct their CASAS test before and after the Motherhead classes to assess the comprehension level of the students. 3) Job Placement Assistance – participants will be provided personalized support, career counseling and case management that will address the barriers to employment with the goal of employing 10 individuals within the program year. The activities proposed for this project meets CDBG's regulatory requirements as stated in 24 CFR Part 570.201(e).</p>
6	<b>Project Name</b>	Kurason Ysengsong
	<b>Target Area</b>	Dededo
	<b>Goals Supported</b>	Community Enhancement
	<b>Needs Addressed</b>	Non-housing Community Development Non-homeless Special Needs
	<b>Funding</b>	CDBG: \$25,525

	<b>Description</b>	Funds will be utilized as operational support for this project to provide public service activities to include youth programming and leadership and development activities, community engagement and development, and educational and recreational programs. Ayuda Foundation was awarded CDBG funds in PY2012 to fund the rehab of 4 former teacher staff housing units which are being utilized by organizations such as the Island Girl Power. Operational support will allow the Ayuda Foundation to outreach to more families and increase educational and recreational activities to the community of Dededo. This project meets the proposed ConPlan priority #19 - Support the work of organizations that provide services that sustain suitable living environments and enhance the quality of life of very-low and low-income individuals, and special needs populations. Matrix code: 05
	<b>Target Date</b>	9/30/2016
	<b>Estimate the number and type of families that will benefit from the proposed activities</b>	This project aims to provide public service activities to a total of 4,161 persons who are identified as low-and moderate-income persons. Additionally, the national objective that will be met for this project is a benefit to an area that comprises of at least 51% LMI as per 24 CFR Part 570.208(a)(1)(i). This project will expand its services by outreaching to families who are not accessing their services. The Ayuda Foundation maintains a log sheet of participants and is observant of where their current program participants come from. This includes families residing in Tract 9508.02; 9508.01/Block Group 1, 9507.01/Block Group 5,6,7 in the village of Dededo. There are a total of 6,071 persons who reside in these areas. Of that, 69% are identified as LMI.
	<b>Location Description</b>	Lot 10114-NEW-3:359 Ysengsong Road, Dededo, Guam 96929
	<b>Planned Activities</b>	Funds will be utilized as operational support for this project to provide public service activities to include youth leadership and development activities, community outreach, community gardens, and educational and recreational programs. The activities proposed for this project meets CDBG's regulatory requirements as stated in 24 CFR Part 570.201(e).  This is an expansion of services as the project will serve more families residing in other Tract levels in Dededo that are currently not being serviced by the project – 95058.02; 9508.01/Block Grp. 1; 9507.01/Block Grp. 5, 6, 7. The total amount of persons estimated to be served that are LMI is 4,161; that's 69% of the total population of the tract and block group identified.
<b>7</b>	<b>Project Name</b>	Homeless Management Information System
	<b>Target Area</b>	Guam (Island-wide)

	<b>Goals Supported</b>	Community Enhancement
	<b>Needs Addressed</b>	Homelessness
	<b>Funding</b>	CDBG: \$28,988
	<b>Description</b>	Funds will pay for the cash match requirement for the CoC Program grant which the project receives to operate the island's comprehensive data collection system that captures client-level information and services provided to homeless and at-risk for homeless persons who are served through the continuum. The HMIS is a mandated program for all CoC-funded programs and is responsible for collecting data that is reflected on mandated reports such as the Annual Progress Report and other customized reports requested by service providers and the community. This project meets the proposed ConPlan priority #20 - Support the work of organizations that aim to reduce and end homelessnessThis project meets the ConPlan Priority Need of: Support the work of organizations providing assistance to very-low and low-income individuals, and special needs population.Matrix code: 05
	<b>Target Date</b>	9/30/2016
	<b>Estimate the number and type of families that will benefit from the proposed activities</b>	Approximately, 1,576 homeless and at-risk persons will be served through these projects. Additionally, this project meets CDBG's national objective of limited clientele or LMC as stipulated in 24 CFR Part 570.208(a)(2)(i)(A).
	<b>Location Description</b>	The Salvation Army takes lead in implementing the HMIS. Their office is located at 155003 Corsair Avenue, Tiyan, Guam 96913.
	<b>Planned Activities</b>	Funds will support The Salvation Army's HMIS cash match requirement for its Continuum of Care program grant. Costs for operations, supplies, and salary will be paid for with CDBG funds. The activities proposed for this project are eligible under CDBG's regulatory requirements for public services as stipulated in 24 CFR Part 570.201(e).
8	<b>Project Name</b>	Lighthouse Recovery Center
	<b>Target Area</b>	Guam (Island-wide)
	<b>Goals Supported</b>	Community Enhancement
	<b>Needs Addressed</b>	Homelessness
	<b>Funding</b>	CDBG: \$177,326

	<b>Description</b>	Funds will be utilized to provide operational support of The Salvation Army's Lighthouse Recovery Center. The center provides transitional and supportive housing and outpatient services to homeless, low-and moderate-income and at-risk men seeking recovery from substance abuse. This project meets the proposed ConPlan priority #19 - Support the work of organizations that provide services that sustain suitable living environments and enhance the quality of life of very-low and low-income individuals, and special needs populations and #20 - Support the work of organizations that aim to reduce and end homelessness. Matrix code: 05
	<b>Target Date</b>	9/30/2016
	<b>Estimate the number and type of families that will benefit from the proposed activities</b>	Approximately, 252 homeless, low-and moderate income, and at-risk individuals will be provided transitional and supportive housing and outpatient services. Additionally, this project meets CDBG's national objective of limited clientele or LMC as defined under 24 CFR Part 570.208(a)(2)(i)(A).
	<b>Location Description</b>	
	<b>Planned Activities</b>	The activities proposed will be provided out of the substance abuse treatment facility located at 155004 Corsair Avenue, Tiyan, Guam 96913.
9	<b>Project Name</b>	Family Services Center
	<b>Target Area</b>	Guam (Island-wide)
	<b>Goals Supported</b>	Community Enhancement
	<b>Needs Addressed</b>	Non-housing Community Development Homelessness Non-homeless Special Needs Affordable Housing
	<b>Funding</b>	CDBG: \$30,000/ESG: \$233,432

	<b>Description</b>	This project will focus on preventing individuals and families from becoming homeless and rapidly re-house individual and families who are living in emergency/transitional shelters or in a place not meant for human habitation. Persons assisted through this project must meet the Emergency Solutions Grant (ESG) income guidelines which state that a household's income must not be more than 30% of the Area Median Income (AMI). Income documentation is collected for all households provided assisted through the ESG. This project meets the proposed ConPlan priority #20 - Support the work of organizations that aim to reduce and end homelessness and #19 - Support the work of organizations that provide services that sustain suitable living environments and enhance the quality of life of very-low and low-income individuals, and special needs populations. Matrix code: 05
	<b>Target Date</b>	9/30/2016
	<b>Estimate the number and type of families that will benefit from the proposed activities</b>	CDBG funds will support the operational costs for The Salvation Army's Family Services Center to administer eligible activities under the ESG. Approximately 140 persons or 35 households will be assisted through the ESG with homeless prevention and rapid re-housing services. Persons assisted through this project must meet the Emergency Solutions Grant (ESG) income guidelines which state that a household's income must not be more than 30% of the Area Median Income (AMI). Income documentation is collected for all households provided assisted through the ESG. Additionally, this project will meet CDBG's national objective of limited clientele or LMC as defined under 24 CFR Part 570.208(a)(2)(i)(B).
	<b>Location Description</b>	The activities proposed for this project will be administered through The Salvation Army's Family Services Center which is located at 155003 Corsair Avenue, Tiyan, Guam 96913.
	<b>Planned Activities</b>	Funds will support The Salvation Army's Family Services Center's operational costs to administer services under the Emergency Solutions Grant. Services such as financial assistance and housing relocation and stabilization services will be provided to individuals and families who are homeless or at-risk of becoming homeless. The activities proposed for this project meets CDBG's regulatory requirements for Public Services as defined under 24 CFR Part 570.201(e).
<b>10</b>	<b>Project Name</b>	CDBG Administrative Activities
	<b>Target Area</b>	Not applicable
	<b>Goals Supported</b>	Not applicable
	<b>Needs Addressed</b>	Not applicable

	<b>Funding</b>	CDBG: \$273,271
	<b>Description</b>	Funds will pay for general administration and planning costs. GHURA administers the Consolidated Plan under the general direction of the Governor of Guam. As grants manager, GHURA monitors projects through reports, site visits, and payment requests. GHURA sees to it that activities are in compliance with CDBG requirements. The activities proposed for this project meet CDBG's regulatory requirements as stipulated in 24 CFR Part 570.206 - Program Administrative Costs. Matrix code: 21A
	<b>Target Date</b>	9/30/2020
	<b>Estimate the number and type of families that will benefit from the proposed activities</b>	Not applicable.
	<b>Location Description</b>	General administrative and planning activities will be conducted out of GHURA's Community Planning and Development office located at 117 Bien Venida Avenue, Sinajana, Guam 96910.
	<b>Planned Activities</b>	Guam will administer the activities of CDBG-funded projects. GHURA will assess the feasibility of housing, public services, economic development and other development activities. The Authority will conduct environment reviews, housing studies, and historic preservation studies to determine the feasibility of land use proposals. GHURA implements activities to affirmatively further fair housing. GHURA will assess and implement recommendations to overcome impediments to fair housing identified in the Analysis of Impediments to Fair Housing. GHURA will also conduct activities to include fair housing education and outreach.
<b>11</b>	<b>Project Name</b>	CDBG Planning Activities
	<b>Target Area</b>	Not applicable
	<b>Goals Supported</b>	Not applicable
	<b>Needs Addressed</b>	Not applicable
	<b>Funding</b>	CDBG: \$273,271

	<b>Description</b>	Funds will pay for general administrative and planning costs. GHURA administers the Consolidated Plan under the general direction of the Governor of Guam. Guam monitors the implementation of the Consolidated Plan project as part of the strategic plan. As grants manager, GHURA monitors projects through reports, site visits, and the processing of payment requests. GHURA will also monitor activities for compliance with CPD requirements such as fair housing and Section 504. Matrix code: 21A
	<b>Target Date</b>	9/30/2020
	<b>Estimate the number and type of families that will benefit from the proposed activities</b>	Not applicable.
	<b>Location Description</b>	General administrative and planning activities will be provided out of GHURA's Community Planning and Development office located at 117 Bien Venida Avenue, Sinajana, Guam 96910.
	<b>Planned Activities</b>	GHURA will update Guam's 5-Year Consolidated Plan as needed and produce the Annual Action Plan report and the Consolidated Annual Performance and Evaluation Report (CAPER). GHURA will assess the feasibility of housing, public services, economic development and other development activities. The Authority will conduct environmental reviews, housing studies, and historic preservation studies to determine feasibility of land use proposals. GHURA will implement activities to affirmatively further fair housing. GHURA will assess and implement recommendations to overcome impediments to fair housing identified in the Analysis of Impediments to Fair Housing, components on real estate, home mortgage lending and home insurance. GHURA will also conduct activities to include fair housing education and outreach. The activities proposed for this project meet CDBG's regulatory requirements as stipulated in 24 CFR Part 570.206 - Program administrative costs.
<b>12</b>	<b>Project Name</b>	Homeowner Rehabilitation Loan Program
	<b>Target Area</b>	Guam (Island-wide)
	<b>Goals Supported</b>	Sustain Affordable Housing Stock
	<b>Needs Addressed</b>	Affordable Housing
	<b>Funding</b>	HOME: \$602,919



	<b>Description</b>	Guam will provide low-interest 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. Matrix code: 14A
	<b>Target Date</b>	9/30/2017
	<b>Estimate the number and type of families that will benefit from the proposed activities</b>	This activity will provide services to approximately 20 low-and moderate-income households. Additionally, this project meets CDBG's national objective of limited clientele or LMC as stipulated in 24 CFR Part 570.208(a)(3)(ii)
	<b>Location Description</b>	Activities will be provided through GHURA's CPD office, 117 Bien Venida Avenue, Sinajana, Guam 96910
	<b>Planned Activities</b>	Guam will provide 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.
13	<b>Project Name</b>	HOME Administration and Planning
	<b>Target Area</b>	Not applicable
	<b>Goals Supported</b>	Not applicable
	<b>Needs Addressed</b>	Not applicable
	<b>Funding</b>	HOME: \$106,397
	<b>Description</b>	Funds will support the general administrative and planning costs. GHURA administers the Consolidated Plan under the general direction of the Governor of Guam. As grants manager, GHURA monitors projects through reports, site visits, and payment requests. GHURA sees to it that activities are in compliance with HOME requirements. Matrix code: 21H
	<b>Target Date</b>	9/30/2020
	<b>Estimate the number and type of families that will benefit from the proposed activities</b>	Not applicable.
	<b>Location Description</b>	General administrative and planning activities will be provided out of GHURA's CPD office located at 117 Bien Venida Avenue, Sinajana, Guam 96910.

	<b>Planned Activities</b>	GHURA will use the funds to cover the cost of grant management, general administrative oversight and coordination, staff and overhead costs, public information activities, and indirect costs. GHURA will conduct monitoring and on-site inspections of the projects in accordance with HOME regulations. GHURA will maintain records and reports to demonstrate compliance with HOME requirements. GHURA will complete environmental review processes. GHURA will adhere to Federal requirements including non-discrimination and equal opportunity, disclosure requirements, debarred, suspended or ineligible contractors and drug-free workplace. GHURA will adopt affirmative marketing procedures and an affirmative outreach program in the construction, management and operations of the project. The general administrative and planning activities meet HOME's regulatory requirements as stipulated under 24 CFR Part 92.207.
<b>14</b>	<b>Project Name</b>	HESG HP & RR Services, Administrative Costs
	<b>Target Area</b>	Guam (Island-wide)
	<b>Goals Supported</b>	Community Enhancement
	<b>Needs Addressed</b>	Homelessness Affordable Housing
	<b>Funding</b>	ESG: \$233,432
	<b>Description</b>	Funds will pay for general administrative and planning costs. GHURA administers the Consolidated Plan under the general direction of the Governor of Guam. As grants manager, GHURA monitors projects through reports, site visits, and payment requests. GHURA sees to it that activities are in compliance with ESG requirements. This project meets the proposed ConPlan priority #20 - Support the work of organizations that aim to reduce and end homelessness and #19 - Support the work of organizations that provide services that sustain suitable living environments and enhance the quality of life of very-low and low-income individuals, and special needs populations. Homeless Prevention and Rapid Re-Housing Services - Matrix Code: 05Administrative Costs - Matrix code: 21A
	<b>Target Date</b>	9/30/2017

	<b>Estimate the number and type of families that will benefit from the proposed activities</b>	<p>The proposed project will provide homeless prevention and rapid re-housing services to approximately 140 persons. Individuals and families assisted must be at the income level or lower of 30% Area Median Income. Persons assisted for homeless prevention services must meet HEARTH's definition of those at-risk for becoming homeless. For persons assisted with rapid re-housing services, they must meet the HEARTH definition of homelessness. The activities proposed through this project meet the Emergency Solutions Grant's regulatory requirements as stipulated in 24 CFR Part 576.103.</p>
	<b>Location Description</b>	<p>Homeless prevention and rapid re-housing services will be provided through The Salvation Army's Family Services Center whose office is located at 155003 Corsair Avenue, Tiyan, Guam 96913.</p> <p>General administrative and planning activities will be provided out of GHURA's CPD office located at 117 Bien Venida Avenue, Sinajana, Guam 96910.</p>

	<b>Planned Activities</b>	<p>Funds will be utilized to provide financial assistance such as security and utility deposits, rental and utility arrears, and up to 24 months of rental and utility payments. Additionally, funds will be utilized to provide Housing Relocation and Stabilization Services such as housing search and placement, housing stability case management, and credit repair to individuals and families experiencing homelessness to move into permanent housing and achieve housing stability. Financial assistance provided for rental payments are limited to units located on Guam. Relocation assistance are also limited within the Guam jurisdiction. Lastly, funds will support the payment of salaries for staff providing these services.</p> <p>Of the funds awarded, \$215,925 will be awarded to The Salvation Army's Family Services Center to provide homeless prevention and rapid re-housing services. Broken down, these funds will be budgeted to provide the following:</p> <ul style="list-style-type: none"> <li>• Homeless Prevention (Financial Assistance) - \$27,895</li> <li>• Homeless Prevention (Housing Relocation and Stabilization Services) - \$15,290</li> <li>• Rapid Re-Housing (Financial Assistance) - \$84,697</li> <li>• Rapid Re-Housing (Housing Relocation and Stabilization Services) - \$88,043</li> </ul> <p>Guam will use ESG funds to cover the costs of administering the ESG program. These activities consist of grants management, general administrative oversight and coordination, staff and overhead costs, public information activities, and indirect costs. GHURA will update the Consolidated Plan including the affordable housing, anti-poverty and homeless strategies. GHURA will conduct needs assessments of the homeless population and continue the development of the homeless management information system. GHURA will conduct monitoring and on-site inspections in accordance with ESG regulations. GHURA will maintain records and reports to demonstrate compliance with ESG requirements. Funds allocated for this activity amount to \$17,507.</p>
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## AP-50 Geographic Distribution – 91.220(f)

### Description of the geographic areas of the entitlement (including areas of low-income and minority concentration) where assistance will be directed

The island of Guam is a land area of approximately 212 square miles, approximately 30 miles long and between 4-12 miles wide with a population of approximately 159,000 per the 2010 U.S. Decennial Census. Geographically, Guam elects to allocate its fund on the basis of regional, village, or neighborhood benefit. As per HUD's LMI data, 65% of the island's entire population is low-and moderate-income. For purposes of population density, the island meets the U.S. Dept. of Agriculture Office of Rural Development definition of a rural community.

Historically, the island identifies itself broadly along two lines, regionally or by village (city). Regionally, Guam divides into Northern, Central, and Southern communities. Guam as a small island community does not allocate its funds strictly geographically or to identified areas of minority concentration. Guam evaluates proposed projects against data derived from various sources, including the U.S. Census Bureau and HUD, area studies conducted by the Guam Bureau of Statistics and Plans in coordination with federal partners such as the U.S. Dept. of Health and Human Services and the U.S. Center of Disease Control Office of Minority Health, and periodic reports such as the Guam Homeless Point-In-Time Count. Guam consults with island village Mayors to help identify neighborhoods and internal pockets of low/mod population concentration. These methods are used to evaluate proposed project activities to determine which will yield the greatest benefit to low and moderate income individuals and communities. With limited resources available, projects with the greatest impact of service to the needs of target populations and low-and moderate-income families and individuals are considered for funding. The projects proposed for funding under the CDBG program qualify as either an area benefit or limited clientele. Of the 10 projects funded under CDBG, 3 qualify as an area benefit (Two in the northern region and one in the Central Region). A fourth project would undergo a survey to determine low/mod income benefit qualification, and 8 projects will serve a limited clientele. Projects not qualifying under an area benefit will undergo a survey of households in the surrounding area to determine whether the projects meet the national objective of serving an area where at least 51% are low-and moderate-income. Projects benefiting an area are not eligible until such time that the results of the survey can prove that the 51% requirement has been met. The project proposed for HOME funding will not target a specific area but will allow for GHURA to acquire and rehabilitate homes around the island that have the potential for purchase at an affordable price. Lastly, services provided under the Emergency Solutions Grant will assist low-and moderate-income persons island-wide who are homeless or at-risk for becoming homeless.

### Geographic Distribution

Target Area	Percentage of Funds
Rehabilitation/Upgrade of the Astumbo Gym	23
Rehabilitation/Upgrade of the Yigo Gym	13

**Table 57 - Geographic Distribution**

### **Rationale for the priorities for allocating investments geographically**

Geographically, Guam allocates its annual funding to invest in projects that will provide the greatest benefit to areas (regions, villages, neighborhoods, identified service areas) where the intended beneficiaries are at least 51% of residents of low or moderate-income persons. Activities with the greatest impact on the community with the limited resources are selected for funding. Projects that will impact a designated service area are considered based on their ability to meet at least 51% low and moderate-income level and have a positive impact to the neighborhood and/or show opportunities for economic development.

According to HUD's LMI data, 11 of Guam's 19 villages meet HUD's area benefiting low-and moderate-income persons. These villages consist of Agat, Asan-Maina, Chalan Pago-Ordot, Dededo, Inarajan, Mangilao, Merizo, Mongmong-Toto-Maite, Sinajana, Umatac, and Yigo. Additionally, although the remaining 8 villages which comprise of Agana Heights, Barrigada, Hagatna, Piti, Santa Rita, Talofofo, Tamuning, and Yona do not meet HUD's LMA as a whole, all villages contain at least one sometimes 10 block groups in which 51% or more are low-and moderate-income persons. Therefore, Guam will focus on smaller scale construction projects that will benefit these block groups and at the tract level in which the area benefits is met.

### **Proposed Use of Housing Trust Fund – Substantial Amendment – 06/17/2016**

**Guam's use of HTF funding will be to reconstruct an existing unit for use as affordable rental housing. Guam currently owns four staff housing units in Dededo that require reconstruction. All four units are intended to be reconstructed. However, given Guam's allocation of \$77,609, only one unit can be identified for use of the HTF. All four units are intended to be reconstructed with CDBG funds. Once reconstructed, the unit will be made available for families with incomes at or below the 30% area median income for Guam. Although the units are located in Dededo, once reconstructed, the affordable rental units will be made available to income eligible families.**



### **Discussion**

Guam proposes to use \$230,000 of CDBG funds from the Historic Inalajan San Jose Street Heritage Tour Development, a project awarded in Program Year 2012, which will be reprogrammed to fund the Rehabilitation/Upgrade of the Yigo Gym. The public was invited to provide oral or written comment on the proposed substantial amendment of Guam's Annual Action Plan PY2012 and reprogrammed funds.

## Affordable Housing

### AP-55 Affordable Housing – 91.220(g)

#### Introduction

This Action Plan year, Guam will provide affordable housing to approximately 3,543 households. These households will be assisted through HUD's Public Housing and Housing Choice Voucher program, Emergency Solutions Grant's Homeless Prevention and Rapid Re-Housing program, and the Continuum of Care rental assistance program.

One Year Goals for the Number of Households to be Supported	
Homeless	81
Non-Homeless	2,742
Special-Needs	721
Total	3,544

Table 58 - One Year Goals for Affordable Housing by Support Requirement

One Year Goals for the Number of Households Supported Through	
Rental Assistance	2,498
The Production of New Units	240
Rehab of Existing Units	13
Acquisition of Existing Units	0
Total	2,751

Table 59 - One Year Goals for Affordable Housing by Support Type

## Discussion

Guam proposes to provide rental assistance to approximately 2,498 households for this Action Plan year through the Housing Choice Voucher/Section 8 program, Guma Trankilidat's project-based rental assistance program, Emergency Solutions Grant Homeless Prevention and Rapid Re-Housing program, and the Continuum of Care funded Housing First Rental Assistance Program. Guam anticipates to place in service 240 affordable rental units for elderly persons through the LIHTC program. Additionally, Guam proposes to utilize HOME funds to rehabilitate the homes of low-and moderate-income homeowners to bring these units up to building code with energy efficient fixtures or accessibility features as a goal to stabilize or sustain the stock of housing. This Plan year, Guam does not anticipate acquiring any existing units to rehabilitate or convert for use of providing affordable housing or community facilities.

### **Proposed Use of Housing Trust Funds – Substantial Amendment – 06/17/2016**

**On May 4, 2016, HUD announced \$174 million dollars through the new Housing Trust Fund (HTF). This is the first-ever allocation to help states and Guam produce affordable housing. Guam's allocation is \$77,609. At least 80% of HTF must be used for the production, preservation, rehabilitation, or operation of rental housing. Guam proposes to use 90% of the HTF to reconstruct an existing unit owned by the GHURA with subsidized funding through the CDBG program. The remaining 10% of HTF will be allocated for administrative activities. Under the HTF program, 100% of households or families served must be at or below the poverty line, or at or below HUD's 30% area median income as published for Guam.**



**A detailed list of Guam's Priorities and Goals can be found in Exhibit C.**



## **AP-60 Public Housing – 91.220(h)**

### **Introduction**

Guam administers a total of 750 public housing units of which 82 are designated for the elderly. Guam also manages 49 project-based rental units for the elderly and adults with disabilities. Guam's public housing units are separated into four sites otherwise known as Asset Management Properties (AMP); AMP 1 comprises 158 units in the villages of Agana Heights, Sinajana, Mongmong, and Asan; AMP 2 comprises 163 in the southern villages of Yona, Talofofo, and Inarajan; AMP 3 comprises 195 units also in the southern villages of Agat, Malessso, and Umatac; and AMP 4 comprises 234 units in the central village of Toto and the northern village of Dededo.

### **Actions planned during the next year to address the needs to public housing**

Guam has identified the following goals of serving the needs of island's public housing residents:

1. Increase the availability of decent, safe, and affordable housing and provide more choices in housing – Pursue renovation and rehabilitation of Public Housing through the use of the Capital Fund Program
2. Improve community quality of life and economic vitality
3. Promote self-sufficiency and asset development of families and individuals
4. Ensure equal opportunity in housing for families living in assisted housing
5. Serve the needs of child and adult victims of domestic violence, dating violence, sexual assault, or stalking

### **Actions to encourage public housing residents to become more involved in management and participate in homeownership**

GHURA's Property Site Management continues to outreach to residents of each property site to seek and encourage resident participation. These efforts continue to date. GHURA will assess its current outreach efforts and will continue to pursue and encourage resident participation.

### **If the PHA is designated as troubled, describe the manner in which financial assistance will be provided or other assistance**

Guam is not designated as troubled.

## **AP-65 Homeless and Other Special Needs Activities – 91.220(i)**

### **Introduction**

This section of the Plan addresses Guam's one-year goals and actions that it will undertake to serve the housing supportive needs of homeless and non-homeless populations who require supportive housing.

### **Describe the jurisdictions one-year goals and actions for reducing and ending homelessness including**

#### **Reaching out to homeless persons (especially unsheltered persons) and assessing their individual needs**

Guam's CoC-funded programs and GHC member organizations such as the University of Guam (UOG) School of Nursing and the DPHSS conduct regular outreaches to homeless persons. CoC-funded programs continue to engage in community events that allow for them to engage the community and share available resources. GHC members organizations such as UOG's School of Nursing and DPHSS make regular outreach events to conduct immunizations and other related health care services. Through their regular outreach events, these member organizations also contribute to the PIT count by identifying areas where homeless persons are known to congregate.

Guam also reaches out to homeless persons via the annual PIT count where teams of 30 or more scatter throughout the island where homeless persons are known to congregate to gather information and provide information on available services through the Community Resource booklet. The island also conducts the Annual Passport to Services event where GHC member organizations and other related community service providers, businesses, and other entities gather to provide direct services such as immunizations and haircuts and information on housing and other related services.

#### **Addressing the emergency shelter and transitional housing needs of homeless persons**

Through Guam's PIT count, the island can determine the emergency and transitional housing needs of homeless persons. Depending on how the survey instrument is answered, a determination is made where individuals and families can be placed. In cases of families, Guam does not have transitional housing. The transitional housing programs on Guam provide temporary housing and support services to a select population of homeless adult males and females with substance abuse issues. These programs are through the Elim Pacific Ministries' Oasis Empowerment Center and The Salvation Army's Lighthouse Recovery Center.

Guam has in its inventory 5 emergency shelters. They include the Alee Family Violence Shelter, Alee Shelter for Abused Children, Guma Sagrada (Emergency Receiving Home), and Guma San Jose which are operated by the Catholic Social Services and funded through DPHSS. Sanctuary, Incorporated also operates an emergency shelter for youth. Guam has a total of 121 year-round emergency shelter beds; 82 are identified for households with adults and children; 21 for households with adults only; and 18 for

unaccompanied youth. Additionally, the island has a total of 23 year-round transitional housing beds; 22 for households with adults only and 1 for veterans.

**Helping homeless persons (especially chronically homeless individuals and families, families with children, veterans and their families, and unaccompanied youth) make the transition to permanent housing and independent living, including shortening the period of time that individuals and families experience homelessness, facilitating access for homeless individuals and families to affordable housing units, and preventing individuals and families who were recently homeless from becoming homeless again**

Homeless persons are assisted with permanent housing through a variety of programs on island. The Emergency Solutions Grant (ESG) allows for homeless persons to be quickly re-housed by providing security and utility deposits and up to 24 months of rental and utility assistance while providing case management services. Additionally, persons who are at-risk for becoming homeless are also provided financial assistance and case management services to prevent the incidence of homelessness. All persons receiving ESG assistance must follow a Service Plan that will lead to the stabilization of their housing.

Guam also receives over \$1M in Continuum of Care (CoC) Program Grant funds. These funds support a variety of programs to include a rental assistance program (Housing First Rental Assistance Program) that provide tenant-based rental assistance vouchers to homeless individuals with disabilities, five (5) permanent supportive housing programs (Empowered Together, CARIDAD Supportive Services, Forrester's Refuge, Guma Hinemlo, and Y Jahame Permanent Housing Program) one (1) substance abuse transitional housing program for women (Oasis Empowerment Center), and an information-system programs that allow for service providers to capture client-level information on the homeless persons they serve (Homeless Management Information System). The rental assistance and permanent supportive housing programs are permanent housing programs that allow for homeless individuals and families to obtain services while being housed and ultimately achieve stability. GHURA manages the Housing First Rental Assistance Program while organizations and government entities refer their respective clients for housing and are responsible for providing the supportive services.

#### **Proposed Use of Housing Trust Funds – Substantial Amendment – 06/17/2016**

**The Housing Trust Fund is designed to help the most vulnerable families, or those with incomes at or below the 30% area median income. According to HUD's income limits for Guam, for example, a family of four cannot have a gross annual income of more than \$17,650. The intent of the HTF is to increase or preserve the supply of decent, safe, and sanitary affordable housing for extremely low-income and very-low income households, including homeless families. HTF will be used to reconstruct an existing unit for affordable rental. Guam is currently using five existing units which have been rehabbed with CDBG funds to provide housing for up to 6 months for homeless families. These units are leveraged through local funding and federal funding provided through the Dept. of Public Health and Social Services who has contracted the Catholic Social Services to provide case management and operations of the units. Guam will partner with existing organizations to make available the**



**reconstructed unit for eligible homeless families.**

**Helping low-income individuals and families avoid becoming homeless, especially extremely low-income individuals and families and those who are: being discharged from publicly funded institutions and systems of care (such as health care facilities, mental health facilities, foster care and other youth facilities, and corrections programs and institutions); or, receiving assistance from public or private agencies that address housing, health, social services, employment, education, or youth needs**

Guam implements the Emergency Solutions Grant to assist in the prevention of homeless of individuals and families who are on the verge of eviction. The Salvation Army's Family Services Center operates this program. Individuals and families can receive up to 24 months of rental and utility assistance. Other than CoC Program grant funds, Guam receives FEMA's Emergency Food and Shelter Program (EFS) grant funding to assist with rental assistance. Westcare Pacific Islands utilizes their FEMA EFS grant to fund one month's mortgage assistance for eligible veterans.

Under HUD's regulatory requirements, persons who have exited from institutional settings are not eligible for CoC-funded housing programs or services if they have resided in these institutional settings for more than 90 days. Therefore, the GBHWC, Department of Corrections (DOC), Guam Memorial Hospital Authority (GMHA), DPHSS, and Department of Youth Affairs (DYA) are responsible for coordinating and identifying permanent housing according to their department's Discharge Policy.

**Proposed Use of Housing Trust Funds – Substantial Amendment – 06/17/2016**

**Guam intends to use HTF monies to reconstruct an existing unit which will be made available as affordable rental for extremely low-income families at or below the 30% area median income. These vulnerable households to include persons being discharged from public institutions will have access to affordable rental under the HTF program. GHURA will partner with existing organizations to provide support services to ensure families with extremely low-incomes do not fall back into homeless, if they had been homeless prior to obtaining housing.**



## **AP-75 Barriers to affordable housing – 91.220(j)**

### **Introduction:**

As previously stated, Guam will engage and consult with island lawmakers and policy makers to address Impediments 1 through 3 through legislative action (1&2) and executive decree (3). In the past two months, the Guam Legislature has taken up the question of Landlord-Tenant relationships and protections on a scope limited. Two bills have been introduced to increase protections to victims of domestic violence and to address notification of the presence in multi-family housing of a registered sex offender. Although not intended to address comprehensive Landlord-Tenant issues by any means, there now exists, through these proposed bills, an improved opportunity to have a policy-level discussion to craft broad-based legislation to address impediments identified above. Addressing the first 3 impediments will eliminate the 4th impediment as the laws will be amended to reflect Federal FH Law and will be enforced by passing of law and through the development of a FH Enforcement organization, office, or certified FH officer.

Guam will address impediments 3 & 4 through its continued partnership with organizations representing the elderly and persons with special needs to coordinate FH-relevant presentations, and related materials for events sponsored by GHURA partners which provide venues to conduct FH outreach to their populations. Included in this outreach is an education of how to navigate to and through the complaint system. GHURA's partners in this effort are the Guam Division of Senior Citizens (Dept. of Public Health and Social Services), the Guam Developmental Disabilities Council, the Dept. of Integrated Services of Individuals with Disabilities (DISID), the Guam Homeless Coalition, the Guam Behavioral Health and Wellness Center, and the Mayor's Council of Guam.

FH materials are not available in all languages needed in Guam. Guam will continue efforts to pursue opportunities to provide accurate translation of FH materials to ensure information is provided in a meaningful way. GHURA will support efforts initiated by the Unified Courts of Guam to bring certification training for working translators and transcribers of needed languages. GHURA publishes the FH Coordinator's contact information for persons seeking assistance regarding possible fair housing issues or concerns. In its efforts to provide information to persons with limited English in a meaningful way, Guam has taken part in several Culturally and Linguistically Appropriate Services trainings provided through the Guam Office of Minority Health, Department of Public Health and Social Services. Guam intends to take part in the upcoming training on September 2015 which will identify how Government of Guam agencies can implement the program to address agency needs with resources available.

Guam continues to struggle to address the identified impediments lacking the technical assistance and guidance to properly adhere to the policies of the Fair Housing Act. On July 19, 2013, HUD released the proposed rule to Affirmatively Further Fair Housing which identified that the current practice of HUD grantees to affirmatively further fair housing has not been effective. The proposed rule aims to assist HUD grantees by providing states, local governments, insular areas, and public housing agencies (PHAs) and the communities receiving services through these entities with data on patterns of integration and

segregation; racially and ethnically concentrated areas of poverty; access to education, employment, low-poverty, transportation, and environmental health, among other critical assets; disproportionate housing needs based on the classes protected under the Fair Housing Act; data on individuals with disabilities and families with children; and discrimination. Guam will seek technical assistance and guidance from HUD's FH office to ensure the island is effective in affirmatively furthering fair housing laws.

In addition to the five impediments identified above, Guam continues to find lack of reliable public transportation to be a barrier to affordable housing. According to the 2010 Guam Census, less than 1% of the island's workers utilized the public transit system, 2% walked to work, and 27% carpooled. Additionally, Guam finds that the only 27% of Carolinian, Chuukese, Palauan, Marshallese, Yapase, Kosraen, and Pohnpeian households are homeowners as compared to 61% of Chamorro or 58% of Filipino households who are homeowners. Guam aims to reduce barriers to affordable housing and increase the number of homeowners and renters among low-and moderate-income households.

Persons with disabilities also struggle to obtain affordable and accessible housing. According to the 2010 Guam Census, 22% of disabled persons who are living below the poverty level who were in the labor force were employed. Additionally, given the island's reliance on imported materials, the cost to construct homes, most especially with added cost of connecting utilities is extremely high.

**Actions it planned to remove or ameliorate the negative effects of public policies that serve as barriers to affordable housing such as land use controls, tax policies affecting land, zoning ordinances, building codes, fees and charges, growth limitations, and policies affecting the return on residential investment**

To address barriers impacting affordable housing availability, affordability, and sustainability requires a coordination of effort. The affects of the barriers are felt by developers large and small, public or private, for profit or not. As is the case in many stateside jurisdictions, an aging infrastructure system limits opportunity for development to the thresholds of system capacity. System development charges (SDCs) implemented by the Guam Waterworks Authority are intended to generate revenues to be used to address the need to improve existing infrastructure. However, the same SDCs have resulted in increased costs to all development efforts, including affordable housing. Over the past several years, the Guam Legislature has entertained several legislative proposals to mitigate the financial impact of SDCs on affordable housing through outright elimination or implementation of a sliding scale reduction based on certain qualifying factors. To date, these efforts have been unsuccessful. Efforts to pursue such reliefs continue both through legislative and administrative avenues.

Guam's lack of additional infrastructure systems capacity impedes the ability to service large tract areas owned and administered by Guam's government housing trust organization, the Chamorro Land Trust Commission (CLTC), for areas intended for housing development. Guam continues to explore opportunities to improve these areas including participation in the USDA Rural Development (RD) SUTA program and other financing opportunities. Of greatest interest and potential at this time is SUTA, which is the Substantially Underserved Trust Areas program. SUTA implementation is part of the USDA's long-

term strategy to assist eligible tribal communities to meet their utility infrastructure needs and improve economic development of historically underserved areas. Based on the findings of the 2010 Guam Decennial Census, the USDA reconsidered the urban designation for Dededo. With the rural designation now in place, financing opportunities for homes in Dededo are once again available. Dededo is Guam's most populated village. For over a decade, Dededo had been out of the market. Increasing the availability of affordable financing for low/mod income homebuyers is an important aspect of addressing barriers. The island anticipates a slow but eventual increase in home loan interest rates. Increased interest rates negatively impact borrowers by reducing buying power.

The Qualifying Certificate Program created under Public Law 8-80 and amended under PL 20-178 and PL 22-159, is administered by the Guam Economic Development Authority. Guam's Qualifying Certificate (QC) Program could affect developer decisions to construct large-scale development of affordable housing. The local government is reviewing the programmatic benefit of the QC program and its impact on government revenue. The QC program, administered by the Guam Economic Development Authority, provides local tax breaks to qualified entities. In general, the program promotes business growth for new entries or growing sectors of Guam's market. Guam continues to monitor proposed actions relative to the QC program for their potential impacts on affordable housing development and employment.

The lack of reliable island-wide public transportation impedes the development of housing and communities in Guam generally, and more specifically for development in southern Guam. With civilian employment sectors generally concentrated in central Guam (and to an increasing measure, in northern Guam), working families of modest income are electing to live closer to the workplace. Sustained increases in the cost of fuel, travel time, medical issues, and proximity to services frequently play a role in determining where to build or buy. The Guam Rapid Transit Authority (GRTA) had increased area coverage, expand hours of operations, and upgrades to the fleet under a Pilot Project. However, the agency lacked sufficient funding to continue the increased coverage and hours of operation.

#### **Proposed Use of Housing Trust Funds – Substantial Amendment – 06/17/2016**

**The use of HTF monies is to assist extremely low-income families obtain affordable housing. Many families within this income limit face many barriers to affordable housing such as high market rent. According to Guam's Consolidated Plan (2015 – 2019), it is estimated that at least 16,400 households are at a cost burden with those spending 30% or less of their income on housing; 5,150 households are spending between 30 – 50% of their income on housing; and 6,470 households spending more than 50% of their income on housing. Families provided affordable housing through the HTF-assisted unit, will not be spending more than 30% of their income on rent.**

#### **Discussion**

The 33rd Guam Legislature has currently introduced Bill No. 85-33 that will allow the GRTA to enter into a long term Public Private contract and to authorize the investment incentives to attract prospective private sector participation.

## **AP-85 Other Actions – 91.220(k)**

### **Introduction:**

This section discusses Guam's plan to address the obstacles of meeting underserved needs, foster and maintain affordable housing, reduce lead-based paint hazards, reduce poverty-level families, develop institutional structure, and enhance coordination between public and private housing and social service agencies.

### **Actions planned to address obstacles to meeting underserved needs**

This Action Plan year, Guam plans to address obstacles to meeting underserved needs by addressing the following needs through the identified projects:

1. Improve access to safety through the construction of a public safety facility
2. Construct or rehabilitate sports and recreational facilities that serve low-and moderate-income communities and special needs populations
3. Support organizations that provide services that sustain suitable living environments and enhance the quality of life of very-low and low-income individuals, and special needs populations
4. Support organizations that aim to reduce and end homelessness

### **Actions planned to foster and maintain affordable housing**

This Action Plan year, Guam plans to foster and maintain affordable housing by:

1. Administering Public Housing and Housing Choice Voucher/Section 8 programs
2. Administering the Low Income Housing Tax Credit (LIHTC) program to construct affordable rental units
3. Administering the Continuum of Care's Housing First Rental Assistance program, Empowered Together, Forrester's Refuge, and Guma Hinemlo programs
4. Administering the Renaissance Rental affordable housing programs
5. Administering the Homeowner Rehabilitation Loan Program
6. **Administering the Housing Trust Fund Program**



### **Actions planned to reduce lead-based paint hazards**

This Action Plan year, Guam plans to reduce lead-based paint hazards by:

1. Conducting regular Housing Quality Standard (HQS) and Uniform Physical Condition Standards (UPCS) for Guam's HUD assisted units



2. Administer the Homeowner Rehabilitation Loan Program that identifies the needs of low-income homeowners whose homes are constructed prior to 1980 that may require lead-based paint testing and mitigation.
3. Continue to inform families with children 5 years and younger of the hazards of lead-based paint poisoning

### **Actions planned to reduce the number of poverty-level families**

Guam plans to reduce the number of poverty-level families by:

1. Support organizations that provide services that sustain suitable living environments and enhance the quality of life of very-low and low-income individuals, and special needs populations
2. Support organizations that aim to reduce and end homelessness

## **Actions planned to develop 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.

## **Actions planned to enhance coordination between public and private housing and social service agencies**

GHURA continues to coordinate with the Guam Homeless Coalition (GHC) members which is 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. 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 also implements the Family Self Sufficiency Program which links HCVP and PH tenants to a variety of community programs such as those involving employment and education.

This past calendar year, GHURA's HCVP assisted over 100 households through the FSS program. Thus far, three women have graduated from the program. Other coordination exists with the Guam Developmental Disabilities Council, DPHSS, DOL, and the Affordable Housing Coordinating Council. GHURA is a partner to DPHSS and DOL's welfare to work programs and senior community service programs that allow welfare recipients and senior citizens to engage in work training to increase job skills and income.

## Program Specific Requirements

### AP-90 Program Specific Requirements – 91.220(I)(1,2,4)

#### Introduction:

Guam continues to seek opportunities to maximize the funds received every year from the U.S. Dept. of Housing and Urban Development. Projects are selected based on funding availability and those with the most impact to the community. General administrative and planning activities are essential to ensuring all activities provided through the use of CPD funds are eligible under each program regulations.

#### Community Development Block Grant Program (CDBG)

##### Reference 24 CFR 91.220(I)(1)

Projects planned with all CDBG funds expected to be available during the year are identified in the Projects Table. The following identifies program income that is available for use that is included in projects to be carried out.

1. The total amount of program income that will have been received before the start of the next program year and that has not yet been reprogrammed	1,800
2. The amount of proceeds from section 108 loan guarantees that will be used during the year to address the priority needs and specific objectives identified in the grantee's strategic plan.	0
3. The amount of surplus funds from urban renewal settlements	0
4. The amount of any grant funds returned to the line of credit for which the planned use has not been included in a prior statement or plan	0
5. The amount of income from float-funded activities	0
<b>Total Program Income:</b>	<b>1,800</b>

#### Other CDBG Requirements

1. The amount of urgent need activities	0
2. The estimated percentage of CDBG funds that will be used for activities that benefit persons of low and moderate income. Overall Benefit - A consecutive period of one, two or three years may be used to determine that a minimum overall benefit of 70% of CDBG funds is used to benefit persons of low and moderate income. Specify the years covered that include this Annual Action Plan.	82.00%

#### Proposed Use of Housing Trust Funds – Substantial Amendment – 06/17/2016

3. Indicate below if the State will use HTF funds for rehabilitation of housing.



Guam does not intend to use HTF funds to rehabilitate housing. Funds will be used for the reconstruction of housing. These activities entail demolishing the structure with only the foundation left. Guam intends to reconstruct new units with energy efficient designs.

4. **Indicate below if the State will limit beneficiaries or give preferences to a particular segment of the extremely-low income population.**

Guam does not intend to set limits to beneficiaries or give preferences to a particular segment of the extremely-low income population.

5. **Indicate below if the State will permit the refinancing of existing debt.**

Guam does not intend to use HTF funds to refinance any existing debt.

### **HOME Investment Partnership Program (HOME)**

#### **Reference 24 CFR 91.220(l)(2)**

1. **A description of other forms of investment being used beyond those identified in Section 92.205 is as follows:**

Guam does not intend to utilize other forms of investment. This action plan year, funds are being utilized to provide eligible activities identified in Section 92.205. The program proposed will serve eligible and qualified homeowners to rehabilitate non-luxury housing, in particular to address issues of local code compliance and/or accommodations to meet the needs of a householder with a disability.

2. **A description of the guidelines that will be used for resale or recapture of HOME funds when used for homebuyer activities as required in 92.254, is as follows:**

Resale provisions for the HOME Acquisition and Rehabilitation program activities will be documented and recorded against each property sold to an eligible low/mod homebuyer through the recordation of a Deed Restriction and the execution of a property specific HOME Agreement with each homebuyer. In accordance with 24 CFR 92.254, the homebuyer will acknowledge and agree that, if sale of the property occurs before the end of the affordability period, that the home will be sold to another HOME eligible homebuyer at an affordable price. Under this provision, the affordable price will be stated to reflect that no more than 33% of the buyer's annual income be used for housing. The property shall only be used to provide affordable housing to a First Time Homebuyer who is a low to moderate income person, which is a person or a family that has a total Annual Gross Income that does not exceed eighty percent (80%) of the area's median income adjusted for family size as published by the U.S. Department of Housing and Urban Development (HUD), who occupies the Property as their principal residence. The original HOME assisted owner will be provided a fair return on investment. The investment is defined as the homeowner's original investment (i.e. down payment) plus any capital improvements, less the amount of deferred

maintenance that does not meet HUD UPCS (Uniform Physical Condition Standards). The fair return on investment is the total of (1) homeowner's investment at time of sale (2) homeowner's investment multiplied by the percentage change in the Guam CPI from date of original purchase to date of sale.

**3. A description of the guidelines for resale or recapture that ensures the affordability of units acquired with HOME funds? See 24 CFR 92.254(a)(4) are as follows:**

Affordability will be substantiated and the duration for affordability compliance enforced via resale provisions to be recorded against each of the properties sold under the HOME Acquisition and Rehabilitation program. The documentation method includes the recordation of a Deed Restriction and the executed of a property specific HOME Agreement with each homebuyer. Resale guidelines included in this document will dictate that, as set forth in 24 CFR §92.254(a)(4) , the homebuyer shall agree to occupy the property as his/her principal residence for the affordability period imposed as apply to the resale provisions of the transaction.

**4. Plans for using HOME funds to refinance existing debt secured by multifamily housing that is rehabilitated with HOME funds along with a description of the refinancing guidelines required that will be used under 24 CFR 92.206(b), are as follows:**

Guam does not intend to use HOME funds to refinance existing debt of any kind.

**5. Indicate below what the maximum per-unit development subsidy limits will use for its FY2016 HTF Program.**

**6. Indicate below if the State intends to use HTF funds for first-time homebuyers.**

**7. Indicate below if the State will use HTF funds for homeownership housing and what affordable homeownership limits it will use.**

Not applicable. Guam does not intend to use HTF funds for homebuyer.

**Emergency Solutions Grant (ESG)  
Reference 91.220(l)(4)**

**1. Include written standards for providing ESG assistance (may include as attachment)**

Guam has adopted a Standard Operating Procedures (SOP) for providing services through the Emergency Solutions Grant. The Salvation Army who has been the recipient of ESG funds since the inception of the program has utilized this SOP as guidance for outlining the intake assessment process, determining eligibility for services, identifying the types of services available, and program requirements for duration of assistance provided.

**2. If the Continuum of Care has established centralized or coordinated assessment system**

**that meets HUD requirements, describe that centralized or coordinated assessment system.**

Guam CoC will adopt a common assessment or intake assessment form for people who need homeless services. An effective assessment relies on the interview and coordination that must take place with the person or family to help determine whether they can be diverted from shelter or other homeless services. In addition, GHC will develop and follow written standards on how to administer assistance through coordinated assessment. The CoC will also develop standards for providing assistance including: eligibility for assistance; prioritizing who receives rapid re-housing; rent calculation for clients with income prioritizing housing placement. GHC member organizations will work together to assure that services are accessible and well targeted to the immediate needs of the client.

**3. Identify the process for making sub-awards and describe how the ESG allocation available to private nonprofit organizations (including community and faith-based organizations).**

Existing service providers and other interested entities, members of the Guam Homeless Coalition, and the wider non-profit community were informed on the ESG and its availability to Guam to address the needs of Homelessness Prevention and Rapid Re-Housing within our community.

Selection of applicants for funding was made based on the following:

- the applicant's history of providing effective supportive services to the homeless, and of successfully operating performance-based grant-funded programs.
  - the applicant's effective coordination with organizations with the local continuum of care, to address identified gaps in services for the homeless and improve outcomes for participants.
  - the applicant's ability to move street or unsheltered homeless participants or shelter residents to permanent housing, and/or prevent homelessness for families and individuals who are at risk of homelessness.
- 4. If the jurisdiction is unable to meet the homeless participation requirement in 24 CFR 576.405(a), the jurisdiction must specify its plan for reaching out to and consulting with homeless or formerly homeless individuals in considering policies and funding decisions regarding facilities and services funded under ESG.**

The Grantee is a State and, therefore, 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 performance standards for evaluating ESG.**

GHURA has consulted and will continue to confer with the GHC regarding the performance

standards for activities funded under ESG 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, Annual Progress 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.



## Exhibit A:

State Designated Agency (SDA)  
Designation by the Governor of Guam



**EDDIE BAZA CALVO**  
Governor

**RAY TENORIO**  
Lieutenant Governor

*Office of the Governor of Guam.*

The Honorable Julián Castro  
Secretary  
U.S. Department of Housing and Urban Development  
451 7<sup>th</sup> Street S.W.  
Washington, DC 20410

Dear Secretary Castro,

*Hafa Adai!* I hereby designate **Guam Housing and Urban Renewal Authority (GHURA)** as the **State-Designated Agency (SDA)** of the Government of Guam responsible for applying to and administering the **HUD Housing Trust Fund Program**, under the United States Department of Housing and Urban Development (HUD).

I understand that GHURA has successfully administered HUD grants on behalf of the Government of Guam. GHURA currently serves as Guam's designated Public Housing Authority (PHA) for the Housing choice Voucher Program and Public Housing, Participating Jurisdiction for the HOME Investment Partnership Grant, and also administers the Community Development Block Grant Program, Emergency Solutions Grant, grants of the Continuum of Care (CoC), ROSS, FSS, and the PH Capital Fund Program.

Thank you in advance for your continued assistance and efforts.

Senseramente,

**EDDIE BAZA CALVO**  
Governor of Guam



GHURA's contact information is as follows:

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Title:	Executive Director
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Office Email:	<a href="mailto:mjduenas@ghura.org">mjduenas@ghura.org</a>
Mailing Address:	117 Bien Venida Avenue, Sinajana, GU 96910

Exhibit B:

Low-and Moderate-Income Areas

By

Village Tract and Block Group

Geography	Tract	Block Group	LOW	LOWMOD	LOWMODUNIV	LOWMOD_PCT
<b>Agana Heights</b>				<b>1,752</b>	<b>3,750</b>	<b>46.72%</b>
	9535			11	47	
		1	15	11	47	23.40%
	9536			1,741	3,703	
		1	281	387	772	50.13%
		2	281	411	642	64.02%
		3	271	396	847	46.75%
		4	201	296	659	44.92%
		5	171	251	783	32.06%
<b>Agat</b>				<b>2,914</b>	<b>4,813</b>	<b>60.54%</b>
	9547			1,310	2,361	
		1	248	328	660	49.70%
		2	238	340	612	55.56%
		3	453	642	1,089	58.95%
	9548			1,604	2,452	
		1	269	319	470	67.87%
		2	525	623	769	81.01%
		3	197	300	545	55.05%
		4	261	362	668	54.19%
	9802			-	-	
		1	-	-	-	0.00%
<b>Asan-Maina</b>				<b>1,078</b>	<b>2,136</b>	<b>50.47%</b>
	9561			1,078	2,136	
		1	303	500	925	54.05%
		2	21	35	92	38.04%
		3	-	-	-	0.00%
		4	369	543	1,119	48.53%
<b>Barrigada</b>				<b>4,113</b>	<b>8,556</b>	<b>48.07%</b>
	9516			7	38	
		1	-	-	23	0.00%
		2	4	7	15	46.67%
		3	-	-	-	0.00%
	9517			905	2,209	
		1	204	272	1,030	26.41%
		2	476	633	1,179	53.69%
	9518			117	189	
		1	92	117	189	61.90%
	9527			2,429	4,845	
		1	303	430	910	47.25%
		2	343	540	1,016	53.15%
		3	342	525	1,203	43.64%
		4	279	386	851	45.36%
		5	367	548	865	63.35%
	9556			655	1,275	
		1	207	343	758	45.25%
		2	214	312	517	60.35%
<b>Chalan Pago-Ordot</b>				<b>3,468</b>	<b>6,750</b>	<b>51.38%</b>
	9531.01			1,837	3,778	
		1	263	429	990	43.33%
		2	569	810	1,661	48.77%
		3	467	598	1,127	53.06%

Geography	Tract	Block Group	LOW	LOWMOD	LOWMODUNIV	LOWMOD_PCT
	9531.02			1,631	2,972	
		1	304	461	897	51.39%
		2	631	823	1,407	58.49%
		3	241	347	668	51.95%
Dededo				28,777	44,409	64.80%
	9503			73	145	
		1	-	-	2	0.00%
		2	-	-	-	0.00%
		3	-	-	5	0.00%
		4	8	7	20	35.00%
		5	-	-	-	0.00%
		6	-	-	9	0.00%
		7	38	66	102	64.71%
		8	-	-	-	0.00%
		9	-	-	7	0.00%
	9504.01			3,975	5,811	
		1	383	553	868	63.71%
		2	382	599	948	63.19%
		3	372	526	796	66.08%
		4	340	491	796	61.68%
		5	387	500	717	69.74%
		6	922	1,306	1,686	77.46%
	9504.02			3,925	5,751	
		1	576	1,022	1,599	63.91%
		2	565	866	1,477	58.63%
		3	1,523	2,037	2,675	76.15%
	9507.01			2,952	5,370	
		1	334	594	1,312	45.27%
		2	300	441	894	49.33%
		3	242	388	672	57.74%
		4	193	284	416	68.27%
		5	337	475	749	63.42%
		6	363	539	891	60.49%
		7	134	231	436	52.98%
	9507.02			3,012	4,400	
		1	542	714	861	82.93%
		2	415	557	721	77.25%
		3	434	637	1,063	59.92%
		4	588	819	1,230	66.59%
		5	172	285	525	54.29%
	9508.01			2,692	3,754	
		1	596	756	915	82.62%
		2	474	696	1,107	62.87%
		3	460	694	973	71.33%
		4	421	546	759	71.94%
	9508.02			2,160	3,080	
		1	441	611	799	76.47%
		2	332	548	969	56.55%
		3	621	811	1,077	75.30%
		4	148	190	235	80.85%
	9509			3,434	5,709	

Geography	Tract	Block Group	LOW	LOWMOD	LOWMODUNIV	LOWMOD_PCT
	9510	1	501	673	999	67.37%
		2	476	691	1,221	56.59%
		3	271	370	647	57.19%
		4	190	298	636	46.86%
		5	382	543	789	68.82%
		6	330	447	795	56.23%
		7	259	412	622	66.24%
				2,532	4,072	
	9511	1	180	288	502	57.37%
		2	266	412	689	59.80%
		3	141	222	345	64.35%
		4	30	40	83	48.19%
		5	351	480	663	72.40%
		6	180	296	517	57.25%
		7	327	424	614	69.06%
		8	201	370	659	56.15%
				4,022	6,317	
	9804	1	461	681	1,173	58.06%
		2	409	562	1,075	52.28%
		3	390	535	726	73.69%
		4	375	477	688	69.33%
		5	473	663	967	68.56%
		6	745	1,104	1,688	65.40%
				-	-	
			-	-	-	0.00%
	Haganta			413	820	50.37%
	9534			413	820	
		1	78	127	255	49.80%
		2	244	286	565	50.62%
	Inarajan			1,169	2,273	51.43%
	9552			1,169	2,273	
		1	61	124	254	48.82%
		2	236	391	795	49.18%
		3	423	654	1,224	53.43%
	Mangilao			8,446	14,405	58.63%
	9528			-	2	
		1	-	-	2	0.00%
		2	-	-	-	0.00%
	9529			3,062	5,287	
		1	528	772	1,482	52.09%
		2	749	920	1,319	69.75%
		3	37	47	84	55.95%
		4	392	571	1,053	54.23%
		5	201	307	523	58.70%
	9530	6	326	445	826	53.87%
				2,028	3,299	
		1	480	638	974	65.50%
		2	128	205	426	48.12%
		3	216	309	676	45.71%
		4	633	876	1,223	71.63%
		5	-	-	-	0.00%

Geography	Tract	Block Group	LOW	LOWMOD	LOWMODUNIV	LOWMOD_PCT
	9557			3,356	5,817	
		1	787	1,086	1,595	68.09%
		2	29	33	39	84.62%
		3	331	545	989	55.11%
		4	277	482	1,228	39.25%
		5	317	538	941	57.17%
		6	473	672	1,011	66.47%
		7	-	-	14	0.00%
Merizo				994	1,824	54.50%
	9553			994	1,824	
		1	411	567	1,025	55.32%
		2	283	427	799	53.44%
Mongmong-Toto-Maite				4,219	6,717	62.81%
	9533			2,561	4,271	
		1	369	575	924	62.23%
		2	285	395	677	58.35%
		3	396	538	784	68.62%
		4	833	1,053	1,886	55.83%
	9560			1,658	2,446	
		1	471	714	1,120	63.75%
		2	779	944	1,326	71.19%
Piti				585	1,439	40.65%
	9543			561	1,391	
		1	174	255	807	31.60%
		2	217	306	584	52.40%
	9544			24	48	
		1	14	24	48	50.00%
		2	-	-	-	0.00%
		3	-	-	-	0.00%
		4	-	-	-	0.00%
		5	-	-	-	0.00%
		6	-	-	-	0.00%
		7	-	-	-	0.00%
Santa Rita				2,400	5,170	46.42%
	9562			1,737	3,779	
		1	317	452	988	45.75%
		2	239	386	884	43.67%
		3	27	38	190	20.00%
		4	209	314	621	50.56%
		5	400	547	1,096	49.91%
		6	-	-	-	0.00%
	9545			663	1,391	
		1	-	-	81	0.00%
		2	132	316	807	39.16%
		3	201	347	503	68.99%
		4	-	-	-	0.00%
		5	-	-	-	0.00%
	9801			-	-	
		1	-	-	-	0.00%
Sinajana				1,375	2,592	53.05%
	9532			1,375	2,592	



Geography	Tract	Block Group	LOW	LOWMOD	LOWMODUNIV	LOWMOD_PCT
Talofofo		1	253	370	763	48.49%
		2	248	404	830	48.67%
		3	448	601	999	60.16%
				1,352	2,994	45.16%
	9551			1,352	2,994	
		1	219	338	900	37.56%
		2	155	258	567	45.50%
		3	340	456	847	53.84%
		4	174	300	680	44.12%
	9803			-	-	
		1	-	-	-	0.00%
			9,256	18,363	50.41%	
Tamuning	9519.01			2,167	3,500	
		1	503	655	803	81.57%
		2	362	485	626	77.48%
		3	395	474	1,083	43.77%
		4	375	553	988	55.97%
	9519.02			1,753	3,439	
		1	580	761	926	82.18%
		2	268	315	345	91.30%
		3	237	332	901	36.85%
		4	294	345	1,267	27.23%
		5	-	-	-	0.00%
	9522			2,322	3,829	
		1	464	595	906	65.67%
		2	323	398	849	46.88%
		3	348	561	900	62.33%
		4	506	768	1,174	65.42%
	9523			1,008	2,631	
		1	223	337	904	37.28%
		2	231	378	1,280	29.53%
		3	249	293	447	65.55%
	9524			1,006	1,506	
		1	400	481	864	55.67%
		2	380	525	642	81.78%
	9559			1,000	3,458	
		1	140	260	874	29.75%
		2	126	232	1,039	22.33%
		3	399	508	1,545	32.88%
			434	782	55.50%	
	9554			434	782	
		1	326	434	782	55.50%
			12,294	19,827	62.01%	
Yigo	9501			995	1,723	
		1	-	-	-	0.00%
		2	-	-	1	0.00%
		3	148	261	578	45.16%
		4	161	322	553	58.23%
		5	249	412	591	69.71%
	9502			824	1,074	
		1	-	-	-	0.00%

Geography

Tract	Block Group	LOW	LOWMOD	LOWMODUNIV	LOWMOD_PCT
	2	-	-	-	0.00%
	3	-	-	-	0.00%
	4	444	691	907	76.19%
	5	93	133	167	79.64%
<b>9505.01</b>			<b>1,604</b>	<b>2,151</b>	
	1	546	769	1,068	72.00%
	2	640	835	1,083	77.10%
<b>9505.02</b>			<b>4,159</b>	<b>6,370</b>	
	3	557	822	1,147	71.67%
	4	548	742	1,180	62.88%
	5	216	331	559	59.21%
	6	619	928	1,498	61.95%
	7	944	1,336	1,986	67.27%
<b>9558</b>			<b>3,585</b>	<b>6,561</b>	
	1	211	275	401	68.58%
	2	148	240	377	63.66%
	3	180	331	726	45.59%
	4	210	341	800	42.63%
	5	336	450	696	64.66%
	6	238	373	707	52.76%
	7	311	470	832	56.49%
	8	357	558	922	60.52%
	9	334	547	1,100	49.73%
<b>9563</b>			<b>1,127</b>	<b>1,948</b>	
	1	-	-	27	0.00%
	2	-	-	-	0.00%
	3	-	-	-	0.00%
	4	357	611	1,167	52.36%
	5	369	516	754	68.44%
<b>Yona</b>			<b>3,140</b>	<b>6,440</b>	<b>48.76%</b>
<b>9539</b>			<b>2,366</b>	<b>4,215</b>	
	1	516	718	1,044	68.77%
	2	390	605	1,258	48.09%
	3	368	550	925	59.46%
	4	362	493	988	49.90%
<b>9540</b>			<b>774</b>	<b>2,225</b>	
	1	282	410	1,060	38.68%
	2	213	364	1,165	31.24%

Exhibit C:

Priorities and Goals

## Guam Consolidated Plan 2015 - 2019

### Priorities – Goals

# Decent Housing

#### Make Decent Housing Available and Accessible

1. Acquire, construct, rehabilitate, reconstruct, or convert structures for use as housing for special needs populations and low-and moderate-income populations
2. Provide service enriched housing for special needs populations
3. Incorporate accessibility modifications to housing development for populations with disabling conditions
4. Increase programs for homeowner education and counseling
5. Identify and address barriers to Fair Housing
6. Support opportunities to increase or create new transit stations serving low/moderate income communities

#### Make Decent Housing Affordable

7. Finance the acquisition, rehabilitation, construction, reconstruct, or conversion of structures for use as affordable housing for eligible homebuyers
8. Finance the acquisition, rehabilitation, construction, reconstruction, or conversion of structures for use as affordable rental housing
9. Promote mix-income and mix-use developments to promote diverse communities
10. Incorporate universal and energy efficiency design elements for affordable housing

#### Sustain the Stock of Decent Housing

11. Stabilize and/or rehabilitate existing housing stock by incorporating energy efficient designs
12. 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 standards
13. Support financing programs that sustain the stock of affordable housing

# Suitable Living Environment

## Make Suitable Living Environments Available and Accessible

14. Acquire, construct or rehabilitate facilities to serve low-and moderate-income communities and special needs populations

- *Community Centers*
- *Health Centers*
- *Sports and Recreational Facilities*
- *Community Learning and Resource Centers*
- *Emergency and Transitional Shelters*
- *Substance Abuse and Residential Treatment*
- *Drop-In Center*
- *Safe Haven*

15. Operational support of facilities providing services to special needs populations

16. Support infrastructure improvements to aid the public transportation system in areas where low-and moderate-income residents are concentrated

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## Sustain Access to Suitable Living Environments Serving Low-and Moderate-Income Individuals and Special Needs Populations

17. Improve access to public, health, and safety service in low-and moderate-income neighborhoods through the construction or rehabilitation of public health and safety facilities

18. Improve sustainability of a suitable living environments by supporting programs that enhance crime awareness

19. Support the work of organizations that provide services that sustain suitable living environments and enhance the quality of life of very-low and low-income individuals, and special needs populations

20. Support the work of organizations that aim to reduce and end homelessness

21. Improve sustainability of suitable living environments by addressing conditions which have contributed to deterioration of an area or an area that is designated as a slum or blighted area (Amended – 02/26/2016)

# Economic Opportunity

## **Make Economic Opportunities Available and Accessible**

- 22.** Create or sustain jobs through the support of small businesses incubator development
- 23.** Support job creation or job retention through neighborhood revitalization efforts
- 24.** Create or sustain jobs through the financing of other non-federal grant programs that are leveraged through federal dollars
- 25.** Support job creation that promote employment opportunities for individuals with disabilities

## **Support the Sustainability of Ongoing Economic Opportunities**

- 26.** Support businesses that acquire, improve, or occupy existing abandoned commercial or industrial property
- 27.** Support the development of job opportunities that provide access to or assistance in obtaining affordable childcare