

## **COVID-19 Citizen Participation Plan Amendment Waiver**

The following amendment waiver will be included in the Guam Five-Year Consolidated Plan (2015-2019) Consolidated Plan and Annual Action Plan Program Year 2015:

### **Fourth Substantial Amendment**

On April 09, 2020, HUD issued a Memorandum on the CARES Act and CDBG Funds used to support coronavirus response and plan amendment waiver. The following is guidance provided for the Citizen Participation and Public Hearings for Consolidated Plans (including Action Plans) and will proceed as follows: GHURA will amend citizen participation plans to establish expedited procedures to draft, propose, or amend consolidated plans. Expedited procedures will include notice and reasonable opportunity to comment of no less than 5 days through press releases, publishing on GHURA's website, and paid advertisements on generally circulated publications. The 5-day period can run concurrently for comments on both the action plan and citizen participation plans.

In-person public hearings are not required for GHURA but GHURA may meet public hearing requirements with virtual public hearings if: 1) national/local health authorities recommend social distancing and limiting public gatherings for public health reasons; and 2) virtual hearings provide reasonable notification and access for citizens in accordance with the grantee's certifications, timely responses from local officials to all citizen questions and issues, and public access to all questions and responses.



## Executive Summary

### 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 Annual Action Plan (AAP) 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) 2014 equates to Fiscal Year 2015 (October 1, 2014 - September 30, 2015) 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 approved 5-year plan, the Consolidated Plan PY2010-2014 (the ConPlan). Guam will pursue in the course of addressing identified needs within the community, to address decent housing, sustainable communities, and economic development. PY14 represents the last year of the current ConPlan.

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.

#### **Introduction\_Amendment**

**Guam is amending a Consolidated Plan priority need which states *Improve sustainability of suitable living environments by addressing conditions which have contributed to deterioration of an area that is designated as a slum or blighted area.* Guam is proposing to amend this priority need to state – *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.* \*Further, Guam is amending the Annual Action Plan for Program Year 2015 to add a new project, the *Demolition of the Agat Fire Station.* Guam constructed a new Fire Station on other available government property in the village of Agat in 2010. The property where the old fire station sits was not feasible to build on as the property is designated as a flood zone. Since the station was vacated, the structure continued to deteriorate and became a place for persons to congregate. The Mayor's office and the Police Department have evicted squatters who congregate at the abandoned fire station. The structure has also become a place for persons to engage in unwanted behavior such as public intoxication. Demolishing the structure will improve the conditions of the neighborhood.**

**\*During the public announcement of the proposed use of funds, Guam was notified by the Agat Mayor that the Department of Public Works (DPW) has requested the use of the current facility and grounds for their plan relocation of their satellite bus system in the southern area. As owner of the property, the Agat Mayor has approved DPW's request. In light of the recent development, Guam is no longer pursuing the reprogramming of CDBG funds to fund the *Demolition of the Agat Fire Station* activity.**

**Guam has attached its ConPlan Priorities Goals List to reflect the amendment.**

## Introduction\_Substantial Amendment\_GPD Reprogramming

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

Guam is reprogramming a total of \$702,141.57 of Community Development Block Grant (CDBG) funds for design and site improvement activities for the Acquisition/Construction of the Central Precinct Command. The Guam Police Department (GPD) successfully submitted a grant application during the Program Year (PY) 2015 Community Planning and Development (CPD) Notice of Funding Availability (NOFA). The Guam Housing and Urban Renewal Authority (GHURA) released a Statement of Interest advertisement on October 30, 2015 and November 13, 2015 to solicit letters of interest from private owners with properties for sale that would meet the basic minimum requirements for this project. GHURA published the following criteria in order for properties to be considered for this project: 1) property size must be at least two (2) acres, 2) property must be centrally located in preferably but not limited to the villages of Mongmong-Toto-Maite, Ordot-Chalan Pago, Mangilao, Sinajana, or Tiyan, 3) property must be fronting the main highway or be of close proximity to the main highway, and 4) Property must be within a maximum of 200 feet from main infrastructure such as power, water, and sewer. GHURA received a total of eight (8) Statement of Interest responses before the deadline of March 31, 2016 deadline. In order to meet commitment deadlines, GHURA submitted to GPD a listing of six (6) properties that were received by December 9, 2015. GHURA approved the properties listed by order of priority established by GPD taking into consideration the basic minimum requirements published in the Statement of Interest ad. GHURA has gone through the negotiation process and is currently in the process of establishing a purchase agreement. The reprogrammed CDBG funds will be used for Phase 1 of the project which will encompass the design and site improvement activities of the Acquisition/Construction of the Central Precinct Command. A detailed description of the activities proposed under Phase 1 can be found in AP-35-Projects #1 on the project listing. Phase 2 will encompass the construction of the facility.

### Third Substantial Amendment

Executive Summary: This is the third substantial amendment to this combined Consolidated Plan/Annual Action Plan. A substantial amendment to Guam's 2015 Annual Action Plan has been triggered by these efforts to reprogram funds and change the location of the proposed CDBG Section 108 activity.

Amendment to the PY2015 Annual Action Plan (which, in this year is a section of the 2015 Consolidated Plan) is sought to reprogram funds for approved CDBG and HOME activities, and to amend the location

of a project first approved under the CDBG Section 108 Loan Guarantee Program. As described here, with this third amendment, Guam is reprogramming a total of \$1,203,902.90 of Community Development Block Grant (CDBG) funds to the Construction of the Central Precinct Command. The purchase of the site for the construction of the Central Precinct Command was completed in July 2016. In a previous reprogramming, \$702,141.57 in funds were earmarked for design-related activities. GHURA advertised for Request for Qualifications (RFQ) for Registered Professional Consultants for the design of the site improvements and the facility of the Central Precinct Command now to be relocated to the village of Sinajana.

Guam is also reprogramming a total of \$602,919 in HOME Investment Partnerships Grant (HOME) funds from a homeowner activity which supports the rehabilitation of existing homes to a homebuyer activity wherein GHURA will engage in the acquisition of existing homes or the construction of new homes to increase Guam's inventory of affordable housing.

Guam seeks to amend the location of its intended CDBG Section 108 Loan Guarantee project for mixed use to support economic development and affordable housing. From the original project and location of Dededo, GHURA now seeks to develop a parcel owned in the municipality of Tamuning. Guam seeks to utilize the CDBG Section 108 program funds for which it received approval in 2015 to now develop a parcel it owns in the municipality of Tamuning (village of Tumon). The goal to create economic opportunity for low and moderate income individuals remains the goal. With the ongoing need for affordable rental housing, GHURA wishes to explore the potential of increasing available affordable housing and pursuing mixed-income development to the extent it may be viable for the site and the funding available through the 108 program and other means available to GHURA.

## **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

## **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.

#### **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)**

**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. The Plan was also made available at GHURA's Main Office for the public to review.**

#### **Third Substantial Amendment**

This third substantial amendment of the PY15 ConPlan/Annual Action Plan (specifically though for the PY15 Annual Action Plan) was made available for public review and comment from 04 May 2017 through 06 June 2017. Notices were posted online via GHURA's website at [www.ghura.org](http://www.ghura.org) and also advertised three times in a recognized print newspaper of general circulation, The Guam Daily Post. A public hearing to field inquiries and accept comments to the reprogramming notice as held on May 17, 2017 at the GHURA Main Office located at 117 Bien Venida Avenue, Sinajana. In attendance was a member of the GPD to voice their support of the project.

### **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)**



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.

#### Summary of public comments\_Substantial Amendment \_GPD Reprogramming

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.

#### Third Substantial Amendment

Guam did not receive any written comments during the citizen participation period. However, we did receive one oral testimony in support of the action from a representative from the Guam Police Department during the public hearing held on May 17, 2017 at 10:00 a.m. at the GHURA Main Office.

#### **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)

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

### **Third Substantial Amendment**

For Guam's Third Substantial Amendment, Guam did not reject any comments or views from the community.

#### **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.

## 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	Guam Housing and Urban Renewal Authority, GovGuam
HOPWA Administrator		
HOME Administrator	GUAM	Guam Housing and Urban Renewal Authority, GovGuam
ESG Administrator	GUAM	Guam Housing and Urban Renewal Authority, GovGuam
HOPWA-C Administrator	GUAM	Research, Planning, and Evaluation Division
		N/A

**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, 91.110, 91.200(b), 91.300(b), 91.215(I) and 91.315(I)**

### **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(I)).**

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 have been 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
	<b>How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?</b>	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.
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
	<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 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.

**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**

<b>Name of Plan</b>	<b>Lead Organization</b>	<b>How do the goals of your Strategic Plan overlap with the goals of each plan?</b>
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.



Name of Plan	Lead Organization	How do the goals of your Strategic Plan overlap with the goals of each plan?
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.
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 – 91.105, 91.115, 91.200(c) and 91.300(c)**

### **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)
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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	<p>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. Minor Amendment - Guam published the notice to the public on February 26, March 7, and March 22, 2016. The last day to provide written comments was due on March 28, 2016. Guam also held a public hearing on March 8, 2016 at the GHURA Main Office. There were no written comments received. There was also no attendance during the public hearing. Guam received a call from the Agat Mayor's Office on March 10, 2016.</p>	<p>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. Minor Amendment - There were no written comments received during the public hearing.</p>	<p>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. Substantial Amendment (CDBG Reprogramming - GPD Acquisition/Construction of the Central Precinct Command) - there were no written comments received during the publication of the proposed use of reprogrammed CDBG funds.</p>	<p>www.ghura.org</p>

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. Minor GUAM Amendment - A public hearing was held on March 8, 2016 at the</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</p>	<p>All comments made during the public hearing were accepted.</p>	<p>www.ghura.org</p>

Consolidated Plan

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	<p>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. Minor Amendment - Guam published the amended plan on GHURA's website. No comments were received as a result of this method of outreach. Substantial Amendment (CDBG Reprogramming - GPD Acquisition/Construction of the Central Precinct Command) - Guam published the amended plan on GHURA's website. No comments were received as a result of this method of outreach.</p>	<p>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. Substantial Amendment (CDBG Reprogramming - GPD Acquisition/Construction of the Central Precinct Command) - Guam published the amended plan on GHURA's website. No comments were received as a result of this method of outreach.</p>	<p>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. Substantial Amendment (CDBG Reprogramming - GPD Acquisition/Construction of the Central Precinct Command) - Guam published the amended plan on GHURA's website. No comments were received as a result of this method of outreach.</p>	www.ghura.org

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

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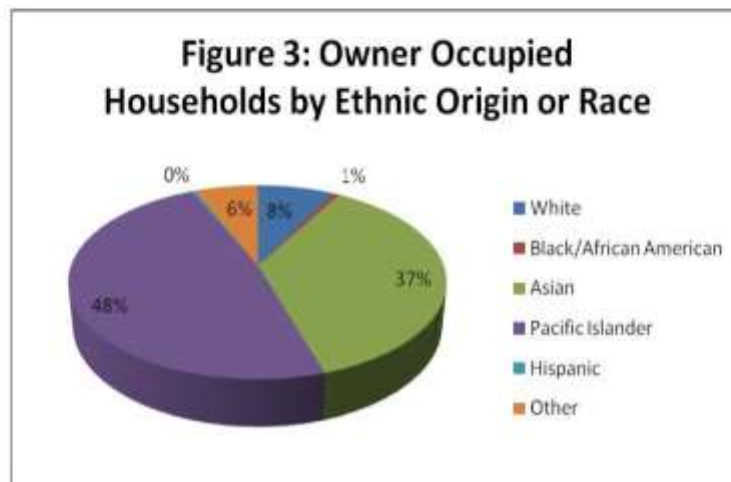
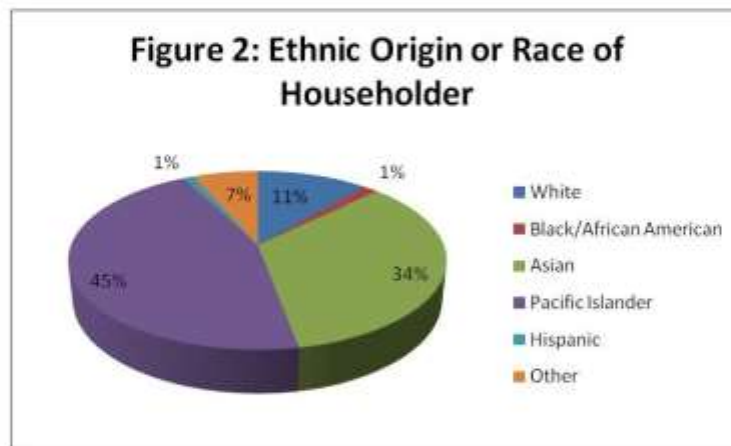
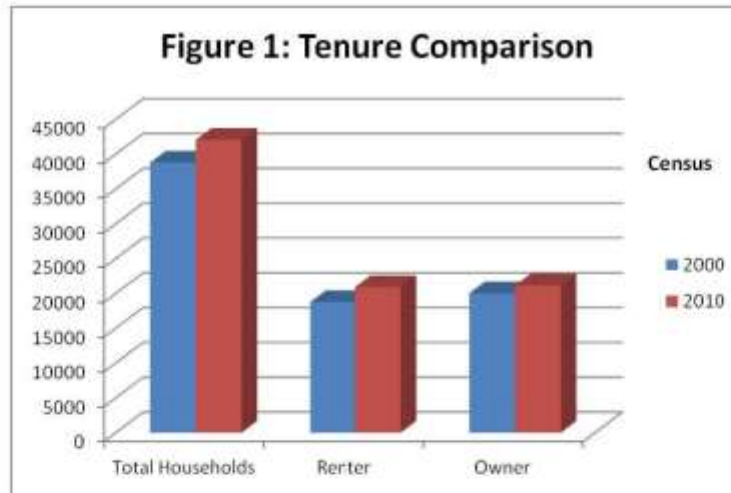
# Needs Assessment

## NA-05 Overview

### Needs Assessment Overview

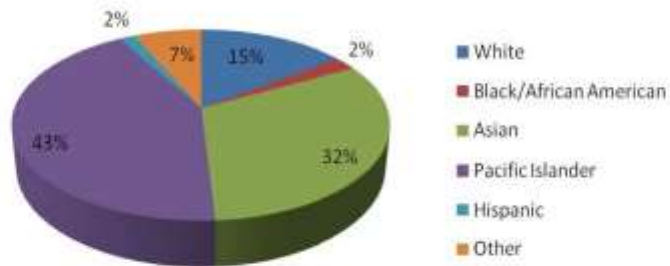
The island of Guam is located in the Western Pacific. The island is measured at 209 square miles and is divided into 19 villages – Agana Heights, Agat, Asan-Maina, Barrigada, Ordot-Chalan Pago, Dededo, Hagatna, Inarajan, Mangilao, Merizo, Mongmong-Toto-Maite, Piti, Santa Rita, Sinajana, Talofofo, Tamuning-Tumon-Harmon, 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)[1], 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.

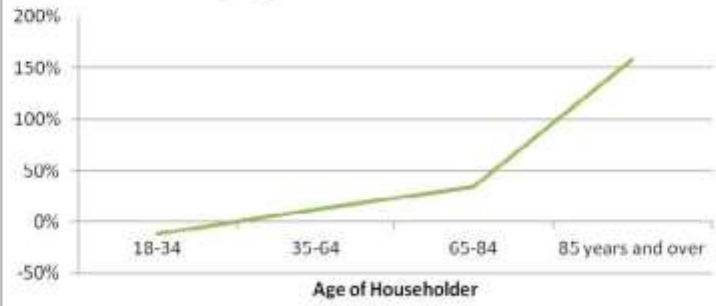


**Figures 1-3**

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



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



**Figures 4 -5**

## 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

**Table 6 - Total Households Table**

Guam utilized CSPro 6.0 to obtain the information. Guam utilized 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
<b>NUMBER OF HOUSEHOLDS</b>										
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. Guam utilized 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
<b>NUMBER OF HOUSEHOLDS</b>										
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. Guam utilized 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
<b>NUMBER OF HOUSEHOLDS</b>								
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 CSPro 6.0 to obtain the information. Guam utilized 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
<b>NUMBER OF HOUSEHOLDS</b>								
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	310	240	230	780	250	150	150	550
Total need by income	2,370	1,010	640	4,020	1,630	710	440	2,780

**Table 10 – Cost Burden > 50%**

**Data Source** Guam utilized CSPro 6.0 to obtain the information. Guam utilized 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
<b>NUMBER OF HOUSEHOLDS</b>										
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 CSPro 6.0 to obtain the information. Guam utilized 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.

## **Discussion**

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## 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 on 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**

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

Data Source Comments:

\*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**

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

**Data Source Comments:**

\*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**

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

**Data Source Comments:**

\*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**

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

**Data Source Comments:**

\*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

**Data Source Comments:** Bureau

\*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

**Data Source Comments:** Bureau

\*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**

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

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

**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.

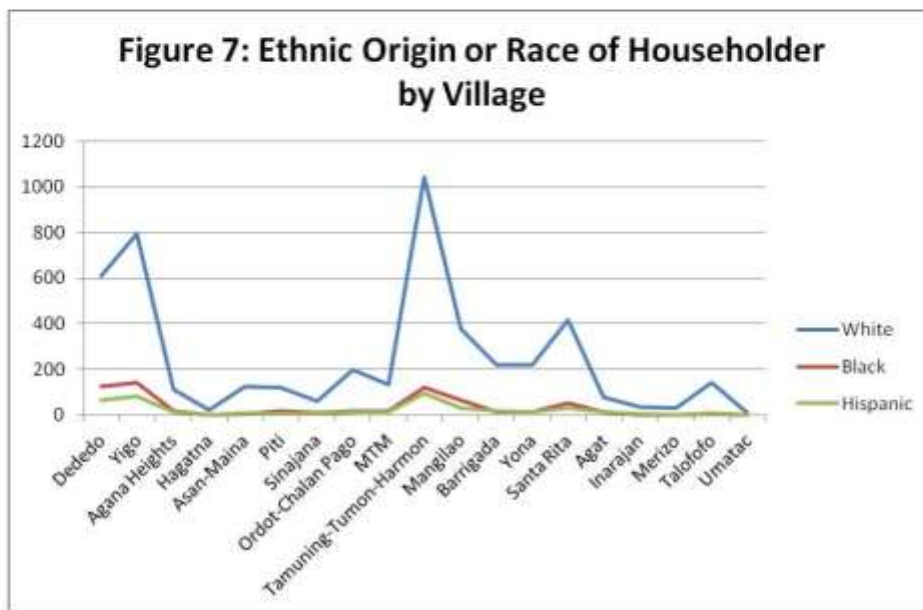
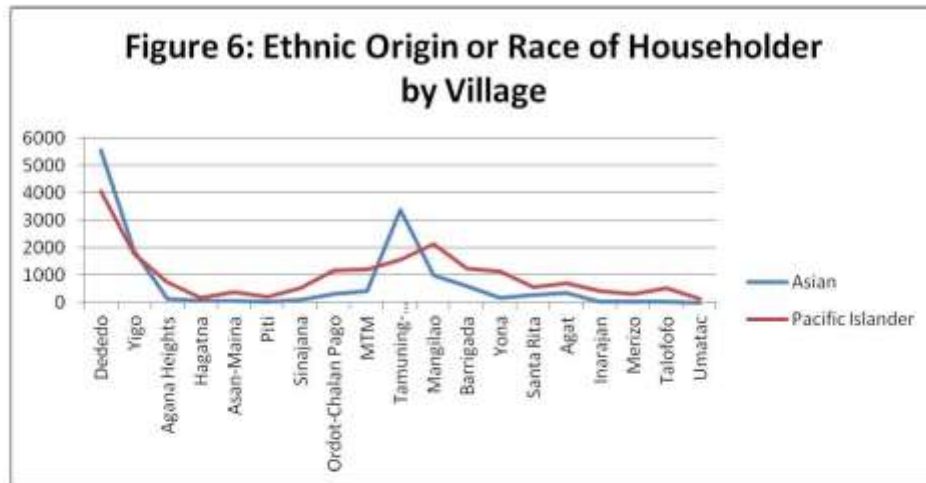
### Housing Cost Burden

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

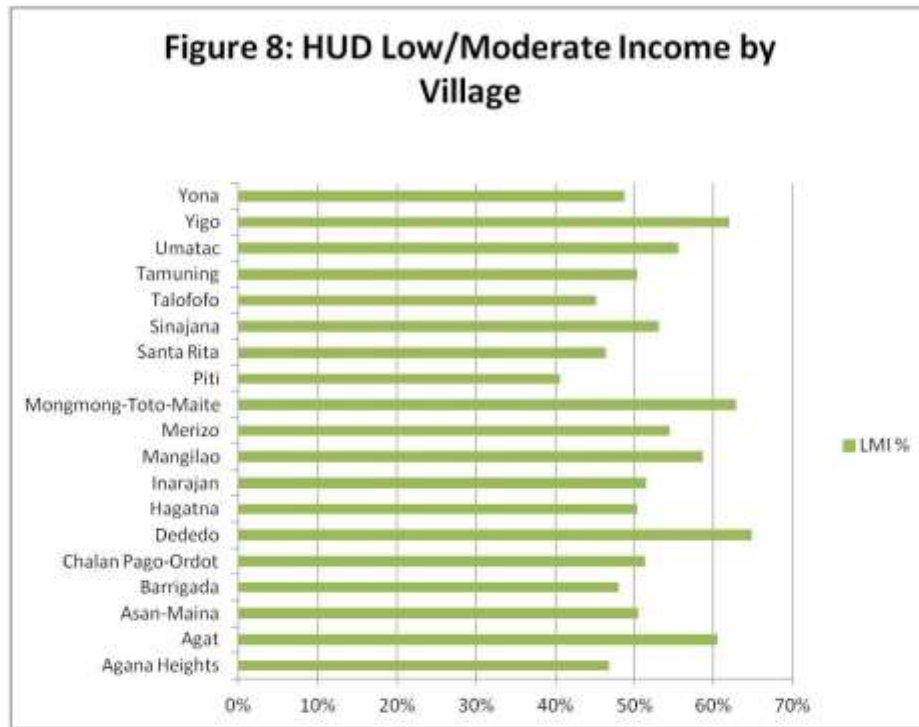
**Table 21 – Greater Need: Housing Cost Burdens AMI**

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

**Data Source Comments:**



Figures 6 - 7



**Figure 8**

**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.

## 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			Special Purpose Voucher		
				Total	Project - based	Tenant - based	Veterans Affairs Supportive Housing	Family Unification Program	Disabled *
# of units vouchers in use	0	0	701	0	0	0	0	0	0

**Table 22 - Public Housing by Program Type**

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

Data Source: PIC (PIH Information Center)



**Totals In Use**

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



**Totals in Use**

**Characteristics of Residents**

	Program Type							
	Certificate	Mod-Rehab	Public Housing	Vouchers			Special Purpose Voucher	
				Total	Project - based	Tenant - based	Veterans Affairs Supportive Housing	Family Unification Program
Average Annual Income	0	0	11,522	0	0	0	0	0
Average length of stay	0	0	4	0	0	0	0	0
Average Household size	0	0	4	0	0	0	0	0
# Homeless at admission	0	0	0	0	0	0	0	0
# of Elderly Program Participants (>62)	0	0	93	0	0	0	0	0
# of Disabled Families	0	0	82	0	0	0	0	0
# of Families requesting accessibility features	0	0	701	0	0	0	0	0
# of HIV/AIDS program participants	0	0	0	0	0	0	0	0
# of DV victims	0	0	0	0	0	0	0	0

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

Data Source: PIC (PIH Information Center)

**Characteristics of Residents**

	Program Type							
	Certificate	Mod-Rehab	Public Housing	Vouchers			Special Purpose Voucher	
				Total	Project-based	Tenant-based	Veterans Affairs Supportive Housing	Family Unification Program
Average Annual Income	0	0	11,522	0	0	8788.33	10,523.13	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

**Characteristics of Residents**

**Race of Residents**

Race	Certificate	Mod-Rehab	Public Housing	Program Type					
				Vouchers			Special Purpose Voucher		
				Total	Project - based	Tenant - based	Veterans Affairs Supportive Housing	Family Unification Program	Disabled *
White	0	0	11	0	0	0	0	0	0
Black/African American	0	0	5	0	0	0	0	0	0
Asian	0	0	67	0	0	0	0	0	0
American Indian/Alaska Native	0	0	0	0	0	0	0	0	0
Pacific Islander	0	0	618	0	0	0	0	0	0
Other	0	0	0	0	0	0	0	0	0

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

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

Data Source: PIC (PIH Information Center)

**Race of Residents**

Race	Program Type								
	Certificate	Mod-Rehab	Public Housing	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

**Race of Residents**

**Ethnicity of Residents**

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

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

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

Data Source: PIC (PIH Information Center)

**Ethnicity of Residents**

Ethnicity	Certificate	Mod-Rehab	Public Housing	Program Type					
				Vouchers			Special Purpose Voucher		
				Total	Project-based	Tenant-based	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

**Ethnicity of Residents**

DRAFT



## **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

DRAFT

## 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

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 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)**

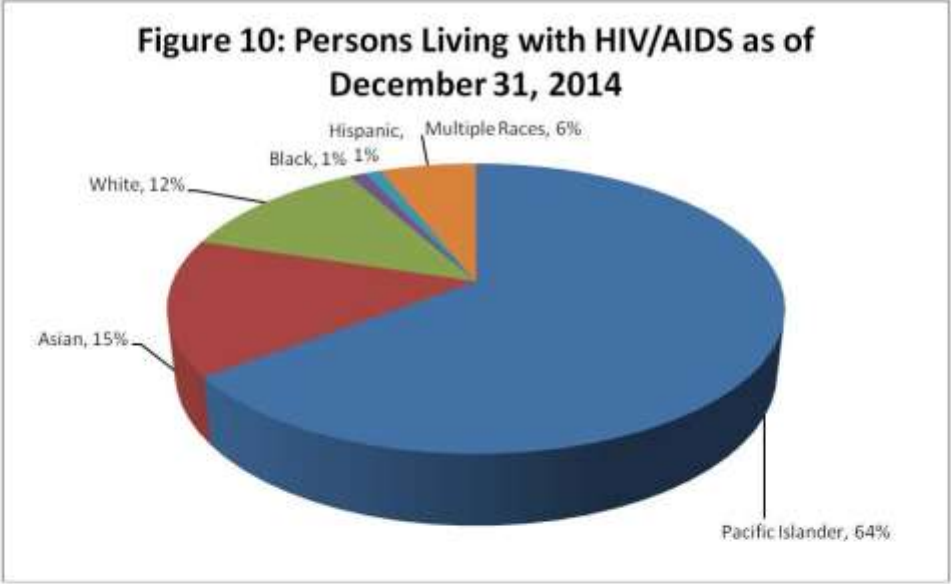
<b>Race:</b>	<b>Sheltered:</b>	<b>Unsheltered (optional)</b>
White	4	7
Black or African American	1	3
Asian	2	44
American Indian or Alaska Native	0	1
Pacific Islander	79	1,112
<b>Ethnicity:</b>	<b>Sheltered:</b>	<b>Unsheltered (optional)</b>
Hispanic	0	6
Not Hispanic	87	1,187

**Data Source**  
**Comments:**

Guam's HMIS provided information on the nature and extent of homelessness through data derived from the 2015 Point-in-Time Count.

<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>

**Figure 9**



**Figure 10**

### **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.

### **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 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 abusers, 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 CentersHealth CentersSports and Recreational FacilitiesCommunity Learning and Resource CentersEmergency and Transitional SheltersSubstance Abuse and Residential TreatmentDrop-In CenterSafe 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**

#### **Substantial Amendment (Priority Need):**

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	27,240	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>50,511</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: U.S. 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	539	576	691	798	893

**Table 32 – Monthly Rent**

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

<b>Figure 11: Owner Costs as a Percentage of Income</b>						
Income Range	Less than	20.0 -	25.0 -	30.0 -	35.0% or	
	20.0%	24.9%	29.9%	34.9%	more	
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

<b>Gross Rent as a Percentage of Income</b>						
Income Range	Less than	20.0 -	25.0 -	30.0 -	35.0% or	
	20.0%	24.9%	29.9%	34.9%	more	
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

Income Range	Renter		Maximum Affordable Rent (at 30% of income)
	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>	

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<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

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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.

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.

### **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.

### **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.

## **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

#### 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	0	0%	0	0%
With two selected Conditions	0	0%	0	0%
With three selected Conditions	0	0%	0	0%
With four selected Conditions	0	0%	0	0%
No selected Conditions	0	0%	0	0%
<b>Total</b>	<b>0</b>	<b>0%</b>	<b>0</b>	<b>0%</b>

**Table 33 - Condition of Units**

Data Source: 2008-2012 ACS

MA – 20 Housing Market Analysis: Condition of Housing

**Tables**

Condition of Units	Owner-Occupied		Renter-Occupied	
	Number	%	Number	%
With one selected Condition	720	11%	1860	27%
With two selected Conditions	150	2%	290	4%
With three selected Conditions	70	1%	100	1%
With four selected Conditions	30	<1%	70	<1%
No selected Conditions	5540	85%	4690	67%
Total	6510	100%	7010	100%

Year Unit Built	Owner-Occupied		Renter-Occupied	
	Number	%	Number	%
2000 or later	2320	19%	2190	14%
1980-1999	5760	48%	8670	54%
1950-1979	3880	32%	5030	31%
Before 1950	40	<1%	130	1%
Total	12000	100%	16020	100%

Risk of Lead-Based Paint Hazard	Owner-Occupied		Renter-Occupied	
	Number	%	Number	%
Total Number of Units Built Before 1980.	5161	86%	3920	80%
Housing units built before 1980 with children present	820	14%	1000	20%

	Suitable for Rehabilitation	Not Suitable for Rehabilitation	Total
Vacant Units	460	3530	3990
Abandoned Vacant Units	*	*	*
REO Properties	*	*	*
Abandoned REO Properties	*	*	*

\*Data not maintained

**MA 20 Tables**

## Year Unit Built

Year Unit Built	Owner-Occupied		Renter-Occupied	
	Number	%	Number	%
2000 or later	0	0%	0	0%
1980-1999	0	0%	0	0%
1950-1979	0	0%	0	0%
Before 1950	0	0%	0	0%
<b>Total</b>	<b>0</b>	<b>0%</b>	<b>0</b>	<b>0%</b>

**Table 34 – Year Unit Built**

Data Source: 2008-2012 CHAS

## 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	0	0%	0	0%
Housing Units build before 1980 with children present	0	0%	0	0%

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

Data Source: 2008-2012 ACS (Total Units) 2008-2012 CHAS (Units with Children present)

**Risk of Lead-Based Paint Hazards**

Risk of Lead-Based Paint Hazard	Owner-Occupied		Renter-Occupied	
	Number	%	Number	%
Total Number of Units Built Before 1980.	5161	86%	3920	80%
Housing units built before 1980 with children present	820	14%	1000	20%

**Table 1 – Risk of Lead-Based Paint**

Data Source: U.S. Census Bureau, 2010 Guam Census (Total Units) U.S. Census Bureau, 2010 Guam Census (Units with Children present)

**Vacant Units**

	Suitable for Rehabilitation	Not Suitable for Rehabilitation	Total
Vacant Units	460	3530	3990
Abandoned Vacant Units	*	*	*
REO Properties	*	*	*
Abandoned REO Properties	*	*	*

**Table 2 - Vacant Units**

\*Data is not maintained.

**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	0	0	0
REO Properties	0	0	0
Abandoned REO Properties	0	0	0

**Table 36 - Vacant Units**

**Data Source Comments:** Data was not available 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 statues concerning lead based paint. Guam contractors are required to comply with 40 CFR Part 745. The federal law requires contractors performing renovation, repair and painting projects that disturb lead-based paint in homes, child care facilities and schools built before 1978 to be certified and to follow specific work practices to prevent lead contamination. Guam continues to address the dangers of lead-based paint in existing and future housing by facilitating the availability of information to homeowners and homebuyers of all income levels. Guam ensures that procedures are implemented to provide information to families and individuals on the dangers of lead-based paint before they commence the search for rental housing. GHURA maintains an allocation of 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			750						
# of accessible units									
<b>*includes Non-Elderly Disabled, Mainstream One-Year, Mainstream Five-year, and Nursing Home Transition</b>									

**Table 37 – Total Number of Units by Program Type**

Data Source: PIC (PIH Information Center)

**MA – 25 Public and Assisted Housing**

**Tables**

**Total 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

## **MA 25 Total Number of Units\_Table**

**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 System Housing Inventory Chart

## MA 30 Description of Services and Facilities

### Information System

**8. Homeless Management Information System** - human service database that collects and delivers 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 FY 2014: \$117,146*

### **Guams 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.*

### **Veterans Assistance**



**11. HUDVASH** - Guam administers a total of 41 vouchers for homeless veterans with case management services provided by the U.S. Department of Veteran Affairs.

**12. SSVF** - For the first time, Guam was awarded Supportive Services for Veterans and Families (SSVF) funds last year to support veterans and their families who are homeless or at-risk of becoming homeless. Services include emergency rental, transportation to appointments, assistance in accessing legal services and child care, and providing case management and counseling. *Managed by the Westcare Pacific Islands. Funds Awarded: \$700,000*

### **Emergency Shelters**

**13. Guma San Jose (Families and Adult Men)** - Guam has a total of 103 emergency shelter beds in its inventory. Eighty-two are designated for family households; 21 are identified for adult males. This program is managed by the Catholic Social Services and is funded through the Guam Department of Public Health and Social Services.

**14. Youth Emergency Shelter** - Guam has a total of 18 beds identified for homeless youth. This program is managed by Sanctuary, Inc.

**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**

1. **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*

*(See attached text box for a continued list of services and facilities.)*

## **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.

## **HIV/AIDS**

### **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 (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. 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	100	85
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	2,269	0	4	0	-4
Professional, Scientific, Management Services	5,651	0	9	0	-9
Public Administration	5,662	0	9	0	-9



Business by Sector	Number of Workers	Number of Jobs	Share of Workers %	Share of Jobs %	Jobs less workers %
Retail Trade	8,305	0	13	0	-13
Transportation and Warehousing	4,859	0	8	0	-8
Wholesale Trade	1,878	0	3	0	-3
Total	63,680	0	--	--	--

**Table 40 - Business Activity**

**Data Source Comments:** U.S. Census Bureau, 2010 Guam Census. Data was not available for the Number of Jobs and therefore the Share of Jobs % could not be computed. Data available through the Guam Census is only for the number of establishments.

## 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	2,091	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 age 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 hinderence 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 islands 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.

**MA-60 Broadband Needs of Housing occupied by Low- and Moderate-Income Households - 91.210(a)(4), 91.310(a)(2)**

**Describe the need for broadband wiring and connections for households, including low- and moderate-income households and neighborhoods.**

**Describe the need for increased competition by having more than one broadband Internet service provider serve the jurisdiction.**

**MA-65 Hazard Mitigation - 91.210(a)(5), 91.310(a)(3)**

**Describe the jurisdiction's increased natural hazard risks associated with climate change.**

**Describe the vulnerability to these risks of housing occupied by low- and moderate-income households based on an analysis of data, findings, and methods.**

# 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)\_Minor Amendment**

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

<b>1</b>	<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>	
	<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>
<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>
<p><b>What are the opportunities for improvement in this target area?</b></p>	<p>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.</p>

	<p><b>Are there barriers to improvement in this target area?</b></p>	<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>
2	<p><b>Area Name:</b></p> <p><b>Area Type:</b></p> <p><b>Other Target Area Description:</b></p> <p><b>HUD Approval Date:</b></p> <p><b>% of Low/ Mod:</b></p> <p><b>Revital Type:</b></p> <p><b>Other Revital Description:</b></p> <p><b>Identify the neighborhood boundaries for this target area.</b></p>	<p>Rehabilitation/Upgrade of the Yigo Gym</p> <p>Low-Moderate Income Area Benefit</p> <p>Low-Moderate Income Area Benefit</p> <p></p> <p></p> <p></p> <p></p> <p>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.</p>

<p><b>Include specific housing and commercial characteristics of this target area.</b></p>	<p>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.</p>
<p><b>How did your consultation and citizen participation process help you to identify this neighborhood as a target area?</b></p>	<p>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 most highest concentration of low-and moderate-income persons.</p>
<p><b>Identify the needs in this target area.</b></p>	<p>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 &amp; 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.</p>
<p><b>What are the opportunities for improvement in this target area?</b></p>	<p>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.</p>

<p><b>Are there barriers to improvement in this target area?</b></p>	<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>
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### 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.

For a detailed list of villages by Tract and Block Group, please see Attachment A.

## **Introduction**

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.





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

### Priority Needs

Table 48 – Priority Needs Summary

<b>1</b>	<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>	Low-Moderate-Income Area Benefit Low-Moderate Income Area Benefit
	<b>Associated Goals</b>	Job Creation and Job Retention Public Facilities and Improvement Public Transportation Infrastructure Improvements
	<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>	
	<b>Associated Goals</b>	Community Enhancement Promote Fair Housing

	<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>	

	<b>Associated Goals</b>	Community Enhancement Job Creation and Job Retention Promote Fair Housing Special Needs and Low-to-Moderate Income Housing
	<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

<p><b>Population</b></p>	<p>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</p>
<p><b>Geographic Areas Affected</b></p>	
<p><b>Associated Goals</b></p>	<p>Increase Homeowner Education and Counseling  Promote Fair Housing  Special Needs and Low-to-Moderate Income Housing  Sustain Affordable Housing Stock</p>
<p><b>Description</b></p>	<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>

<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>
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**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> </ul> <p>HOME rents are priced within a range where there exists an abundance of housing already in the market</p>
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>



<b>Affordable Housing Type</b>	<b>Market Characteristics that will influence the use of funds available for housing type</b>
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>
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> </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.

### **Third Substantial Amendment**

Reprogramming of CDBG - Guam is proposing to reprogram a total of \$1,203,902.90, \$750,988.90 of prior year B14 resources and a total of \$452,914 of B15 program year resources. Reprogrammed funds are from closed, completed or postponed projects to an approved activity, the Phase 2 of the Acquisition/Construction of Central Precinct Command.

Reprogramming of HOME - Guam is proposing to reprogram \$602,919 available in M15 from a homeowner activity to a homebuyer activity.

Site change for CDBG Section 108 Project - Guam proposes to change the site for its first CDBG Section 108 Loan Guarantee project from Dededo to Tumon, Municipality of Tamuning.

**Anticipated Resources**

Program	Source of Funds	Uses of Funds	Expected Amount Available Year 1				Expected Amount Available Remainder 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	15,332	750,989	3,802,676	3,802,676	\$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)- 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.Third Substantial Amendment (GPD-CDBG Reprogramming)-Guam is proposing to reprogram a total of \$750,988.90 of prior year, B14 resources and a total of \$452,914 of B15 program year resources to an approved activity, the Phase 2 of the Acquisition/Construction of Central Precinct Command.

Program	Source of Funds	Uses of Funds	Expected Amount Available Year 1				Expected Amount Available Remainder of ConPlan \$	Narrative Description
			Annual Allocation: \$	Program Income: \$	Prior Year Resources: \$	Total: \$		
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. Third Substantial Amendment -Guam is also reprogramming a total of \$602,919 in HOME funds from a homeowner activity to a homebuyer activity.

Program	Source of Funds	Uses of Funds	Expected Amount Available Year 1				Expected Amount Available Remainder 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.

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)

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.

#### **Third Substantial Amendment**

The next step toward completion of the Acquisition/Construction of the Central Precinct Command project is the construction of the facility. GPD identifies CDBG as the only source of funding for this project. GPD will be responsible for the purchasing of furnishing and equipment and daily operations and maintenance costs. GPD funds allocated to the current facility will be transferred to the operations of the new facility.

**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)

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

### **Third Substantial Amendment**

GHURA will utilize property owned by the Authority

### **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).

### **Third Substantial Amendment (GPD CDBG Reprogramming)**

**Guam has prioritized the use of CDBG funds from closed, cancelled and postponed projects to be reprogrammed to address an approved activity, the Acquisition/Construction of the Central Precinct Command project. Guam will utilize reprogrammed HOME funds in its ongoing support of homebuyer activities through new construction of housing for eligible and qualified families. Guam has assessed the availability of HOME program income and is confident that sufficient funds are available to continue to support the ongoing homeowner activity known as the Homeowner Rehabilitation Loan Program.**



## 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

**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		Affordable Housing Non-homeless Special Needs		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		Affordable Housing		Public service activities for Low/Moderate Income Housing Benefit: 50 Households Assisted
3	Public Transportation Infrastructure Improvements	2015	2019	Non-Housing Community Development		Non-housing Community Development		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		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		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		Affordable Housing Homelessness Non-homeless Special Needs		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		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		Non-homeless Special Needs Non-housing Community Development		Jobs created/retained: 500 Jobs

Table 53 – Goals Summary

## Goal Descriptions

<b>1</b>	<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, 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, 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>
<b>2</b>	<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>
<b>3</b>	<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>• <b>(Minor Amendment)</b> 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.

## **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-income 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% carpoled. 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 (GDCC'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 GDCC'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 statues concerning lead based paint. Guam contractors are required to comply with 40 CFR Part 745. The federal law requires contractors performing renovation, repair and painting projects that disturb lead-based paint in homes, child care facilities and schools built before 1978 to be certified and to follow specific work practices to prevent lead contamination. Guam continues to address the dangers of lead-based paint in existing and future housing by facilitating the availability of information to homeowners and homebuyers of all income levels. Guam ensures that procedures are implemented to provide information to families and individuals on the dangers of lead-based paint before they commence the search for rental housing. GHURA maintains an allocation of 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
- **(Minor Amendment)** 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.

#### Third Substantial Amendment

Reprogramming of CDBG - Guam is proposing to reprogram a total of \$1,203,902.90, \$750,988.90 of prior year B14 resources and a total of \$452,914 of B15 program year resources. Reprogrammed funds are from closed, completed or postponed projects to an approved activity, the Phase 2 of the Acquisition/Construction of Central Precinct Command.

Reprogramming of HOME - Guam is proposing to reprogram \$602,919 available in M15 from a homeowner activity to a homebuyer activity.

Site change for CDBG Section 108 Project - Guam proposes to change the site for its first CDBG Section 108 Loan Guarantee project from Dededo to Tumon, Municipality of Tamuning.

**Anticipated Resources**

Program	Source of Funds	Uses of Funds	Expected Amount Available Year 1				Expected Amount Available Remainder of ConPlan \$	Narrative Description
			Annual Allocation: \$	Program Income: \$	Prior Year Resources: \$	Total: \$		

Program	Source of Funds	Uses of Funds	Expected Amount Available Year 1				Expected Amount Available Remainder 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	15,332	750,989	3,802,676	3,802,676	\$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)- 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.Third Substantial Amendment (GPD-CDBG Reprogramming)-Guam is proposing to reprogram a total of \$750,988.90 of prior year, B14 resources and a total of \$452,914 of B15 program year resources to an approved activity, the Phase 2 of the Acquisition/Construction of Central Precinct Command.

Program	Source of Funds	Uses of Funds	Expected Amount Available Year 1				Expected Amount Available Remainder of ConPlan \$	Narrative Description
			Annual Allocation: \$	Program Income: \$	Prior Year Resources: \$	Total: \$		
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. Third Substantial Amendment -Guam is also reprogramming a total of \$602,919 in HOME funds from a homeowner activity to a homebuyer activity.

Program	Source of Funds	Uses of Funds	Expected Amount Available Year 1				Expected Amount Available Remainder 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.

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 (GPD CDBG Reprogramming)

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.

#### **Third Substantial Amendment**

The next step toward completion of the Acquisition/Construction of the Central Precinct Command project is the construction of the facility. GPD identifies CDBG as the only source of funding for this project. GPD will be responsible for the purchasing of furnishing and equipment and daily operations and maintenance costs. GPD funds allocated to the current facility will be transferred to the operations of the new facility.

**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)

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

**Third Substantial Amendment**

GHURA will utilize property owned by the Authority

**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).

**Third Substantial Amendment (GPD CDBG Reprogramming)**

**Guam has prioritized the use of CDBG funds from closed, cancelled and postponed projects to be reprogrammed to address an approved activity, the Acquisition/Construction of the Central Precinct Command project. Guam will utilize reprogrammed HOME funds in its ongoing support of homebuyer activities through new construction of housing for eligible and qualified families. Guam has assessed the availability of HOME program income and is confident that sufficient funds are available to continue to support the ongoing homeowner activity known as the Homeowner Rehabilitation Loan Program.**



## 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
4	Sustain Affordable Housing Stock	2015	2019	Affordable Housing		Affordable Housing	CDBG: \$50,000 HOME: \$602,919	Homeowner Housing Rehabilitated: 20 Household Housing Unit
5	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	Public Facility or Infrastructure Activities other than Low/Moderate Income Housing Benefit: 69075 Persons Assisted
7	Community Enhancement	2015	2019	Homeless Non-Homeless Special Needs		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

Table 55 – Goals Summary

## Goal Descriptions

4	<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> <p><b>Third Amendment</b></p> <p>Guam has determined that sufficient funds are now available through the use of HOME program income to support the ongoing Homeowner Rehabilitation Loan Program. As a result, PY15 funds are proposed for reprogramming to fund the acquisition/new construction of affordable homebuyer housing. A new Strategic Plan Goal will be created for this purpose under this third substantial amendment.</p>

5	<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>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> <p>Substantial Amendment (GPD CDBG Reprogramming) – 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.</p>
7	<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>



## 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
15	Homebuyer Acquisition/New Construction

**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 continue to lie in the lack of adequate government

and non-government resources that are 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, the 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)

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 in 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.

#### **Third Substantial Amendment**

Guam is reprogramming a total of \$1,203,902.90 of Community Development Block Grant (CDBG) funds to the Construction of the Central Precinct Command. The purchase of the site for the construction of the Central Precinct Command was completed in July 2016. The next step forward is the construction of the facility. Guam has recently been faced with a major setback involving the island's construction industry. Federally authorized H-2B workers (a non-immigrant status) have been a work force relied on for the necessary number of skilled workers for construction on Guam. For nearly a half year now, a more intense scrutiny of H-2B applications have resulted in an unprecedented increase in denials for renewing H-2B visas causing a severe shortage of skilled construction workers. The shortage of skilled workers has caused the price of construction work to drastically increase and is having a detrimental effect on all construction activity throughout the island.

**AP-38 Project Summary**  
**Project Summary Information**

<b>1</b>	<b>Project Name</b>	Acquisition/Construction of the Central Precinct Command
	<b>Target Area</b>	
	<b>Goals Supported</b>	Public Facilities and Improvement
	<b>Needs Addressed</b>	Non-housing Community Development
	<b>Funding</b>	CDBG: \$1,203,902
	<b>Description</b>	<p>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</p> <p>The Acquisition/Construction of the Central Precinct Command is an ongoing project that has identified the need for PY16 allocation of CDBG to begin the construction of the police precinct. Currently, Guam has identified \$1M from last year's Action Plan which will be used for the acquisition of the property. Guam has requested and was approved for the reprogramming of \$702,141.57 for design and site improvement activities for this project. Guam has successfully acquired private property for the construction of the precinct and possibly a fire station.</p> <p>Third Substantial Amendment (GPD CDBG Reprogramming) Guam has identified \$1,203,902.90 of CDBG funds from closed/cancelled/postponed projects to be used in support of the completion of Phase II, the Construction, of the Acquisition/Construction of the Central Precinct Command project.</p>
	<b>Target Date</b>	



	<b>Estimate the number and type of families that will benefit from the proposed activities</b>	
	<b>Location Description</b>	
	<b>Planned Activities</b>	<p>Third Substantial Amendment: The location was acquired and design work completed to date. The funds proposed for reprogramming here will be utilized for construction related activities.</p> <p>The project 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>
<b>2</b>	<b>Project Name</b>	Rehabilitation/Upgrade of the Astumbo Gym
	<b>Target Area</b>	Rehabilitation/Upgrade of the Astumbo Gym
	<b>Goals Supported</b>	Public Facilities and Improvement
	<b>Needs Addressed</b>	Non-housing Community Development
	<b>Funding</b>	:

	<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>	
	<b>Estimate the number and type of families that will benefit from the proposed activities</b>	
	<b>Location Description</b>	
	<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>	Rehabilitation/Upgrade of the Yigo Gym
	<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>	<p>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</p>
	<b>Target Date</b>	
	<b>Estimate the number and type of families that will benefit from the proposed activities</b>	
	<b>Location Description</b>	
	<b>Planned Activities</b>	<p>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).</p>
4	<b>Project Name</b>	Homeowner Rehabilitation Direct Costs
	<b>Target Area</b>	
	<b>Goals Supported</b>	Public Facilities and Improvement

	<b>Needs Addressed</b>	Non-housing Community Development
	<b>Funding</b>	:
	<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 emerge 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>	
	<b>Estimate the number and type of families that will benefit from the proposed activities</b>	
	<b>Location Description</b>	
	<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).
<b>5</b>	<b>Project Name</b>	The Opportunity Initiative
	<b>Target Area</b>	
	<b>Goals Supported</b>	Community Enhancement
	<b>Needs Addressed</b>	Non-housing Community Development Non-homeless Special Needs
	<b>Funding</b>	:

<p><b>Description</b></p>	<p>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</p> <p>Guam is proposing to utilize CDBG funds to expand existing services such as 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. 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</p>
<p><b>Target Date</b></p>	
<p><b>Estimate the number and type of families that will benefit from the proposed activities</b></p>	
<p><b>Location Description</b></p>	

	<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>	
	<b>Goals Supported</b>	Community Enhancement
	<b>Needs Addressed</b>	Non-housing Community Development Non-homeless Special Needs
	<b>Funding</b>	:

<p><b>Description</b></p>	<p>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</p> <p>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 expand their 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</p>
<p><b>Target Date</b></p>	
<p><b>Estimate the number and type of families that will benefit from the proposed activities</b></p>	
<p><b>Location Description</b></p>	

	<b>Planned Activities</b>	<p>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).</p> <p>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.</p>
7	<b>Project Name</b>	Homeless Management Information System
	<b>Target Area</b>	
	<b>Goals Supported</b>	Community Enhancement
	<b>Needs Addressed</b>	Homelessness
	<b>Funding</b>	:
	<b>Description</b>	<p>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 homelessness. This 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</p>
	<b>Target Date</b>	
	<b>Estimate the number and type of families that will benefit from the proposed activities</b>	



	<b>Location Description</b>	
	<b>Planned Activities</b>	Funds will support The Salvation Army's HMIS cash match requirement for its Continuun 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).
<b>8</b>	<b>Project Name</b>	Lighthouse Recovery Center
	<b>Target Area</b>	
	<b>Goals Supported</b>	Community Enhancement
	<b>Needs Addressed</b>	Homelessness
	<b>Funding</b>	:
	<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>	
	<b>Estimate the number and type of families that will benefit from the proposed activities</b>	
	<b>Location Description</b>	
	<b>Planned Activities</b>	The funds will be used to provide for the operation of the Lighthouse Recovery Center's residential substance abuse treatment program and their outpatient program. These activities are eligible under 24 CFR Part 570.201(e).

<b>9</b>	<b>Project Name</b>	Family Services Center
	<b>Target Area</b>	
	<b>Goals Supported</b>	Community Enhancement
	<b>Needs Addressed</b>	Non-housing Community Development Homelessness Non-homeless Special Needs Affordable Housing
	<b>Funding</b>	:
	<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>	
	<b>Estimate the number and type of families that will benefit from the proposed activities</b>	
	<b>Location Description</b>	
	<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>	
	<b>Goals Supported</b>	
	<b>Needs Addressed</b>	
	<b>Funding</b>	:
	<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>	
	<b>Estimate the number and type of families that will benefit from the proposed activities</b>	
	<b>Location Description</b>	
<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>	

	<b>Goals Supported</b>	
	<b>Needs Addressed</b>	
	<b>Funding</b>	:
	<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>	
	<b>Estimate the number and type of families that will benefit from the proposed activities</b>	
	<b>Location Description</b>	
	<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>	

	<b>Goals Supported</b>	Sustain Affordable Housing Stock
	<b>Needs Addressed</b>	Affordable Housing
	<b>Funding</b>	:
	<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: 14AThird Substantial Amendment - Guam proposes to reprogram the HOME funds of \$602,919 originally identified for this homeowner activity. The reprogrammed monies will fund a homebuyer activity to acquire/new construct homes. Project no. 15 of PY15 is the proposed new project.
	<b>Target Date</b>	
	<b>Estimate the number and type of families that will benefit from the proposed activities</b>	
	<b>Location Description</b>	
	<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.
<b>13</b>	<b>Project Name</b>	HOME Administration and Planning
	<b>Target Area</b>	
	<b>Goals Supported</b>	
	<b>Needs Addressed</b>	
	<b>Funding</b>	:

	<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>	
	<b>Estimate the number and type of families that will benefit from the proposed activities</b>	
	<b>Location Description</b>	
	<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>	
	<b>Goals Supported</b>	Community Enhancement
	<b>Needs Addressed</b>	Homelessness Affordable Housing
	<b>Funding</b>	:

<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>	
<b>Estimate the number and type of families that will benefit from the proposed activities</b>	
<b>Location Description</b>	

	<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. Lastly, funds will support the payment of salaries for staff providing these services. Housing relocation and stabilization services are limited to Guam and are not utilized to pay for any relocation costs outside of Guam.</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>
<b>15</b>	<b>Project Name</b>	Homebuyer Acquisition/New Construction
	<b>Target Area</b>	
	<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 acquire homes or construct new homes intended for sale to low and moderate income homebuyers. Homes will be for the use of the families as their primary residences. Acquisition of improved properties may be with our without the need for rehabilitation. Rehabilitation of existing homes will be executed to the extent that the units are returned to a state of building and occupancy compliance with local laws. New construction of housing is an opportunity to build upon available land within areas of Guam that have become otherwise economically unattainable to the typical low/mod income homebuyer. Guam is a HUD-identified high-cost housing area. Another opportunity for new construction will come when vacant or dilapidated housing is acquired and improved to eliminate the potential for spot slum and blight within otherwise residential communities.
<b>Target Date</b>	
<b>Estimate the number and type of families that will benefit from the proposed activities</b>	
<b>Location Description</b>	
<b>Planned Activities</b>	Guam will acquire homes or construct new homes intended for sale to low and moderate income homebuyers. Homes will be for the use of the families as their primary residences. Acquisition of improved properties may be with our without the need for rehabilitation. Rehabilitation of existing homes will be executed to the extent that the units are returned to a state of building and occupancy compliance with local laws. New construction of housing is an opportunity to build upon available land within areas of Guam that have become otherwise economically unattainable to the typical low/mod income homebuyer. Guam is a HUD-identified high-cost housing area. Another opportunity for new construction will come when vacant or dilapidated housing is acquired and improved to eliminate the potential for spot slum and blight within otherwise viable residential communities.

## **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.

### **Third Substantial Amendment**

There is no change to the rationale for choosing to locate the Police Precinct (under CDBG) as originally determined. This third amendment intends to provide additional funds to complete the project. There is

no change to the rationale for selecting properties to acquire/new construct in support of low and moderate income homebuyers (under HOME). Concerning the CDBG Section 108 program, GHURA determined that the best location to meet the original intent of the 108 (to create job opportunities for low and moderate income individuals) could be best served by locating a project within one of Guam's center for service industry sector jobs. The Municipality of Tamuning (village of Tumon) is also where GHURA owns land presently used for affordable housing for elderly persons. The site represents an opportunity for GHURA to build commercially to increase job opportunities, but now to also expand the availability of affordable rental housing where needed.

**Geographic Distribution**

<b>Target Area</b>	<b>Percentage of Funds</b>
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.

For a detailed list of villages by Tract and Block Group, please see Attachment A.

## **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.

## **Third Substantial Amendment**

Guam proposes to reprogram a total of \$1,203,902.90 from closed, completed and postponed projects to the approved activity the Acquisition/Construction of Central Precinct command. The project will service the villages of Barrigada, Sinajana, Agana Heights, Hagatna, Mangilao, Asan-Maina, Mongmong-Toto-Maite and Chalan Pago-Ordot representing 54.38% low- and moderate-income persons. HOME funds will be utilized to acquire or construct housing for sale to low and moderate income homebuyers. GHURA seeks to increase the availability of affordable housing in areas where entry into the neighborhoods is cost prohibitive for families of limited means. GHURA also seeks to keep units from falling out of the existing housing stock within economically challenged neighborhoods, by rehabilitating existing housing by addressing issues of code compliance.



## 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	
Non-Homeless	1,000
Total	1,000

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

One Year Goals for the Number of Households Supported Through
Rental Assistance
The Production of New Units
Rehab of Existing Units
Acquisition of Existing Units
Total

**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.

#### Third Substantial Amendment

Guam is seeking to reprogram a total of \$602,919 in HOME funds from a homeowner activity

which supports the rehabilitation of existing homes to a homebuyer activity wherein GHURA will engage in the acquisition of existing homes or the construction of new homes to increase Guam's inventory of affordable housing. GHURA has determined that sufficient program income is generated through the HOME program to address the needs of homeowners requiring home rehabilitation and would like to redirect the use of these PY15 funds to increase the inventory of affordable housing through new construction or by addressing rehabilitation needs of existing housing to make them available for new homebuyers to purchase. An estimated three additional families could be served and become new homeowners with the reprogramming of PY15 funds as now proposed.

## **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, Malesso, 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.

### **Discussion**



## **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.

**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.

## **Discussion**

## **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.

### **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.

## **Discussion:**

### Introduction (Continued)

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- and moderate-income 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 to Remove or Ameliorate Negative Effects of Public Policies (continued)

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.

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

### **Third Substantial Amendment**

Guam would add a sixth and seventh item as follows:

6. Administering the activities of the Homebuyer Acquisition/New Construction program.
7. Administering the activities funded by the CDBG Section 108 Loan Guarantee Program, in particular the creation of new affordable rental housing units.

### **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



### **Third Substantial Amendment**

Guam would add a third item as follows: 3. Support the creation of new job opportunities through the use of the CDBG Section 108 Loan Guarantee Program.

#### **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.

**Discussion:**

## 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.

#### Third Substantial Amendment

GHURA has received approval for a Section 108 Loan Guarantee as borrower of funds in the amount of \$12,000,000. GHURA seeks to amend the original location of the intended project from Dededo to Tumon and will pursue a new project design. The new project will still address the need for the creation of jobs through commercial development, but also seeks to increase the number of available affordable rental housing units on a site owned by GHURA and already utilized as affordable housing.

### 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
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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%

**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 nonluxury housing, in particular to address issues of local code compliance and/or accommodations to meet the needs of a householder with a disability(ies).

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.

### **Third Substantial Amendment**

Guam will apply resale provisions (as described above) to units acquired or constructed with PY15 funds for the new project proposed under this third substantial amendment.

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.

### **Third Substantial Amendment**

Guam will apply resale provisions (as described above) to units acquired or constructed with PY15 funds for the new project proposed under this third substantial amendment.

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.

### **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.

**Housing Trust Fund (HTF)**  
**Reference 24 CFR 91.320(k)(5)**

1. How will the grantee distribute its HTF funds? Select all that apply:

Subgrantees that are State Agencies

<TYPE=[section 3 end]>

3. If distributing HTF funds by selecting applications submitted by eligible recipients,

a. Describe the eligibility requirements for recipients of HTF funds (as defined in 24 CFR § 93.2).  
If not distributing funds by selecting applications submitted by eligible recipients, enter "N/A".

b. Describe the grantee's application requirements for eligible recipients to apply for HTF funds.  
If not distributing funds by selecting applications submitted by eligible recipients, enter "N/A".

c. Describe the selection criteria that the grantee will use to select applications submitted by eligible recipients. If not distributing funds by selecting applications submitted by eligible recipients, enter "N/A".



d. Describe the grantee's required priority for funding based on geographic diversity (as defined by the grantee in the consolidated plan). If not distributing funds by selecting applications submitted by eligible recipients, enter "N/A".

e. Describe the grantee's required priority for funding based on the applicant's ability to obligate HTF funds and undertake eligible activities in a timely manner. If not distributing funds by selecting applications submitted by eligible recipients, enter "N/A".

f. Describe the grantee's required priority for funding based on the extent to which the rental project has Federal, State, or local project-based rental assistance so that rents are affordable to extremely low-income families. If not distributing funds by selecting applications submitted by eligible recipients, enter "N/A".

g. Describe the grantee's required priority for funding based on the financial feasibility of the project beyond the required 30-year period. If not distributing funds by selecting applications submitted by eligible recipients, enter "N/A".

h. Describe the grantee's required priority for funding based on the merits of the application in meeting the priority housing needs of the grantee (such as housing that is accessible to transit or employment centers, housing that includes green building and sustainable development features, or housing that serves special needs populations). If not distributing funds by selecting applications submitted by eligible recipients, enter "N/A".

i. Describe the grantee's required priority for funding based on the extent to which the application makes use of non-federal funding sources. If not distributing funds by selecting applications submitted by eligible recipients, enter "N/A".

4. Does the grantee's application require the applicant to include a description of the eligible activities to be conducted with HTF funds? If not distributing funds by selecting applications submitted by eligible recipients, select "N/A".

5. Does the grantee's application require that each eligible recipient certify that housing units assisted with HTF funds will comply with HTF requirements? If not distributing funds by selecting applications submitted by eligible recipients, select "N/A".

**6. Performance Goals and Benchmarks.** The grantee has met the requirement to provide for performance goals and benchmarks against which the grantee will measure its progress, consistent with the grantee's goals established under 24 CFR 91.315(b)(2), by including HTF in its housing goals in the housing table on the SP-45 Goals and AP-20 Annual Goals and Objectives screens.

**7. Maximum Per-unit Development Subsidy Amount for Housing Assisted with HTF Funds.** Enter or attach the grantee's maximum per-unit development subsidy limits for housing assisted with HTF funds.

The limits must be adjusted for the number of bedrooms and the geographic location of the project. The limits must also be reasonable and based on actual costs of developing non-luxury housing in the area.

If the grantee will use existing limits developed for other federal programs such as the Low Income Housing Tax Credit (LIHTC) per unit cost limits, HOME's maximum per-unit subsidy amounts, and/or Public Housing Development Cost Limits (TDCs), it must include a description of how the HTF maximum per-unit development subsidy limits were established or a description of how existing limits developed for another program and being adopted for HTF meet the HTF requirements specified above.

**8. Rehabilitation Standards.** The grantee must establish rehabilitation standards for all HTF-assisted housing rehabilitation activities that set forth the requirements that the housing must

meet upon project completion. The grantee's description of its standards must be in sufficient detail to determine the required rehabilitation work including methods and materials. The standards may refer to applicable codes or they may establish requirements that exceed the minimum requirements of the codes. The grantee must attach its rehabilitation standards below.

In addition, the rehabilitation standards must address each of the following: health and safety; major systems; lead-based paint; accessibility; disaster mitigation (where relevant); state and local codes, ordinances, and zoning requirements; Uniform Physical Condition Standards; and Capital Needs Assessments (if applicable).

**9. Resale or Recapture Guidelines.** Below, the grantee must enter (or attach) a description of the guidelines that will be used for resale or recapture of HTF funds when used to assist first-time homebuyers. If the grantee will not use HTF funds to assist first-time homebuyers, enter "N/A".

**10. HTF Affordable Homeownership Limits.** If the grantee intends to use HTF funds for homebuyer assistance and does not use the HTF affordable homeownership limits for the area provided by HUD, it must determine 95 percent of the median area purchase price and set forth the information in accordance with §93.305. If the grantee will not use HTF funds to assist first-time homebuyers, enter "N/A".

The grantee has determined its own affordable homeownership limits using the methodology described in § 93.305(a)(2) and the limits are attached.

<TYPE=[section 3 end]>

**11. Grantee Limited Beneficiaries or Preferences.** Describe how the grantee will limit the beneficiaries or give preferences to a particular segment of the extremely low- or very low-income population to serve unmet needs identified in its consolidated plan or annual action plan. If the grantee will not limit the beneficiaries or give preferences to a particular segment of the extremely low- or very low-income population, enter "N/A."

Any limitation or preference must not violate nondiscrimination requirements in § 93.350, and the grantee must not limit or give preferences to students. The grantee may permit rental housing owners to limit tenants or give a preference in accordance with § 93.303(d)(3) only if such limitation or preference is described in the action plan.

**12. Refinancing of Existing Debt.** Enter or attach the grantee’s refinancing guidelines below. The guidelines describe the conditions under which the grantee will refinance existing debt. The grantee’s refinancing guidelines must, at minimum, demonstrate that rehabilitation is the primary eligible activity and ensure that this requirement is met by establishing a minimum level of rehabilitation per unit or a required ratio between rehabilitation and refinancing. If the grantee will not refinance existing debt, enter “N/A.”

## Appendix - Alternate/Local Data Sources

<p><b>1</b></p>	<p><b>Data Source Name</b> U.S. Census Bureau, 2010 Guam Census</p>
	<p><b>List the name of the organization or individual who originated the data set.</b> GHURA worked closely with the Guam Bureau of Statistics and Plans to obtain the data set for the 2010 Decennial Census for Guam.</p>
	<p><b>Provide a brief summary of the data set.</b> The data set was the 2010 Decennial Census for Guam using the Public Use Microdata Sample (PUMS). The U.S. Census Bureau provides Guam with a 10% Census data. Files are weighed against the 10 to obtain the results sought.</p>
	<p><b>What was the purpose for developing this data set?</b> Because there is no default information obtained through the American Community Survey like most jurisdictions, Guam had to obtain statistical information through the use of PUMS by running the CSPro application to run the file.</p>
	<p><b>Provide the year (and optionally month, or month and day) for when the data was collected.</b> The data collected was through the 2010 Decennial Census which was conducted on April 1, 2010.</p>
	<p><b>Briefly describe the methodology for the data collection.</b> Guam utilized the CSPro to run the application using the PUMS data which was obtained through the 2010 Decennial Census for Guam. The U.S. Census Bureau provided Guam with a 10% Census data which files are weighed against to obtain the information sought.</p>
	<p><b>Describe the total population from which the sample was taken.</b> As per the U.S. Census Bureau, there were approximately 159,358 persons on Guam on April 1, 2010.</p>
	<p><b>Describe the demographics of the respondents or characteristics of the unit of measure, and the number of respondents or units surveyed.</b> According to the U.S. Census Bureau, 42,026 households were surveyed. Of that total, 81% are family households and 19% are non-family households. Fifty-three percent of the households surveyed had individuals who were below the age of 18. Nineteen percent had individuals who were 65 years of age and over. The average household size was 3.67; the average family size was 4.07.</p>
<p><b>2</b></p>	<p><b>Data Source Name</b> GHURA Management Information System</p>

	<p><b>List the name of the organization or individual who originated the data set.</b></p> <p>GHURA maintains information of its residents and tenants through its Management Information System (MIS).</p>
	<p><b>Provide a brief summary of the data set.</b></p> <p>GHURA maintains information containing the number of vouchers utilized, units that are accessible, income, length of stay, number of elderly or disabled families, ethnic and racial background, homeless at admission (only for HUD VASH), and DV victims. GHURA does not maintain information on HIV/AIDS program participants.</p>
	<p><b>What was the purpose for developing this data set?</b></p> <p>The purpose for obtaining the information for this Plan was to correct the default information that was obtained from the PIC.</p>
	<p><b>How comprehensive is the coverage of this administrative data? Is data collection concentrated in one geographic area or among a certain population?</b></p> <p>The MIS maintains a comprehensive coverage of program participant data that is required by HUD. The data collection covers all program participants of the Section 8 and Public Housing program.</p>
	<p><b>What time period (provide the year, and optionally month, or month and day) is covered by this data set?</b></p> <p>The data provided was current at time of publication of this Plan for public comment/review.</p>
	<p><b>What is the status of the data set (complete, in progress, or planned)?</b></p> <p>The MIS continues to maintain the data. It is an ongoing database for so long as Guam continues to implement its Section 8 and Public Housing Programs.</p>