SUMMARY OF PROPOSED FD1:

RESOLUTION 13-251, CD1

APPROVING THE CITY AND COUNTY OF HONOLULU'S PROPOSED AMENDED CONSOLIDATED PLAN FOR PROGRAM YEARS 2011 – 2015 IN COMPLIANCE WITH CHAPTER 1, ARTICLE 8.3(a), REVISED ORDINANCES OF HONOLULU

The FD1 attaches the Amended Consolidated Plan which reflects the amendments in the hand-carried CD1 version of the Resolution.

CITY COUNCIL

CITY AND COUNTY OF HONOLULU
HONOLULU, HAWAII

No. **13-251, CD1, FD1**
Proposed

RESOLUTION

APPROVING THE CITY AND COUNTY OF HONOLULU'S PROPOSED AMENDED CONSOLIDATED PLAN FOR PROGRAM YEARS 2011 – 2015 IN COMPLIANCE WITH CHAPTER 1, ARTICLE 8.3(a), REVISED ORDINANCES OF HONOLULU.

WHEREAS, Section 1-8.3(a) of the Revised Ordinances of Honolulu 1990, as amended (Revised Ordinances), requires that Council of the City and County of Honolulu review and approve, by resolution, any Consolidated Plan, or any amendments thereto, relating to Community Planning and Development (CPD) programs of the U.S. Department of Housing and Urban Development (HUD); and

WHEREAS, the City and County of Honolulu (City) wishes to amend its Final Consolidated Plan for Program Years 2011 – 2015 (Consolidated Plan); and

WHEREAS, recent experience has demonstrated that in order to meet HUD requirements for the timely expenditure of CDBG monies and to promptly spend down HOME monies, the City requires the flexibility to: (1) set aside funds for administrative purposes; (2) reserve portions of the funding for delayed projects carried forward from prior-year Action Plan(s); and (3) have available expeditious but fair alternative selection processes in the event all alternative projects for funding selected by the selection committee have been exhausted; and

WHEREAS, the Consolidated Plan of the City currently includes Housing and Special Needs Housing goals, which the City wishes to make a few technical changes to, to allow more flexibility in making certain loans and grants; now, therefore,

BE IT RESOLVED by the Council of the City and County of Honolulu that the Consolidated Plan is amended by amending Section I. Executive Summary, subsection III. Action Plan Process to read as follows:

"III. ACTION PLAN PROCESS

As a requirement to continuing to receive funds from HUD, the City must submit annually a one-year action plan which details the housing and community development activities that it intends to carry out using monies from HUD entitlement programs (i.e. CDBG, HOME, HOPWA, ESG). In recent years, the City has allocated close to $20 million in HUD funds. For fiscal year 2010, the City allocated over $19 million to HUD programs including $14 million for CDBG and $4.5 million for HOME. The ESG and HOPWA programs each distributed a little more than $400,000.

RESOLUTION

The City solicits projects for funding through a Request for Proposal process and may reserve portions of the funding for City-Sponsored Initiatives and for delayed projects carried forward from prior-year Action Plan(s), provided that such projects are reviewed and approved by the City Council. Proposals from qualified non-profits are solicited annually for CDBG and HOME projects and every two years for HOPWA and ESG.

Funding decisions for the annual action plan are based on the needs and strategies identified in the current Consolidated Plan. A selection committee comprised of community members nominated by the City Council and the Mayor reviews proposals and recommends funding for both the CDBG and HOME programs. ESG and HOPWA funding recommendations are made by selection committees composed of City staff members.

All funding recommendations are presented to the public for comment and the City Council for approval before being submitted to HUD.

For the CDBG and HOME programs, the City will include a list of alternate projects each year in the Annual Action Plan. If funds become available from program income or because a funded project is delayed, canceled, performed at a lower cost than the budgeted amount, or proves not feasible for funding, the Administration may, subject to review and approval by the City Council, select an alternate project from the current Annual Action Plan.

In the event that the alternate list is exhausted and/or it is determined that the projects on the alternate list are not feasible for funding in a timely manner or other issues are encountered, which will jeopardize current and/or future HUD entitlement programs funding, the Administration may, subject to review and approval by the City Council, and in accordance with any applicable ordinance requirements or budget procedures, re-direct funds to any of the following activities, in any order:

- Increased funding for projects selected under the current-year Action Plan or previously selected under a prior-year Action Plan, where the funds can be spent within twelve (12) months after contract amendment;

- Capital Improvement Projects undertaken by the City that: (1) fulfill the CDBG National Objective of principally benefiting low and moderate income persons; and (2) are identified in the City budget;

- Property acquisition projects by the City or non-profit subrecipients that fulfill either the CDBG National Objective of principally benefiting low and moderate income persons or HOME program eligibility requirements;

- Capital Improvement or Acquisition Projects on prior year Alternate Lists or delayed projects carried forward from prior-year Action Plan(s) that have secured the necessary financial resources and completed the pre-construction activities necessary so that CDBG funds can be spent within twelve (12) months upon contract execution;

- Other Projects which have previously completed a Competitive Selection process, within the last two years, conducted by the City and County of Honolulu that have the requisite approvals and permits in place and are ready for construction so that CDBG funds can be spent within twelve (12) months upon contract execution; and

Prior to the funding of any projects, including the funding of any alternate projects, not selected in the annual action plan:

1. The administration shall provide the City Council with a list of proposed projects to be funded with redirected funds; and

2. The City Council shall choose the project or projects to be funded with the redirected funds."

; and

BE IT FURTHER RESOLVED that Section III. Housing and Special Needs Housing is amended by amending subsection I. A. to read as follows:

"**I. GOALS**

A. Housing and Special Need Housing Goals

For the five-year period covered by this plan, the City anticipates using CDBG, HOME and HOPWA funds to meet the following goals:

- 200 low- and moderate-income families will build assets through homeownership
- 150 low- and moderate-income families will correct conditions in deteriorated homes and/or improve energy efficiency

- 250 affordable housing or special needs housing units will be constructed or preserved
- 20 beds will remain in service due to the renovation or replacement of affordable housing or special needs housing units
- 100 persons per year with HIV/AIDS will be able to maintain housing and avoid homelessness

In addition, the City is pursuing the sale or lease of its rental housing inventory. For properties assisted with CDBG, HOME or matching funds, the City will require that units remain affordable and obtain concurrence from HUD prior to completing the sale or lease.

Chart 1, following, details the activities the City intends to undertake to meet its Housing goals."

; and

BE IT FURTHER RESOLVED that Section III. Housing and Special Needs Housing is amended by amending Chart 1: Housing and Special Needs Housing Goals, Object Code HO2, Activity, to add the following:

"Provide low-interest loans <u>and grants</u> to low and moderate income homeowners to correct conditions in deteriorated homes <u>and/or improve energy efficiency</u>."

; and

BE IT FURTHER RESOLVED that Section III. Housing and Special Needs Housing is amended by amending Chart 1: Housing and Special Needs Housing Goals, Object Code HO2, Community Benefit Indicators, to add the following:

"Preservation of housing stock and neighborhoods.

<u>Increase energy efficiency.</u>

<u>Support NRSA revitalization efforts.</u>"

; and

BE IT FURTHER RESOLVED that Section III. Housing and Special Needs Housing is amended by amending Chart 1: Housing and Special Needs Housing Goals, Object Code RH1, Activity, to add the following:

"Provide funds as gap/equity financing to develop new and preserve existing affordable and special needs rental housing.

Provide low-interest loans and grants to landlords renting rehabilitated units to low and moderate income households."

; and

BE IT FURTHER RESOLVED that Section III. Housing and Special Needs Housing is amended by amending Chart 1: Housing and Special Needs Housing Goals, Object Code RH1, Community Benefit Indicators, to add the following:

"Low- and moderate-income families will have increased opportunity to live in affordable rental housing.

Support NRSA revitalization efforts."

; and

BE IT FURTHER RESOLVED that the proposed Amended Consolidated Plan for Program Years 2011 – 2015, attached hereto as Exhibit A, is hereby approved; and

CITY COUNCIL
CITY AND COUNTY OF HONOLULU
HONOLULU, HAWAII

No. 13-251, CD1, FD1

RESOLUTION

BE IT FINALLY RESOLVED that copies of this Resolution be transmitted to the Department of Community Services and the Department of Budget and Fiscal Services.

INTRODUCED BY:

Ikaika Anderson (BR)

DATE OF INTRODUCTION:

October 17, 2013
Honolulu, Hawaii

Councilmembers

Amended FINAL CONSOLIDATED PLAN

July 1, 2010 – June 30, 2015

Prepared By
Department of Budget & Fiscal Services
City and County of Honolulu
Amended November 2013

Presented By
Kirk Caldwell, Mayor
City and County of Honolulu

EXHIBIT A

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EXECUTIVE SUMMARY

The Consolidated Plan for July 1, 2010 – June 30, 2015, Fiscal Years 2011 to 2015, for the City and County of Honolulu (City) represents a blueprint for the planning and administration of the U.S. Department of Housing and Urban Development's (HUD's) Community Development Block Grant (CDBG), Emergency Shelter Grant (ESG), HOME Investment Partnerships (HOME) and Housing Opportunities for Persons with AIDS (HOPWA) formula programs. The purpose of the Consolidated Plan is to ensure that federal funds are part of an integrated, community-based plan to improve the availability and affordability of decent, safe and sanitary housing; provide a suitable living environment; and expand economic opportunities for low- and moderate-income individuals and families.

I. SUMMARY

Housing Market Analysis

The Oahu housing market can be characterized as one of slow-growth and decreasing prices. New housing construction continues to decline after a peak in 2006, while an increasing rate of foreclosures and a growing inventory of resales have put downward pressure on housing prices. Despite the economic downturn, Honolulu remains one of the highest priced housing markets in the country and affordability remains low for most residents.

Housing and Homeless Needs Assessment

Honolulu has a pent-up demand for housing estimated at 18,013 units for the five-year period from July 1, 2010 – June 30, 2015. Of this demand, the greatest needs are and will continue to be in low- and moderate-income households, those making less than 80% of median income. These income groups exhibit the highest incidence of housing problems – cost burden, substandard units and overcrowding. Other sub-populations that require affordable housing are special needs groups such as frail elderly, persons with disabilities, persons with HIV/AIDS, youth and ex-offenders.

A 2009 count found just over 3,650 persons were homeless on Oahu at any given time during the year. In 2006, there were 12,390 hidden homeless households, households doubled-up or sharing accommodations with others because they could not afford their own homes. The number of at-risk households, households who would lose their housing unit if the chief wage earner were without a job for three months, increased to 57,283 households from 36,454 households in 2003.

STRATEGIC PLAN

The City's goals for Fiscal Years 2011 to 2015 are as follows:

Goals related to Housing and Special Needs Housing:

- 200 low- and moderate-income families will build assets through homeownership
- 150 low- and moderate-income families will correct conditions in deteriorated homes
- 250 affordable housing or special needs housing units will be constructed or preserved
- 20 beds will remain in service due to the renovation or replacement of affordable housing or special needs housing units
- 100 persons per year with HIV/AIDS will be able to maintain housing and avoid homelessness

Goals related to Fair Housing:

- Increased awareness by policy and decision makers regarding the need to provide affordable housing for protected class target groups
- Increased awareness of tenant rights
- 2 fair housing notices per year published in a daily newspaper with HUD and Hawaii Civil Rights Commission (HCRC) contact information
- 500 brochures per year in non-English languages with HUD and HCRC contact information distributed to public libraries and service providers
- 150 Section 8 clients per year trained in housing related regulations
- Increased number of complaint applications to HUD and HCRC
- 200 persons per year including landlords, property managers, and advocacy group representatives trained in fair housing laws
- Improved physical accessibility in City-owned residential properties

Goals related to Homeless:

- 7,500 persons experiencing homelessness will have access to emergency shelter
- 3,750 persons experiencing homelessness will receive services to stabilize their condition
- 150 low- and moderate-income families will be prevented from becoming homeless or be assisted in securing a rental unit
- 2 shelters serving persons experiencing homelessness will be renovated and/or replaced to remain in service
- 250 households will receive tenant-based rental assistance

Goals related to Community Development Needs:

- 25 new or improved facilities
- 10 public facilities made accessible
- 7,500 persons will benefit from improved public safety capability

- 200 persons will benefit from new or improved city-owned facilities or infrastructure
- 4 businesses will receive rehabilitation, Section 108 or float loans
- 5 economic development projects assisted
- 2 Neighborhood Revitalization Strategy Areas (NRSA) approved by HUD
- 250 low- and moderate-income persons provided with micro-enterprise assistance
- 5,000 older adults or persons with a disability will benefit from new or expanded services
- 1,500 predominately low- and moderate-income youth will benefit from new or expanded services
- 1,250 victims of domestic violence will benefit from supportive services
- 9,250 persons will benefit from new or expanded health, transportation or support services
- 4 community needs assessments completed

II. APPROVALS

On July 15, 2009, the Council of the City and County of Honolulu (City Council) approved, by Resolution 09-141, the submission of the 2011 – 2015 Consolidated Plan to HUD.

III. ACTION PLAN PROCESS

As a requirement to continuing to receive funds from HUD, the City must submit annually a one-year action plan which details the housing and community development activities that it intends to carry out using monies from HUD entitlement programs (i.e. CDBG, HOME, HOPWA, ESG). In recent years, the City has allocated close to $20 million in HUD funds. For fiscal year 2010, the City allocated over $19 million to HUD programs including $14 million for CDBG and $4.5 million for HOME. The ESG and HOPWA programs each distributed a little more than $400,000.

The City solicits projects for funding through a Request for Proposal process and may reserve portions of the funding for City-Sponsored Initiatives and for delayed projects carried forward from prior-year Action Plan(s), provided that such projects are reviewed and approved by the City Council. Proposals from qualified non-profits [~~and City agencies~~] are solicited annually for CDBG and HOME projects and every two years for HOPWA and ESG.

Funding decisions for the annual action plan are based on the needs and strategies identified in the current Consolidated Plan. A selection committee comprised of community members nominated by the City Council and the Mayor reviews proposals and recommends funding for both the CDBG and HOME programs. ESG and HOPWA funding recommendations are made by selection committees composed of City staff members.

All funding recommendations are presented to the public for comment and the City Council for approval before being submitted to HUD.

For the CDBG and HOME programs, the City will include a list of alternate projects each year in the Annual Action Plan. If funds become available from program income or because a funded project is delayed, canceled, performed at a lower cost than the budgeted amount, or proves not feasible for funding, the Administration may, subject to review and approval by the City Council, select an alternate project from the current Annual Action Plan.

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- Capital Improvement Projects undertaken by the City that: (1) fulfill the CDBG National Objective of principally benefiting low and moderate income persons; and (2) are identified in the City budget;

- Property acquisition projects either by the City or by non-profit subrecipients that fulfill either the CDBG National Objective of principally benefiting low and moderate income persons or HOME program eligibility requirements;

- Capital Improvement or Acquisition Projects on prior year Alternate Lists or delayed projects carried forward from prior-year Action Plan(s) that have secured the necessary financial resources and completed the pre-construction activities necessary so that CDBG funds can be spent within twelve (12) months upon contract execution;

- Other Projects which have previously completed a Competitive Selection process, within the last two years, conducted by the City and County of Honolulu that have the requisite approvals and permits in place and are ready for construction so that CDBG funds can be spent within twelve (12) months upon contract execution; and

Prior to the funding of any projects, including the funding of any alternate projects, not selected in the annual action plan:

1. The administration shall provide the City Council with a list of proposed projects to be funded with redirected funds; and

2. The City Council shall choose the project or projects to be funded with the redirected funds.

IV. CLOSING STATEMENT

The Consolidated Plan is a comprehensive planning document identifying the housing and community development needs and priorities for the City and County of Honolulu over the next five-years. It sets forth the City's strategies and objectives in addressing these needs and provides a framework for the one-year Action Plan which details the specific projects and activities the City will undertake in the coming year to carry out the Consolidated Plan.

GENERAL INFORMATION

I. LEAD AGENCY

The Department of Budget and Fiscal Services, CDBG/Federal Grants Branch, of the City and County of Honolulu (City) prepared the Draft Consolidated Plan for Fiscal Years 2011-2015 and is the agency responsible for the administration of the City's Community Development Block Grant (CDBG), Emergency Shelter Grants (ESG), HOME Investment Partnerships (HOME), and Housing Opportunities for Persons with AIDS (HOPWA) programs.

II. INSTITUTIONAL STRUCTURE

In carrying out its affordable housing strategies, the City will rely on a network of private and public agencies. The following is a summary of its major partners.

GOVERNMENT - FEDERAL

U.S. Department of Housing and Urban Development (HUD). HUD administers the major programs providing federal resources for housing, including the Federal Housing Administration (FHA) mortgage programs, Section 8 rental voucher program, Section 202 and 811 capital advance programs, Section 108 loan guarantee program, housing assistance programs authorized under the Stewart B. McKinney Homeless Assistance Act which includes the ESG program, the CDBG, HOPWA and HOME programs.

U.S. Department of Agriculture (USDA) Rural Development. USDA administers a number of grant and loan programs intended to increase housing opportunities in designated rural areas. These programs include direct loans for the development of multi-family rental projects and mortgage financing for the purchase of single-family homes by eligible individuals.

GOVERNMENT - STATE

Hawaii Public Housing Authority (HPHA). HPHA's primary responsibility is the management of federal and state-assisted rental housing projects. HPHA's public housing inventory includes 4,048 federal units and 751 state units on Oahu. HPHA also administers the state's Section 8 Housing Choice voucher program and other federal and state programs which develop housing and provide services for the homeless and other persons with special housing needs.

Hawaii Housing Finance and Development Corporation (HHFDC). HHFDC develops and provides financing for affordable housing units throughout the state for sale or rent to qualified residents. HHFDC is responsible for the administration of a number

of housing programs including the state's Low-Income Housing Tax Credit and its Rental Housing Trust Fund.

Hawaii Community Development Authority (HCDA). HCDA oversees public and private development activities in the Kakaako and Kalaeloa districts of Honolulu.

Department of Hawaiian Home Lands (DHHL). DHHL administers public land set aside for the benefit of Native Hawaiians. The agency provides homestead leases for residential, agricultural or pastoral purposes. Financial assistance is also provided, through direct loans or loan guarantees, for home construction, home replacement or repair, and the development of farms and ranches. DHHL also coordinates the distribution of the Native Hawaiian Housing Block Grant for the state.

GOVERNMENT - LOCAL

Department of Community Services (DCS). DCS's functions include implementing federally-aided housing, urban renewal, special needs housing projects and community development programs. It provides direct services such as employment training and placement services for economically disadvantaged residents, as well as coordinates the provision of services by non-profits in key areas such as assistance to the elderly. Special projects and task forces oriented toward human services are also administered through DCS including the Mayor's Advisory Committee on Disabilities. DCS has oversight over the long-term leases between the City and numerous non-profit organizations that provide affordable and special needs housing.

Department of Facility Maintenance (DFM). DFM manages the City's 1,348 mixed-income rental units.

PRIVATE SECTOR – FOR-PROFITS

Financial Institutions. Financial institutions directly participate in the implementation of affordable housing strategies through origination and servicing of Hula Mae mortgage loans for first-time homebuyers, servicing of state funded low-interest loans for self-help housing projects, and participation in the financing of various affordable housing projects in compliance with the Federal Community Reinvestment Act.

Housing Developers. Private for-profit developers have participated with the state and City in the development of affordable housing projects and have been actively involved in the preservation of affordable housing through the acquisition and rehabilitation of projects with expiring affordability requirements. In addition, oftentimes as a condition of state or City land use approvals, housing developers are required to include affordable housing in their development plans.

PRIVATE SECTOR – NOT-FOR-PROFITS

Non-profit Housing Developers. There are a number of non-profit housing development organizations doing business in Honolulu. Most of these developers, either independently or in partnership with the state or City, have been involved in the development of shelters for the homeless or small-scale housing projects for persons with special housing needs. Lately, several developers have been successful in developing larger projects aimed at the affordable housing market. The participation by non-profit developers is important because of their ability to access federal housing development funds specifically set aside for their use.

Foundations. Private foundations, such as the Harry and Jeanette Weinberg Foundation and the Hawaii Community Foundation, are potential sources of grants to support the development of affordable housing projects.

Non-profit Social Service Agencies. Representatives of non-profit social service agencies have functioned as effective advocates for affordable housing for the homeless and other groups with special needs. Although most provide supportive services and referrals, a growing number of agencies are undertaking residential treatment programs to serve their clients.

Even with the extensive network of agencies working to meet the affordable housing needs of the County, gaps in service still exist.

A primary challenge for the City is the shortage of non-profits with the capacity to develop large-scale housing projects. There are only few non-profit developers with experience completing large scale projects on a timely basis. The relative youth and small size of most non-profits have limited their ability to undertake larger, more financially complex projects. The need to develop the operational resources and technical expertise of these groups could be addressed, in part, through publicly-sponsored workshops and training on such topics as putting together multi-source financing packages or navigating the Section 201H, Hawaii Revised Statutes, affordable housing exemption process.

Other government agencies have funded capacity building activities in the past. HUD provided technical assistance and capacity building training to local community development organizations through a contract with the Rural Community Assistance Corporation. In addition, organizations used to be able to apply to the State Rental Housing Trust Fund for capacity building grants for training and professional development. While that program is currently suspended, the need to increase the expertise of potential affordable housing developers remains.

III. CONSULTATION / COORDINATION

In developing the plan, the City conferred with a wide range of public and private agencies, consulted numerous data sources, and sought a high level of citizen participation.

The process started in mid-2008 with a series of meetings between HUD, the City and the City's counterparts in the state and other counties to coordinate the format and structure of the Consolidated Plan. Once the general framework was developed, the City began soliciting public input through a series of meetings beginning in September 2008 with a public hearing to get citizen input on the upcoming Consolidated Plan, the Annual Action Plan, and the Consolidated Annual Performance and Evaluation Report. In November 2008, the City held a consultation meeting and invited non-profit agencies and government officials who are closely involved in providing assisted housing, health and social services to attend and provide comments on community needs related to housing and supportive services. Based on the response to the November meeting, a second consultation meeting was held in January 2009 to fine-tune the priorities and objectives established by the City. *[For a more detailed description of the issues raised during the meetings, see the Citizen Participation section below.]*

In late 2008, the City began drafting the Consolidated Plan based on feedback from the public meetings and its own research on community needs. In developing the Plan, the Federal Grants Branch relied heavily on input from the City's Department of Community Services because of DCS's extensive work in housing- and community-development; and Partners in Care, Honolulu's Continuum of Care Consortium, because of its first-hand knowledge of the issues surrounding homelessness.

To ensure the City was maximizing its ability to provide housing and supportive services to those living with HIV/AIDS, the City co-sponsored the Hawaii HIV/AIDS Housing and Services Plan. The statewide survey was planned and funded in conjunction with the Hawaii Public Housing Authority and the State of Hawaii Department of Health. Results of that needs assessment were used in developing HOPWA goals under the 2015 Consolidated Plan.

The 2015 Consolidated Plan also relies heavily on information and data contained in previous versions of the Plan and several commissioned studies such as the *Hawaii Housing Policy Study 2006* by SMS Research and Marketing Services, Inc. (SMS), *2007 Analysis of Impediments, City and County of Honolulu* by SMS, and the *2009 City and County of Honolulu, Homeless Point-in-Time Count, Methodology and Results* by the City and County of Honolulu, Department of Community Services and the State of Hawaii, Hawaii Public Housing Authority, Homeless Programs Branch. Additional information was obtained from the U. S. Census Bureau, other government agencies, and non-profit organizations and/or service providers.

In planning projects and developing Requests for Proposals, the City works with key stakeholders to ensure coordination of resources and services. For example, in

planning projects for the homeless and persons with special needs, the City works with non-profit and government agencies to ensure that a program of housing and supportive services is in place prior to the development of the project. Typical housing plan elements include the development of admission criteria, house rules, rent and program fee structures, and referral sources. A supportive service plan may include vocational and general education, childcare and health services. In addition, the City also regularly attends State and County housing directors' meetings to share ideas and concerns.

If appropriate, the City also works with State and County agencies to address problems which cross county lines. For example, the City regularly contributes to statewide needs assessments, most recently partnering with the State of Hawaii Department of Health and the Hawaii Public Housing Authority to sponsor the Hawaii HIV/AIDS Housing and Services Plan.

Over the next five years, the City will continue to work with nonprofits and other government entities to coordinate services and funds, since coordination is particularly important during an economic downturn as needs rise and resources shrink. To this end, a copy of the draft plan was submitted to the State in June 2009.

IV. CITIZEN PARTICIPATION

The City encouraged citizen participation in the development of the Consolidated Plan. The citizen participation process was guided by the City's Citizen Participation Plan (CPP) which details the manner in which the public is notified of upcoming meetings and other opportunities to provide comments on the development of and updates to the City's Consolidated and Annual Action Plans.

The City's CPP was completed in May 1995. The plan was subsequently approved by HUD along with the Final First Year Consolidated Plan. In 2005, an amendment to the plan was drafted and approved by HUD. A copy of the amended Plan is attached as Appendix F.

For the 2015 Consolidated Plan, the City solicited public comments at the following consultation meetings:

Date	Time	Location
Friday, November 21, 2008	9:00 a.m.	Mission Memorial Auditorium, Honolulu Civic Center
Thursday, January 22, 2009	9:30 a.m.	Ala Wai Golf Course Clubhouse, Waikiki

Notices for both meetings were published in the Honolulu Star-Bulletin, a newspaper of general circulation and on the City's website at: www.co.honolulu.hi.us/budget/cdbg.htm. In addition, 188 invitations were mailed to community stakeholders including those who had previously expressed an interest in the Consolidated Plan process, as well as government and non-profit agencies that provide housing and community

services. E-mail notifications were also sent to the nearly 150 people who had signed up on the City's website for electronic updates on HUD funded programs.

November 2008 Consultation Meeting

Over 65 community stakeholders attended the November meeting. Attendees included representatives from non-profit agencies, state agencies, city agencies, for-profit organizations and concerned community members. Service providers at the meeting included those focusing on children, older adults, persons with disabilities, persons with HIV/AIDS and their families, persons with substance abuse problems, victims of domestic violence, and the homeless.

During the meeting, an overview of the development of the Consolidated Plan was given which included components of the Plan and the planning process that would be followed.

Input regarding community needs and priorities was sought from the participants of this meeting. By the end of the meeting, the attendees had developed the following list of community needs and priorities.

Housing and Special Needs Housing

1. Housing needed for:
   - People that are employed
   - Older adults
   - Persons with developmental disabilities
   - Youth 18-25 years old
   - Persons with HIV/AIDS
   - Persons with severe mental illness
   - Persons with or recovering from substance abuse disorders
   - Victims of domestic violence

   At these locations:
   - Waianae*
   - Windward/Kahaluu
   - Kahuku – Kahuku Village Association
   - Downtown – River Street, Chinatown
   - Kalihi*
   - Wahiawa
   - North Shore
   - Ewa
   - Waimanalo
   - Kapolei – Hawaiian Home Lands
   - Kalaeloa/Barbers Point

   *Also need post office, fire station, create economic opportunities
2. Downpayment Assistance
3. Individual Development Accounts (IDAs)
4. Long-term affordability
5. Pet friendly housing

Homeless

1. Access to legal services/advocacy
2. Access to the following family services:
   a. Parent education
   b. Case management
   c. Early education
   d. Food
   e. Outreach
   f. Life skills
   g. Financial literacy
   h. Employment
   i. Mental & Medical Health Care
   j. Anger management
   k. IDA programs
3. Homeless prevention
   a. Same as above
   b. Emergency rental assistance
   c. Assistance locating/placement in available housing
4. Severe mental illness (co-occurring disorders)
   a. Public education/stigma reduction
   b. Case management
   c. Food
   d. Mental health/medical assistance
   e. Life skills, budgeting
   f. Outreach
   g. Asset building such as IDA's
5. Continued operation of transitional shelters

Community Development Needs

1. Early education
2. Elderly services (general, developmentally disabled, and new facilities)
3. Food
4. Youth services
5. Services for ex-offenders
6. Literacy education/English as a Second Language (ESL) programs
7. Parent education and services for victims of domestic violence
8. Education and parenting skills for families
9. Financial literacy/homebuyer education programs
10. Neighborhood revitalization projects
11. Micro-enterprise training and mentoring
12. Economic opportunities
13. Job development
14. Coordinated services
15. Life skills and remedial training
16. Services for foster families
17. Ombudsman for groups at-risk
18. Organizational development and capacity building
19. Services for individuals/families in public housing
20. More parks
21. Employment training in general and for persons with limited English proficiency
22. Capacity building for families
23. Positive mobile activities for youth, i.e. bookmobile
24. One stop resource centers

25. Transportation for persons employed and those seeking employment
26. Services for homeless families
27. Community-based services for the elderly
28. Transition training for laid-off workers
29. Programs including life skills/employment training for youth 18-25 years old (gap group)

In addition, written comments were received prior to the meeting and are summarized below:

- *M. Romoser, Policy and Program Analyst, Hawaii Center for Independent Living*
  Need for affordable, accessible housing for people with disabilities.

- *Kali Watson, President, Hawaiian Community Development Board.*
  Inclusion of Section 108 loan guarantees in the Consolidated Plan. Need for funding for job and business creation in depressed areas, especially the Leeward Coast. Need for community / commercial center for Waianae residents.

After the meeting, the City used the public comments to begin building the community needs logic model for the 2015 Consolidated Plan.

January 2009 Consultation Meeting

The logic models in the areas of housing, homeless, and community development were presented to the public during the January 2009 meeting. Comments concerning the content of the charts and the Consolidated Plan in general are summarized below:

- Urban core should be added as a location to the housing section of the November meeting's list of community priorities.

- The Department of Community Services (DCS) raised the issue of additional supportive services for persons experiencing homelessness. Members of the audience provided the following recommendations for additions: (1) housing placement; and (2) micro-enterprise. DCS noted these activities also fall under Community Development.

- A representative from Street Beat noted that sample activities should be part of the Consolidated Plan. Food sites and emergency shelters are critical and should be promoted and funded. DCS responded that it is difficult to prove eligibility for certain types of activities because HUD requires that agencies income certify the participants to confirm eligibility which is a big challenge for some programs.

- Funding for the "medically fragile" may be available if service providers can present data to substantiate the need.

- Chinatown and other low and moderate income neighborhoods must be preserved as economic centers. A comment was made that funding should be expanded beyond rehabilitation to actually "stimulating" the neighborhood economy.

- A recommendation was made to increase the number of start-up and expansion loans.

- DCS noted that older adults are very vulnerable.

- An audience member questioned the preservation of Chinatown as an economic center (i.e. not everyone goes there; it isn't clean). The City responded that it is already considered a revitalization area and projects in the area have expanded funding opportunities.

- A recommendation was made that other communities beyond Chinatown be included in the Logic Model to make the objective of preservation of economic centers more encompassing.

- HUD suggested the following changes to the economic center objective: 1) adding micro-enterprise, 2) specifying "other" neighborhoods, and 3) specifying if the City wanted Neighborhood Revitalization Strategy Areas (NRSAs).

- An audience member requested notification from DCS that the Consolidated Plan website was updated with information from the prior meeting.

- A recommendation was made to include Community Associations (CAs) in the process for the next Consolidated Plan.

During the meeting, participants from the following organizations volunteered to provide information and/or data sources to justify the need for services:

Agency	Data Type (if mentioned)
Institute for Human Services and Mental Health Kokua	Medically fragile
Hawaii Literacy	English as a Second Language (ESL), English Proficiency
Gregory House Programs	
Domestic Violence Action Center	Organization's Programmatic Areas
Hina Mauka	State Department of Health Surveys
Legal Aid Society	
Rehab Hospital Foundation	
Child and Family Service	
Hawaii Community Development Board	Rental Housing on Leeward Coast

In addition, written comments were received prior to the January meeting and are summarized below:

Deborah Spencer-Chun, President and CEO, Adult Friends for Youth
Need for programs that halt the cycle of poverty, violence, abusive and destructive behaviors often passed from generation to generation by working with the highest-risk youth from low-income, minority, and/or immigrant families.

Nalani Galariada, Oahu Partnership Coordinator, Good Beginnings Alliance
Need for supportive services to families with young children in public housing or who are homeless to achieve outcomes of decent housing, suitable living environments, and expanded economic opportunities.

Pamela Menter, Safe Haven Project Director, Mental Health Kokua
Need for shelter and comprehensive services, including substance abuse treatment, specifically focusing on the severely mentally ill.

Deborah Sarsona, Administrator Manager, Kahuku Village Association
Need for affordable, decent, safe living housing for the community of Kahuku, including improving existing housing and developing affordable housing for purchase and/or rent, maintaining existing homes in safe and livable conditions, improving and combating deterioration of the community.

Emmitt Kane; Battalion Chief, Administrative Services; City and County of Honolulu, Honolulu Fire Department
Lack of adequate fire protection facilities and apparatus to serve persons with disabilities, elderly, abused spouses and/or children in designated areas, including low- and moderate-income areas.

Pamela Witty-Oakland, Chief Administrator, St. Francis Residential Care Community

- Need to target affordable rental housing with supportive services to maintain independent housing setting for seniors at a much more economical expense to the family and the government.
- Need for capital to fund construction of adult day care and adult day health facilities, thereby supporting economic development since it allows caregivers to continue to work and maintains seniors in a home setting rather than in an institution.

Jonathon Berliner, Executive Director, Gregory House Programs

- Need to provide community and supportive services for low- and moderate-income persons and those with special needs, in particular persons living with HIV/AIDS.
- Critical issues identified by the Hawaii HIV Housing and Service Needs Assessment and Plan Steering Committee, in the following categories: HOPWA Program Administration and Systems Coordination, Advocacy/Education, and Housing Assistance and Service Delivery.

- Need to ensure prioritizing and funding availability for maintaining, renovating and protecting special needs housing for persons with HIV/AIDS.
- Need to ensure prioritizing and funding availability to maintain and increase services for individuals and families living with HIV/AIDS.

CITY'S RESPONSE: The City integrated into the 2015 Consolidated Plan, to the greatest extent practicable, the concerns and comments raised at the two community meetings. The only need identified by the community which was not included as a Consolidated Plan goal was the need for "more parks," Community Development Need #20. Given limited resources, the development of more parks was not seen as a priority item. The Plan does provide for the renovation of park facilities to address accessibility or health and safety issues, Objective codes PF-2 and PF-4, respectively. (See page 88).

Draft Consolidated Plan - 30-Day Comment Period

A draft of the Plan was made available to the public on April 14, 2009 to further solicit input and comments. Copies were available for viewing at the City's Municipal Reference Library and posted online at www.honolulu.gov/budget/cdbt.htm. A Public Notice was published in the Honolulu Star-Bulletin on April 14, 2009 inviting interested parties to review the Plan and to submit written comments to Holly Kawano by May 14, 2009.

The City received only one comment during the public comment period. Sidney Rosen, President Emeritus, Adult Friends for Youth, observed that the plan "fails to consider services to high-risk youth, especially those vulnerable to gangs, drugs, and violence."

CITY'S RESPONSE: While not explicitly targeting high-risk youth, the Consolidated Plan provides for services to young children and older youth under objective code PS-2. (See pages 89-90).

Citizen Testimony – Honolulu Council Meetings

The public was also able to offer comments on the draft Consolidated Plan during the City Council's budget committee and full council discussions on Resolution 09-141 (Approval of the Consolidated Plan).

Budget Committee Meetings

- April 8, 2009 – no public comment.

- May 13, 2009 – Sidney Rosen, President Emeritus, Adult Friends for Youth (AFY). Concerned about the way projects were selected for CDBG funding. Noted that AFY did not receive funding for the 2010 fiscal year (FY10) despite satisfactorily performing under previous grants.

- June 3, 2009 – Catherine Lee Loy, Program Director - Economic Development Center, Parents and Children Together (PACT). Provided testimony in support of the Economic Development Center which did not receive funding for FY10. Noted that no economic development projects were funded in FY10.

- July 1, 2009 – no public comment.

Full Council Meeting: July 15, 2009 – no public comment.

CITY'S RESPONSE: For FY10, the City received 42 proposals requesting close to $24 million in CDBG funds. With only $14.5 million available, not all projects could be funded. Projects were reviewed and ranked by a Selection Committee composed of members who represented a cross-section of the community. Despite special consideration given to projects which had successfully performed in the past, neither AFY nor PACT was recommended for funding. Furthermore, the City does not have specific funding levels for any CDBG objective, including economic development.

To encourage community participation, the updated logic models and current and prior Action Plans and Consolidated Plans are available on the City's website at www.honolulu.gov/budget/cdbg.htm. The final version of the 2015 Consolidated Plan was made available to the public on July 17, 2009.

V. PERIOD OF PLAN / SUBMISSION DATE

This Consolidated Plan is being submitted to HUD on July 17, 2009. It will be in effect July 1, 2010 for the five-year period following, covering City fiscal years of 2011 to 2015.

VI. GEOGRAPHIC AREA

A. General Geographic Area Information

The geographic area covered under this Consolidated Plan is the entire island of Oahu.

B. Specific Target Areas

The City is interested in continuing to develop and sustain Neighborhood Revitalization Strategy Areas (NRSAs).

The City has attached a NRSA application for the Wahiawa area. The Wahiawa NRSA will cover the following census tracts:

Census Tract: 150030090 (Block Group: 9)
Census Tract: 150030091 (Block Groups: 1, 2 & 9)
Census Tract: 150030092 (Block Group: 3)
Census Tract: 150030093 (Block Groups: 1, 2 & 3)
Census Tract: 150030094 (Block Groups: 1 & 2)

Census Tract: 15003009504 (Block Group: 9)
Census Tract: 150030100 (Block Group: 9)

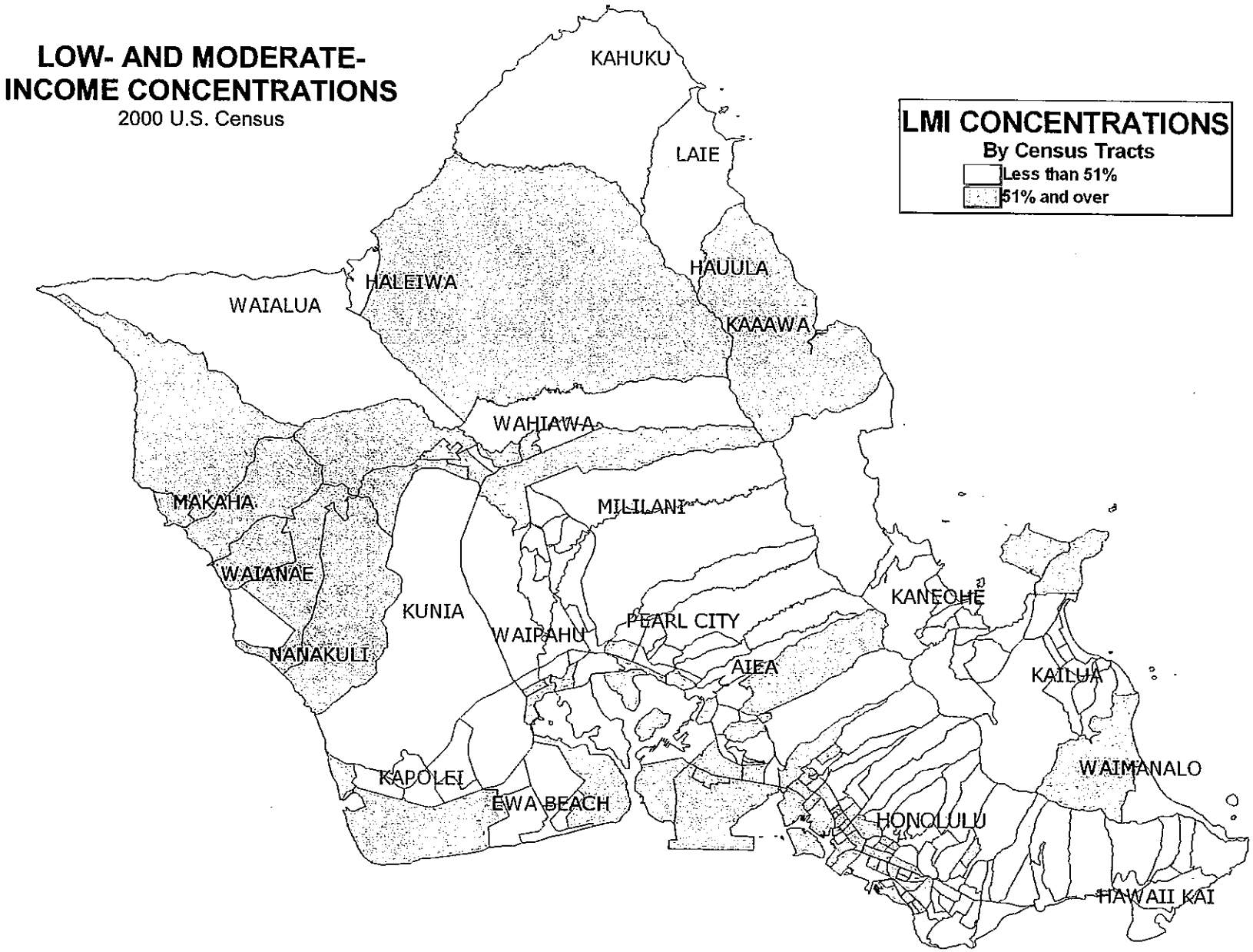
The City has also identified the following communities as potential NRSAs: the Leeward Coast, Waipahu and Chinatown/Kalihi/Palama.

Other than the development of NRSAs, the City does not have plans to target specific geographic areas for funding.

VII. LOW-INCOME AND MINORITY CONCENTRATION AREAS

Low-Income Concentrations

The following map highlights census tracts with a concentration of low- and moderate-income persons. In determining these areas, the City relied on HUD's definition of low- and moderate-income areas for purposes of the CDBG program – areas in which at least 51% of the households have incomes at or below 80% of the area median income. (Map produced using low- and moderate-income data from Maptitude 4.6.)


LOW- AND MODERATE-
INCOME CONCENTRATIONS
2000 U.S. Census
LMI CONCENTRATIONS
By Census Tracts
Less than 51%
51% and over
KAHUKU
LAIE
HAUULA
KAAAWA
HALEIWA
WAIALUA
WAHIAWA
MILILANI
MAKAHA
WAIANAE
KUNIA
NANAKULI
WAIPAHU
PEARL CITY
AIEA
KANEOHE
KAILUA
WAIMANALO
KAPOLEI
EWA BEACH
HONOLULU
HAWAII KAI

Minority Concentrations

According to the U.S. Census Bureau, there is no racial majority in the City and County of Honolulu.

TABLE 1
MINORITY CONCENTRATIONS FOR HONOLULU – ONE RACE

Race	2000		2007		
	Population	%	Population	%	Change
White	186,484	21.3%	202,204	22.3%	1.0%
Black or African American	20,619	2.4%	28,248	3.1%	0.7%
American Indian and Alaska Native	2,178	0.2%	2,747	0.3%	0.1%
Asian	403,371	46.0%	404,068	44.7%	-1.3%
Native Hawaiian and Other Pacific Islander	77,680	8.9%	73,030	8.1%	-0.8%
Some Other Race	11,200	1.3%	11,542	1.3%	Same
Two or More Races	174,624	19.9%	182,944	20.2%	0.3%

Sources: U.S. Census 2000 and 2005-2007 American Community Survey 3-Year Estimates.

Approximately 20% of Honolulu's population identifies with more than one race. If the races for those classified as having two or more races are included in the race count, the percentage of Hawaiians and other Pacific Islanders more than doubles.

TABLE 2
MINORITY CONCENTRATIONS FOR HONOLULU – RACE ALONE OR IN COMBINATION

Race	2000		2007		
	Population	%	Population	%	% Change
Any Part White	303,838	35.2%	333,944	36.9%	1.7%
Any Part Black or African American	29,764	3.4%	40,317	4.5%	1.1%
Any Part American Indian and Alaska Native	15,921	1.8%	18,239	2.0%	0.2%
Any Part Asian	539,384	61.6%	543,423	60.1%	-1.5%
Any Part Native Hawaiian and Other Pacific Islander	189,292	21.6%	193,112	21.3%	-0.3%
Any Part Some Other Race	32,003	3.7%	22,807	2.5%	-1.2%

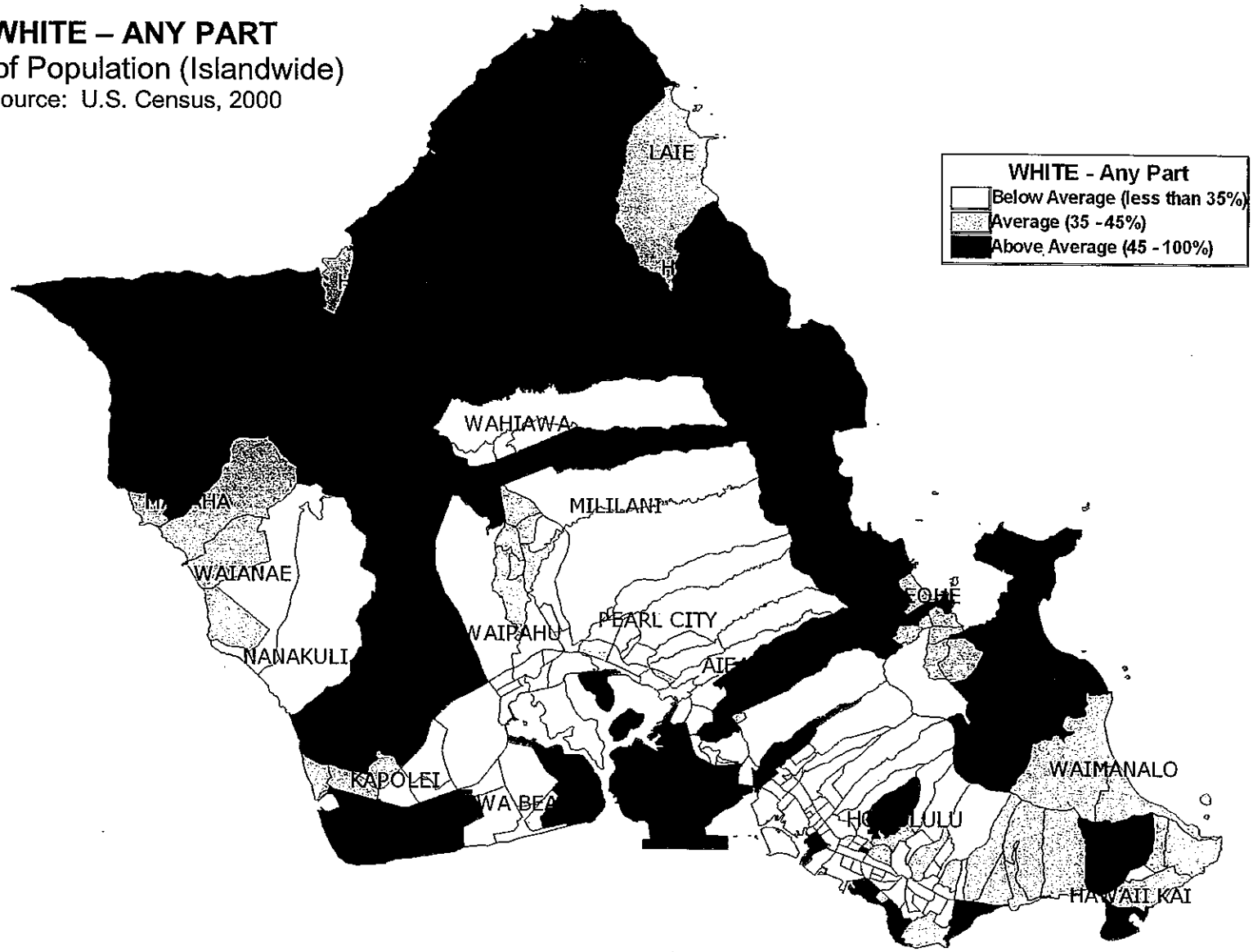
Sources: U.S. Census 2000 and 2005-2007 American Community Survey 3-Year Estimates.

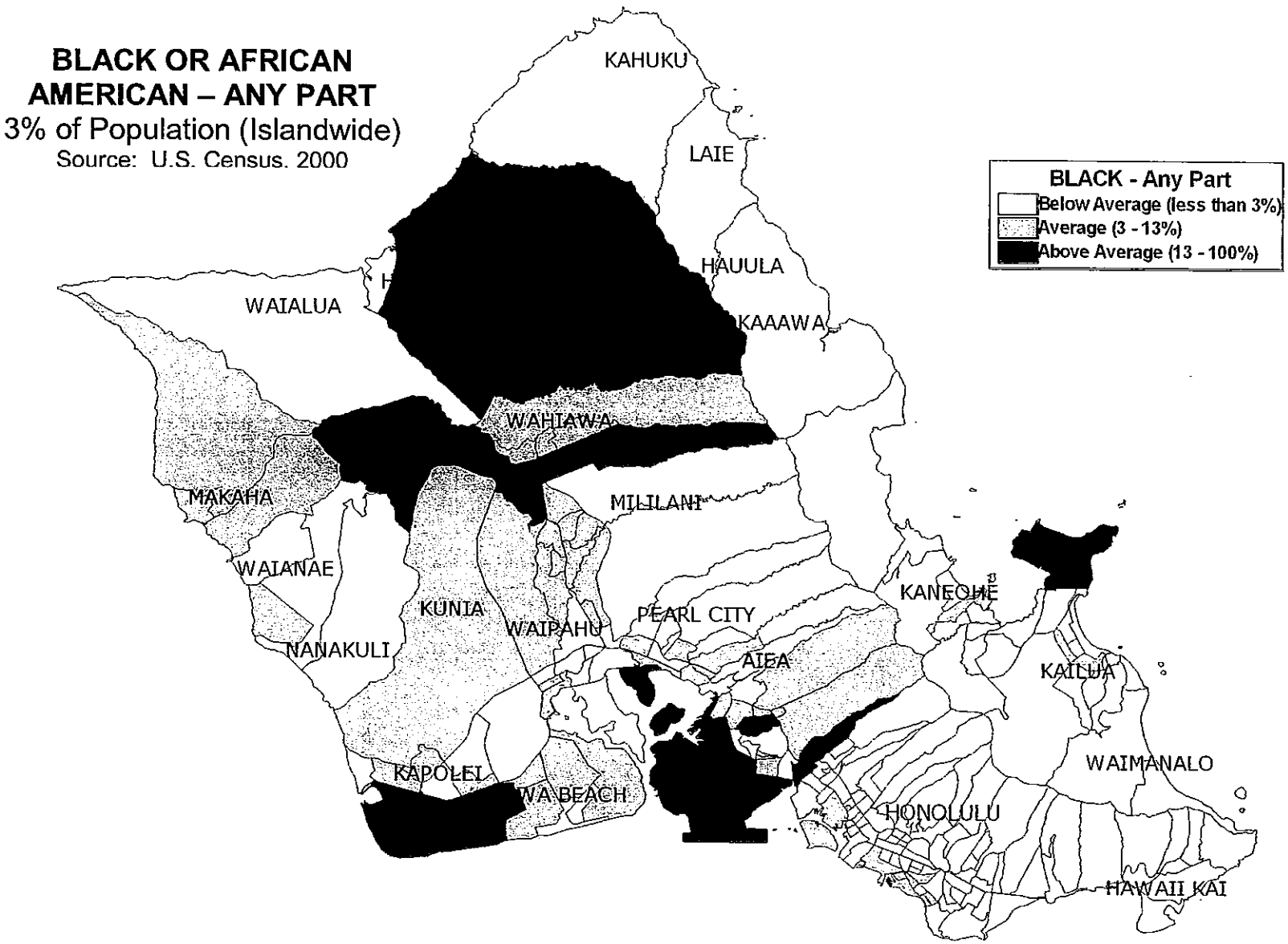
The following maps highlight the concentration of major racial groups in different areas throughout Oahu. For purposes of this Plan, an area of racial concentration is defined as a census tract with a percentage that is disproportionately greater (10% of more) than the island-wide average for that particular racial group.

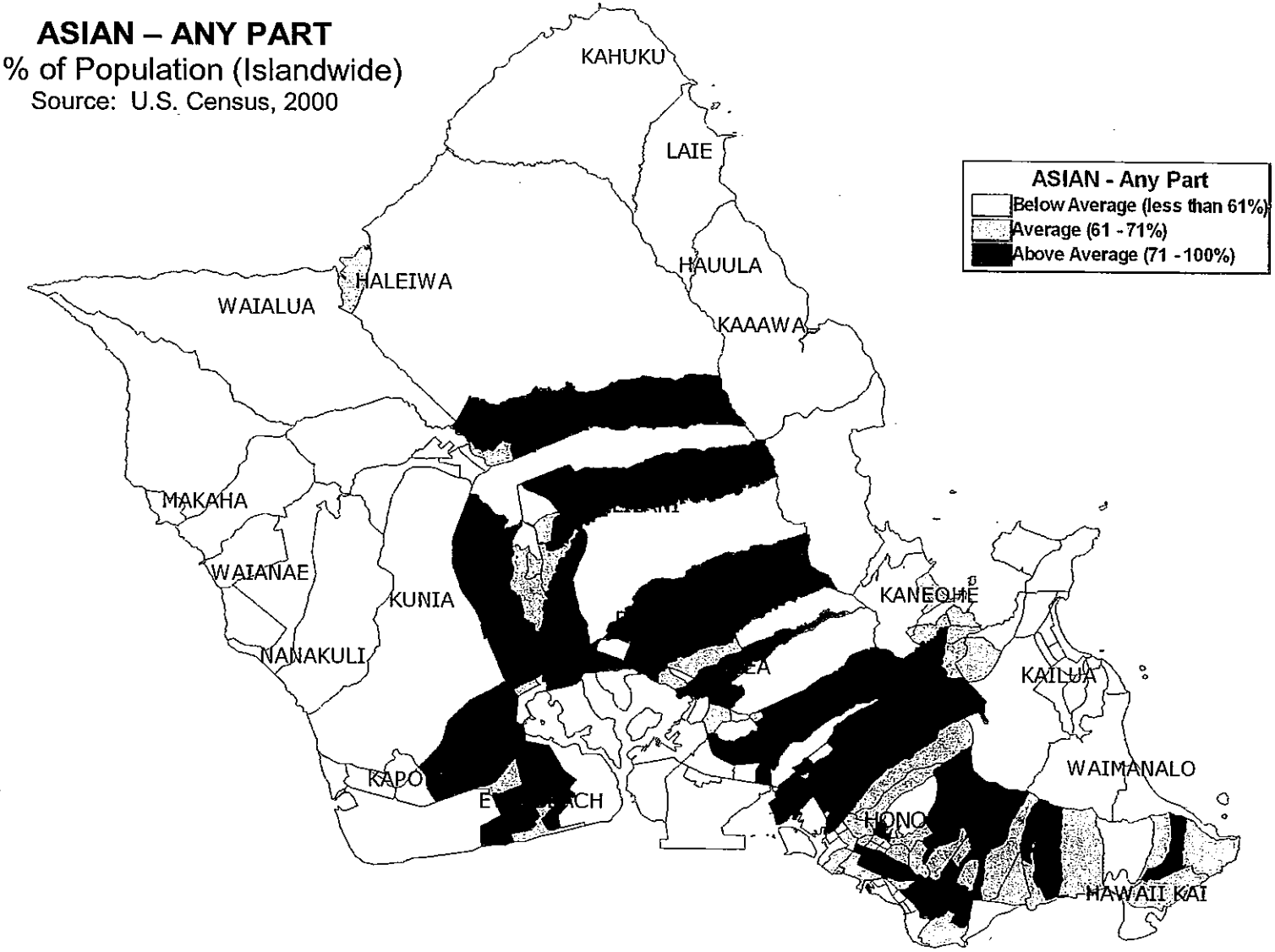
WHITE – ANY PART

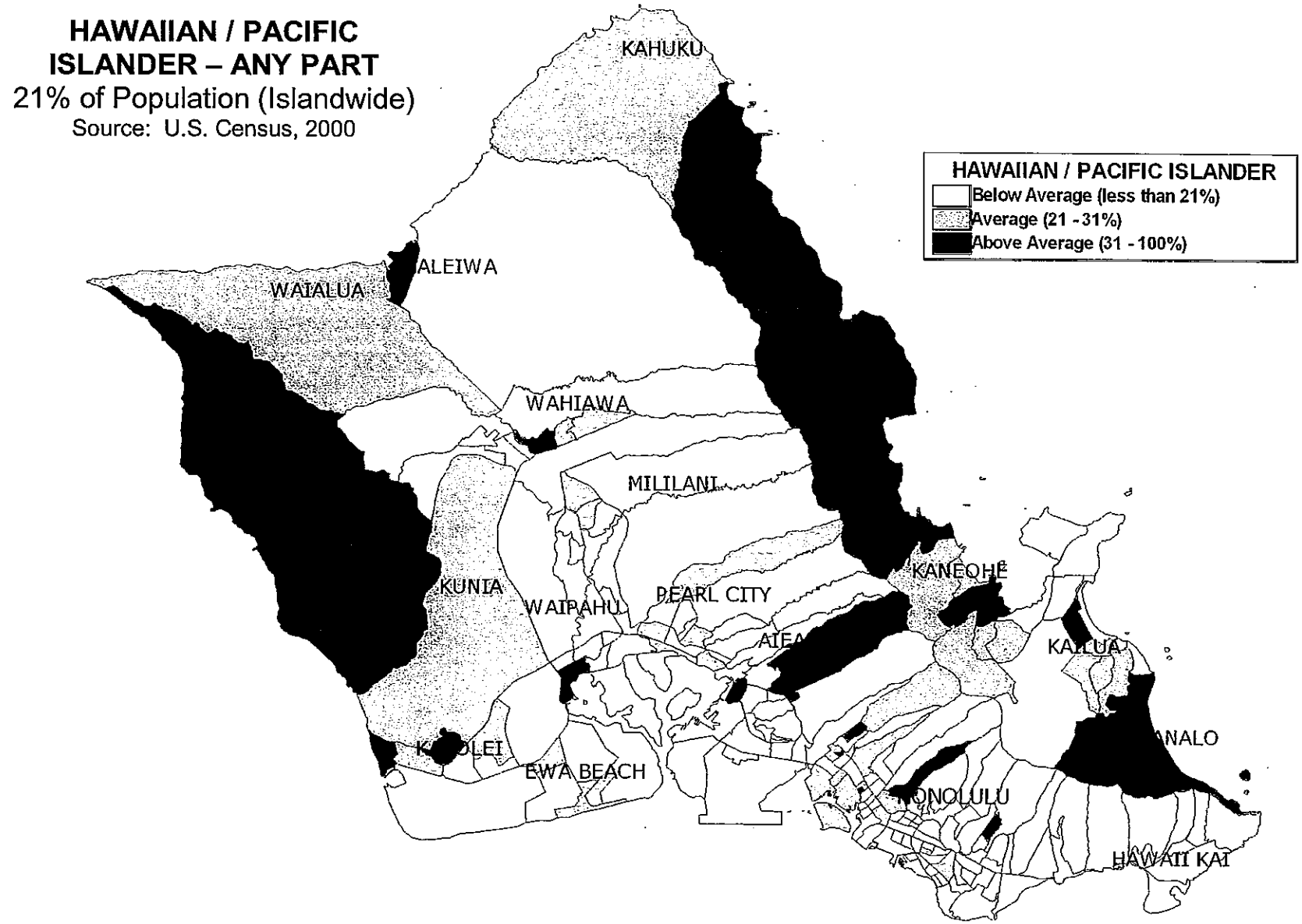
35% of Population (Islandwide)

Source: U.S. Census, 2000




BLACK OR AFRICAN AMERICAN – ANY PART
3% of Population (Islandwide)
Source: U.S. Census. 2000
BLACK - Any Part
Below Average (less than 3%)
Average (3 - 13%)
Above Average (13 - 100%)
KAHUKU
LAIE
HAUULA
KAAAWA
WAIALUA
WAHIAWA
MAKAHA
MILILANI
WAIANAE
KUNIA
WAIPAHU
PEARL CITY
KANEOHE
NANAKULI
AIEA
KAILUA
WAIMANALO
KAPOLEI
WA BEACH
HONOLULU
HAWAII KAI


ASIAN – ANY PART
61% of Population (Islandwide)
Source: U.S. Census, 2000
ASIAN - Any Part
Below Average (less than 61%)
Average (61 - 71%)
Above Average (71 - 100%)
KAHUKU
LAIE
HAUULA
KAAAWA
HALEIWA
WAIALUA
MAKAHA
WAIANAE
KUNIA
NANAKULI
KANEOHE
KAILUA
WAIMANALO
HAWAII KAI


HAWAIIAN / PACIFIC ISLANDER – ANY PART
21% of Population (Islandwide)
Source: U.S. Census, 2000
HAWAIIAN / PACIFIC ISLANDER
Below Average (less than 21%)
Average (21 - 31%)
Above Average (31 - 100%)
KAHUKU
WAIALUA
WAHIAWA
MILILANI
KUNIA
WAIPAHU
PEARL CITY
KANEOHE
EWA BEACH

HOUSING AND SPECIAL NEEDS HOUSING

I. GOALS

A. Housing and Special Need Housing Goals

For the five-year period covered by this plan, the City anticipates using CDBG, HOME and HOPWA funds to meet the following goals:

- 200 low- and moderate-income families will build assets through homeownership
- 150 low- and moderate-income families will correct conditions in deteriorated homes and/or improve energy efficiency
- 250 affordable housing or special needs housing units will be constructed or preserved
- 20 beds will remain in service due to the renovation or replacement of affordable housing or special needs housing units
- 100 persons per year with HIV/AIDS will be able to maintain housing and avoid homelessness

In addition, the City is pursuing the sale or lease of its rental housing inventory. For properties assisted with CDBG, HOME or matching funds, the City will require that units remain affordable and obtain concurrence from HUD prior to completing the sale or lease.

Chart 1, following, details the activities the City intends to undertake to meet its Housing goals.

CHART 1: HOUSING & SPECIAL NEEDS HOUSING GOALS

OBJ CODE	PROBLEM/NEED	ACTIVITY	OUTPUT	2011	2012	2013	2014	2015	COMMUNITY BENEFIT INDICATORS	OUTCOME/ OBJECTIVE
HO1	Low- and moderate-income families are unable to achieve homeownership	Provide low-interest down payment loans and closing costs to low and moderate income homebuyers Provide funds to non-profit developer of affordable homes for sale Provide funds to non-profit agency to provide homeownership counseling	Goal Funded Underway Completed	40	40	40	40	40	Low- and moderate-income families will build assets through homeownership	Affordability / Decent Housing
HO2	Low- and moderate-income families lack the funds needed to rehabilitate their homes	Provide low-interest loans and grants to low and moderate income homeowners to correct conditions in deteriorated homes and/or improve energy efficiency	Goal Funded Underway Completed	30	30	30	30	30	Preservation of housing stock and neighborhoods Increase energy efficiency Support NRSA revitalization efforts	Affordability / Decent Housing
RH1	Inadequate supply of affordable rental units	Provide funds as gap/equity financing to develop new and preserve existing affordable and special needs rental housing Provide low-interest loans and grants to landlords renting rehabilitated units to low and moderate income households	Goal Funded Underway Completed	50	50	50	50	50	Low- and moderate-income families will have increased opportunity to live in affordable rental housing Support NRSA revitalization efforts	Affordability / Decent Housing
SN1	Housing for low- and moderate-income families and special needs populations owned by the City and non-profit agencies need capital improvements ranging from roof replacement, repainting	Provide grants to non-profit agencies to carry out capital improvements on housing units for low and moderate income families and special needs populations	Goal Funded Underway Completed		10		10		Housing units leased to low- and moderate-income families and special needs populations will be renovated and replaced to remain in service to assist low and moderate income families and persons with special needs	Affordability / Decent Housing

CHART 1: HOUSING & SPECIAL NEEDS HOUSING GOALS (continued)

OBJ CODE	PROBLEM/NEED	ACTIVITY	OUTPUT	2011	2012	2013	2014	2015	COMMUNITY BENEFIT INDICATORS	OUTCOME/ OBJECTIVE
	and structural repairs to reconstruction to remain in affordable housing inventory									
SN2	Persons with HIV/AIDS are at risk of homelessness as their condition makes it difficult to maintain employment and housing	Provide emergency rent, mortgage, and utility payments to persons with HIV/AIDS to prevent homelessness	Goal Funded Underway Completed	100	100	100	100	100	Persons with HIV/AIDS will be able to maintain housing and avoid homelessness	Affordability / Decent Housing
		Provide rental assistance to persons with HIV/AIDS who would otherwise be unable to afford decent housing								
		Provide supportive services to persons with HIV/AIDS to assist them in obtaining and maintaining housing		150	150	150	150	150	Persons will be assisted with supportive services	

B. Narrative: Housing and Special Needs Housing Goals

The City's (non-homeless) housing goals will be met primarily through the use of HOME funds. Every year, the City awards between $5 million - $6 million in HOME funds to projects which meet the City's housing and special needs housing goals. In addition, CDBG funds have been used in the past for the renovation of existing housing units. The goals in the 2015 Consolidated Plan are consistent with those used previously, where the highest priority was given to those with the greatest need. This would include unassisted, very low-income renter households who pay more than one-half of their income for rent, live in seriously substandard housing, or have been involuntarily displaced.

Increasing the stock of affordable housing is the most appropriate way of addressing the housing needs of the City. Housing vacancy rates for Oahu were 4.8% for rentals and 0.9% for owner-occupied housing.[1] Furthermore, the housing market is even more restricted than the numbers indicate since those figures do not take into account households that are crowded or doubled up and include many "vacation" units which are not available for residence year round. A tight housing market makes opportunities for increasing the affordable housing stock through substantial rehabilitation activities difficult. Affordability problems in the City are further compounded by investors competing with Oahu residents in what is essentially an international market for housing. Often the most expeditious way of increasing the stock of affordable housing is through new construction activities.

II. PRIORITIES

A. Housing Priority Chart

Table 3 identifies the priority housing needs for the City using information from the Comprehensive Housing Affordability Strategy (CHAS) 2000 data set for Honolulu County. Commissioned by HUD and based on the U.S. Census, CHAS data tables provide information on housing needs of different populations based on HUD-defined income limits (30%, 50% and 80% of median income) and HUD-specified household types. The complete CHAS data set for Honolulu is attached as Appendix A. The City based its unmet need estimates on the number of households whose housing cost burden was over 30% of income.

It should be noted that the designation for the Priority Need Level column is based on the City's anticipated level of funds from HUD and not necessarily the overall need.

[1] U.S. Census Bureau, 2005 – 2007 American Community Survey 3-Year Estimate for Honolulu County

TABLE 3
PRIORITIZATION OF HOUSING NEEDS

HOUSING TYPE (households)		PRIORITY NEED LEVEL High, Medium, Low		UNMET NEED
Renter	Small Related (2 to 4)	0-30%	H	6,018
		31-50%	H	5,073
		51-80%	M	4,184
	Large Related (5 or more)	0-30%	H	2,075
		31-50%	M	1,726
		51-80%	M	1,161
	Elderly	0-30%	H	3,823
		31-50%	H	2,115
		51-80%	M	1,575
	All Other	0-30%	H	5,248
		31-50%	M	1,726
		51-80%	M	1,161
Owner		0-30%	M	4,801
		31-50%	M	4,694
		51-80%	M	9,942

B. Prioritization of Housing Needs

The City's Plan does not target specific geographic locations for affordable housing projects. Due to the nature of the housing market in the City, characterized by low vacancy rates, virtually no stock of existing units which can be rehabilitated so as to expand the stock of affordable housing, and premium prices for all developable land, opportunities to increase affordable housing must be pursued on an island-wide basis. Public and private programs available to support affordable housing activities will be applied wherever allowed.

In assigning relative priorities for assistance among various household types, highest priorities were allotted to those households experiencing what was perceived to be the greatest need for housing assistance activities, based on ability to pay and existing housing conditions. Thus, all homeless and very low-income renter households were designated as having the highest housing priority. There is critical need for a substantial number of new permanent rental units on Oahu which are affordable to those with very low-income. Such units will provide homeless households currently

residing in shelters with housing to move to once they are able to live independently, as well as provide affordable housing options for the general population and those households at risk of becoming homeless.

Existing low- and moderate-income homeowners and first-time homebuyers are designated as the next housing priority. Existing low-income homeowners are targeted for rehabilitation assistance as a means of removing health and safety hazards and extending the habitable life of substandard housing units. First-time homebuyers are targeted for downpayment loans, new housing construction, and homebuyer education and counseling.

The City is targeting new rental housing construction activities along the proposed rail transit alignment as well as infill development in existing urban areas, such as Downtown Honolulu and Kakaako. New rental and homeownership projects in planned communities are continuing to be built in the Ewa district and Central Oahu. If additional economic stimulus funds are provided to the City, infrastructure improvements are targeted for the older residential areas and along the transit corridor in order to improve health and safety conditions and to support higher density residential and mixed uses. Infrastructure improvements would also be targeted for new planned communities in the Ewa area where backbone infrastructure may be lacking.

C. Special Needs Housing Priority Chart

Table 4 identifies the priority special needs housing needs for the City and County of Honolulu. It should be noted that the designation for the Priority Need Level column is related to the anticipated expenditure level of HUD funds by the City and not necessarily the overall need.

TABLE 4
PRIORITIZATION OF HOUSING NEEDS AMONG SPECIAL NEEDS SUBPOPULATIONS

SPECIAL NEEDS SUBPOPULATIONS	PRIORITY NEED LEVEL High, Medium, Low	EST. UNMET NEED
1. Elderly	H	24,170
2. Frail Elderly	H	
3. Persons with Severe Mental Illness	M	1,083
4. Persons with Developmental Disabilities	M	TBD
5. Persons with Other Disabilities	M	TBD
6. Persons w/Alcohol/Other Drug Addictions	M	TBD
7. Persons w/HIV/AIDS	H	182

SPECIAL NEEDS SUBPOPULATIONS	PRIORITY NEED LEVEL High, Medium, Low	EST UNMET NEED
8. Youth including Youth Exiting Foster Care	M	160
9. Victims of Domestic Violence	M	TBD

Sources: 1 - *Hawaii Housing Policy Study 2003*; 3 - Adult Mental Health Division, Department of Health, State of Hawaii; 7 - HOPWA planning group; 8 - Child Welfare Services, Department of Human Services

D. Prioritization of Special Needs Housing

Special Needs subpopulations include the elderly; frail elderly; those with severe mental illness; persons with disabilities; persons with alcohol or other drug addictions; persons with HIV/AIDS; youth exiting the foster care system; victims of domestic violence; probationers, parolees and ex-offenders re-entering the general population; and others.

The City has developed a modest inventory of housing projects for persons with special housing needs, including troubled youth, persons with developmental disabilities, seniors, and abused spouses and children. These projects are developed in close coordination with the non-profit agencies to whom the projects are leased, at nominal rates, and who operate the residential programs at the projects. The City will continue to work closely with non-profit agencies interested in operating residential programs to ensure that the housing projects developed are maintained and continue serving special needs populations.

The basis for assigning relative priorities is similar to that used for housing in general: assisting those with the greatest perceived needs. New construction or rehabilitation of housing for special needs housing is a priority, as the need for more units to assist this population continues to grow. During the past several years, many of the non-profits that operate facilities for special needs populations have seen their operating budgets reduced. In the face of shrinking resources, many non-profits are reluctant to expand their facilities or, even worse, may have to curtail operations.

Consistent with general housing needs, the City does not intend to target the implementation of special needs housing projects to specific geographic locations since need exists throughout the island.

III. OBSTACLES TO HOUSING PRIORITIES

The primary obstacle to achieving the City's housing priorities is the lack of sufficient resources for affordable housing. If CDBG and HOME funds were adequate to cover the development costs of a housing project in full, developers would not need to obtain other financing and projects could be built more quickly. Though Honolulu's affordable housing needs are significant, the limited funding available allows the City to award funds for only a few housing units in any given year. The CDBG and HOME program deadlines to spend funds in a timely manner also affect funding decisions, as housing

development takes several years and a project may need a commitment of funds long before construction can commence.

IV. NEEDS

Table 5 provides estimates of housing need for Island of Oahu from 2007-2011. The estimates are based on a Housing Supply / Demand Model formulated as part of the *Hawaii Housing Policy Study 2006.*

TABLE 5
PROJECTED HOUSING NEED BY INCOME GROUP, 2007 - 2011

% of MEDIAN INCOME	HONOLULU			STATE TOTAL
	OWNER	RENTER	TOTAL	
<30 %	1,559	2,124	3,683	6,318
30-50%	701	776	1,477	2,802
50-80%	3,874	1,195	5,069	7,240
80-120%	3,311	297	3,608	5,200
100-120%	753	26	780	1,181
140-180%	1,319	546	1,865	2,779
>180%	989	541	1,530	2,617
Total:	12,507	5,506	18,013	28,137

Source: *Hawaii Housing Policy Study 2006*, Table 13, p. 26.

For the City and County of Honolulu, approximately 18,013 new units are needed to meet overall housing demand. This estimate of housing need includes the existing "pent up" demand for housing which is assumed to be satisfied over 20 years, as well as anticipated demand based on the formation of new households.

Comprehensive Housing Affordability Strategy (CHAS) Data

HUD consolidated housing data from the U.S. Census 2000 and produced data tables on housing problems, affordability and special housing needs for the state and for each county. The tables provide information on Renter and Owner households according to the following income categories: households with incomes under 30% of the median, households with incomes between 30% and 50% of median, households with incomes between 50% and 80% of median, and households with incomes above 80% of median. These tables are provided in Appendix A. In brief, the following trends emerge:

- The lower the income, the greater the housing problem. More specifically, 44% of all households in Hawaii had housing problems: 56% of households between 50%-80% of median had problems; 68% of households between 30%-50% of median income had problems; and 72% of households with incomes below 30% of median had problems.

- Large related households, both renters and homeowners, show the highest rates of housing problems. Among large related households with incomes below 30% of

median, 93% of renters and 90% of homeowners experienced problems. Among all large related households in the City and County of Honolulu, 70% of renters and 58% of owners experienced problems.

- Housing affordability is a problem. Nearly one-third (32%) of the City and County of Honolulu's households were cost-burdened, with housing costs that exceed 30% of their income. 30% of all owners and 35% of all renters were cost-burdened.

Data from CHAS 2000 was also analyzed to determine if any racial or ethnic group experienced a disproportionately greater need for any income category in comparison to the needs of the category as a whole. HUD considers a disproportionately greater need to exist when the percentage of persons in a category who are members of a particular racial or ethnic group is at least 10 percentage points higher than the percentage of persons in the category as a whole.

TABLE 6
HOUSING NEEDS BY RACIAL AND ETHNIC GROUPS

Household Type by Income	% with Housing Problems						
	All	Hispanic	White	Black	Asian	Native American	Pacific Islander
< 30% of MFI	72%	78%	71%	61%	65%	91%	83%
>30 to <=50%	68%	65%	65%	43%	69%	57%	81%
>50% to <=80%	56%	58%	52%	42%	56%	62%	64%
>80%	64%	67%	60%	46%	32%	16%	40%

Source: CHAS 2000 data for Honolulu County.

Over 90% of the Native American households whose income was below 30% of the Median Family Income for Honolulu (MFI) had housing problems versus 72% for the category as a whole. Because of the small sample size, 43 households, it is difficult to determine if the higher than normal percentage is a reflection of a group problem or the small sample size. For example, for Native American Households with income over 80% of MFI, only 16% experienced housing problems, significantly lower than the 64% average.

Pacific Islander households with income less than 50% of MFI also had higher than average housing problems. 82% of Pacific Islander households had housing problems compared to only 70% for the category as a whole. As categorized by the U.S. Census, the below 50% of MFI Pacific Islander group consisted of Hawaiians (60%), Samoans (22%), Tongans (4%) and Micronesians / Others (12%). The higher than average housing problems could be partially explained by Pacific Islanders' higher than average

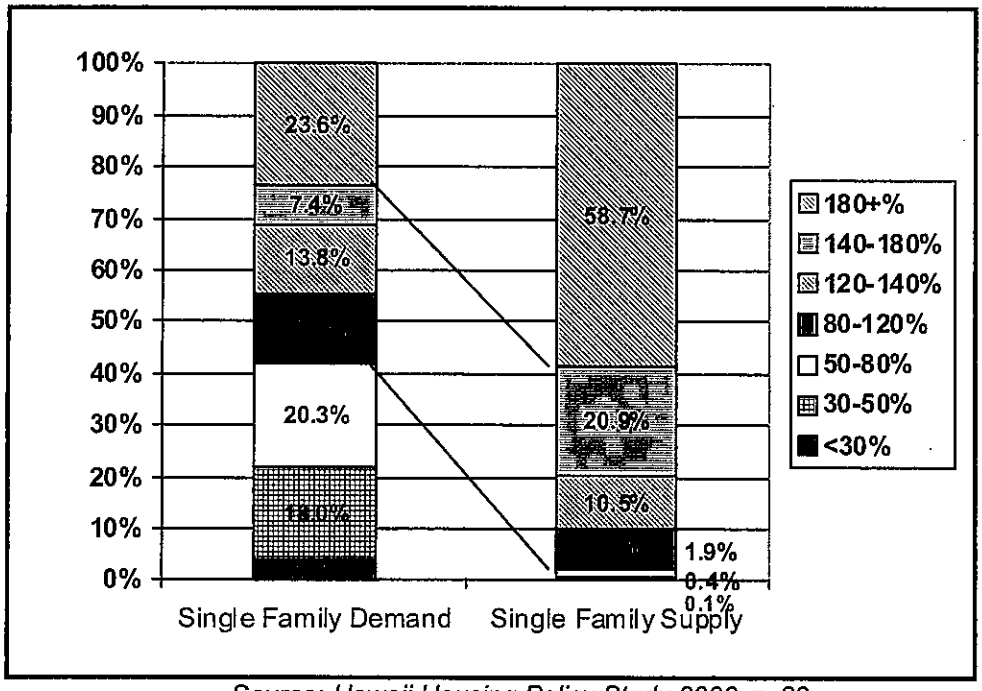
family size, 4.0 versus 3.4 for the population as a whole. In general, larger families have higher incidences of housing problems than any other household type, particularly in lower income households.

Low-income Pacific Islanders are addressing their housing problems by taking advantage of housing subsidy programs. Over 50% of the applicants on the City's and the state's Section 8 wait lists are Pacific Islanders.[2] Low-income Native Hawaiians can also benefit from the State Department of Hawaiian Homelands (DHHL) homeownership programs designed to help them obtain and keep their homes. DHHL administers HUD's Native Hawaiian Housing Block Grants program for the State and every year performs a needs assessment for low-income Hawaiians.

Hawaii Housing Policy Study 2006

The *Hawaii Housing Policy Study 2006* showed a great difference between housing demand by households at different income levels compared to the supply available at prices affordable to the specific income levels. Figures 1 and 2 compare single and multifamily demand and supply.

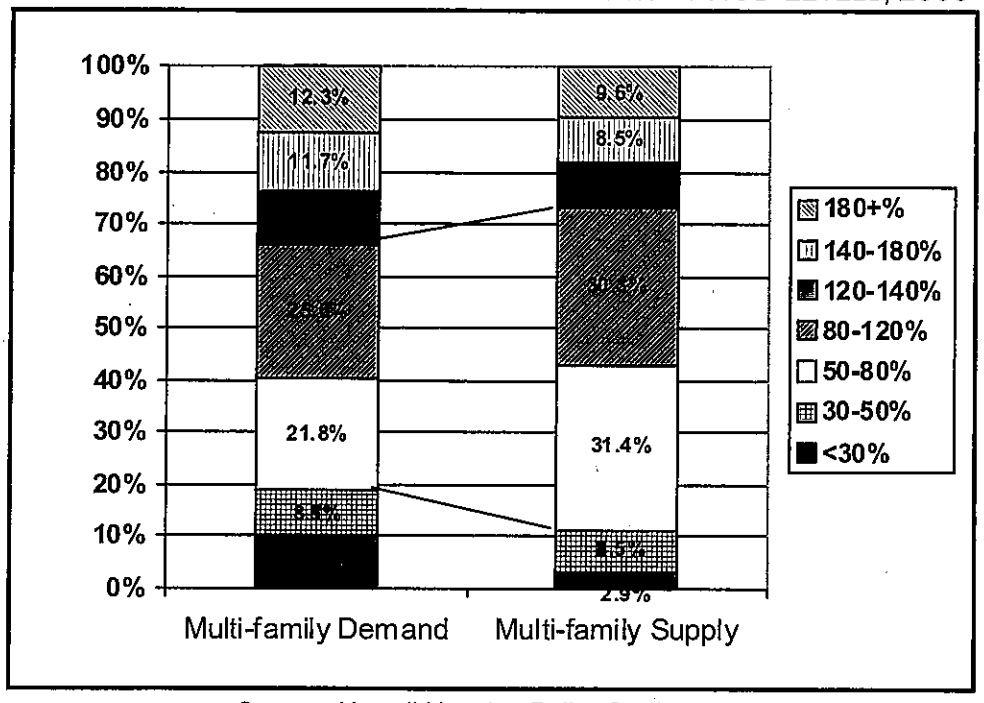
FIGURE 1
DEMAND AND SUPPLY FOR SINGLE-FAMILY HOMES BY HUD LEVELS, 2006



Source: *Hawaii Housing Policy Study 2006*, p. 28

[2]See Table 20 – HPHA Section 8 Wait List Demographics and Table 21 – City and County Section 8 Wait List Demographics, pp. 62-63, below.

FIGURE 2
DEMAND AND SUPPLY FOR MULTI FAMILY HOMES BY HUD LEVELS, 2006



Source: *Hawaii Housing Policy Study 2006*, p. 29.

Special Needs Housing

Elderly and Frail Elderly Households. According to the CHAS 2000 data set, the City has a total of 55,372 elderly one or two person households, comprising 19% of the total households. Of the total elderly households, renters comprise 32% or 17,764 and owners comprise 68% or 37,608 households. 51% of the renter households reported housing problems, while 25% of the owner households reported housing problems. According to U.S. Census 2000 data, approximately 20,225 people 65 or older live alone, or 17% of the 65 and older population.

The aging of the population has been described as a "silver tsunami." While currently, those 60 years and over comprise 18% of Oahu's population, this group is expected to grow at a rate four times as fast as the population as a whole so that by 2020, one out of every four persons on Oahu will be 60 or older. The 85 and older segment is the fastest growing group, growing at a rate more than four times as fast as the 60+ population.[3]

Thus, while an estimated 43% of all Honolulu County households in 2006 contained a person 62 years and older, that percentage will rise to 61% of households in 2030, as shown below:

[3] Elderly Affairs Division, City & County of Honolulu, *Four-Year Area Plan on Aging, October 1, 2007-September 30, 2011 for the Planning Service Area in the State of Hawaii*, p. 57.

TABLE 7
HOUSEHOLDS WITH ELDERLY MEMBERS, 2006 AND FORECAST FOR 2030

	HONOLULU		STATE OF HAWAII	
	2006	2030	2006	2030
Total Households	303,149	374,905	435,819	561,383
Households with elderly	131,476	229,000	174,833	316,571
Percent with elderly	43.4%	61.1%	40.1%	57.0%

Source: *Hawaii Housing Issues for Senior Citizens 2006*, p. 15.

Specific numbers on the frail elderly have not been determined, and the frail elderly count is included in the general elderly population. HUD provides CHAS data on elderly households with at least one member 75 or older (See Appendix A). However, local area agencies on aging use the Older Americans Act, as amended in 1992, Sec. 102(28) to define frail elderly as unable to perform at least two of the five activities of daily living without substantial human assistance.

As part of the *Hawaii Housing Policy Study 2006*, the Hawaii Executive Office on Aging commissioned a separate report for Hawaii seniors 62 and older. The study found[4]:

- Compared with nonelderly households, Hawaii's elderly included more homeowners and more with reasonable shelter-to-income ratios.
- Homes were less crowded and reportedly in better condition.
- Based on a telephone survey, approximately 16,435 households on Oahu intend to move within the next five years, with 10,636 intending to purchase new units and 5,799 intending to rent. Most households were interested in smaller housing units.
- Approximately 40% of the elderly stated they need physical features and services, including ramps and railings, grab bars and emergency call systems. Nine percent need services such as transportation, chore services, and assistance with activities of daily living.

The City and County of Honolulu, Elderly Affairs Division's *Four Year Area Plan on Aging, October 1, 2007-September 30, 2011* provides estimates of the unmet needs for support services needed by seniors age 60 and older. Among the services needed to help seniors continue living independently are the following:

TABLE 8
ESTIMATE OF UNMET SUPPORT SERVICES NEEDS

SUPPORT SERVICE	UNMET NEED
Community-Based Adult Day Care	48,635
In-home Chore Services	44,592
In-home Homemaker	18,131
Caregiver Respite	95,633

Source: *Four Year Area Plan on Aging*, pp. 157 – 159.

[4] SMS Research and Marketing Services, *Hawaii Housing Policy Study 2006: Housing Issues for Senior Citizens* (Honolulu, February 2007), pp. 1 and 15.

Persons with HIV/AIDS and their Families. The City and County of Honolulu receives Housing Opportunities for Persons with AIDS (HOPWA) funds each year as an entitlement community. HOPWA funds are used for long-term tenant based rental assistance (TBRA); short term rent, mortgage and utility assistance (STRMU); emergency vouchers and support services.

As of December 2007, the Hawaii Department of Health reported a cumulative total of 3,011 AIDS cases in Hawaii, with 58.2% known dead. A total of 1,259 people are known to be living with AIDS in Hawaii, with 858 or 67.8% living in Honolulu County.[5] Another report, *Report on HIV/AIDS in the Hawaiian Islands* notes that Hawaii experiences a significant immigration of persons with HIV/AIDS each year, however, they are not accounted for in the case reports, as only cases originally diagnosed in Hawaii are included.[6] Building Changes, a technical assistance provider, reports that in 2008, besides the 1,259 AIDS cases in Hawaii, there were 2,700 HIV cases.[7]

According to Gregory House Programs, the largest provider of housing assistance statewide for persons with HIV/AIDS, an estimated 486 persons and their families require housing assistance at any given time. Based on the agency serving 225 households, an estimated 261 households have unmet needs[8]. Building Changes' survey of housing consumers indicated that the most common housing needs were help with first and last month's rent or deposit (46%) and help paying housing application fees (40%).[9]

A 2002 report noted the primary gap in Hawaii for this population was nursing facilities and care homes since some individuals have been refused service once their AIDS diagnosis was revealed.[10] The HOPWA planning group identified the housing needs of this population which included permanent housing (rental subsidy), assisted living, transitional housing, emergency housing, long-term care facilities, care homes and hospice care. Within each of these categories, appropriate supportive services to assist persons with HIV/AIDS to obtain or retain housing were also identified as a need.

Persons with Disabilities (General). The Americans with Disabilities Act (ADA) of 1990 defines a disability as that which places substantial limitations on an individual's major life activities (i.e., caring for one's self, performing manual tasks, walking, seeing, hearing, speaking, breathing, learning, and working). The three categories of individuals with disabilities are: 1) individuals who have a physical or mental impairment that substantially limits one or more major life activities; 2) individuals who have a record of a physical or mental impairment that substantially limits one or more of the individual's major life activities; and 3) individuals who are regarded as having such an impairment, whether they have the impairment or not. Impairments include

[5] Hawaii, Department of Health, *HIV/AID Surveillance Semi-Annual Report Cases to December 31, 2007*
[6] AIDS Housing of Washington for State of Hawaii and City and County of Honolulu, *Report on HIV/AIDS in the Hawaiian Islands*, June 2002, p. 6.
[7] Building Changes, *Hawaii HIV/AIDS Housing and Services Plan*, April 2009, p. 3.
[8] Gregory House Programs, proposal to City and County of Honolulu for HOPWA funding, 2008.
[9] Building Changes, pp. A-24 – A-25.
[10] AIDS Housing of Washington, *Report on Hawaiian Islands*, p. 6.

physiological disorders or conditions, cosmetic disfigurement, anatomical loss, and mental or psychological disorders.

As used in this Plan, persons with disabilities include individuals with significant long-term disabilities including intellectual disabilities, physical disabilities, mental illness, and chronic health conditions.

TABLE 9
POPULATION ESTIMATES BY TYPE OF DISABILITIES – HONOLULU COUNTY

	5 to 15 years		16 to 64 years		65+ years	
	# of ind	% of pop	# of ind	% of pop	# of ind	% of pop
With any disability	4,961	4.2%	50,465	9.1%	47,629	37.1%
With a sensory disability	1,299	1.1%	11,646	2.1%	18,487	14.4%
With a physical disability	826	0.7%	28,283	5.1%	35,176	27.4%
With a mental disability	3,780	3.2%	17,746	3.2%	16,561	12.9%
With a self-care disability	709	0.6%	7,764	1.4%	12,068	9.4%
With a go-outside-home disability	---	---	13,864	2.5%	23,237	18.1%
With an employment disability	---	---	28,837	5.2%	---	---

Source: 2005 – 2007 American Community Survey 3-Year Estimates, S1801 Table

Of the 16,678 persons on Oahu receiving Supplemental Security Income (SSI) in December 2007, 5,389 were aged and 11,289 were blind and disabled.[11]

In a sobering statement on the ability of the disabled population to afford housing, *Priced Out in 2006* found that a disabled individual on Oahu whose primary source of income is supplemental security income (SSI), would have to pay 147.3% of his or her SSI payment in 2006 (which in Hawaii was $603) to rent a studio unit priced at the U. S. Department of Housing and Urban Development's (HUD's) fair market rent.[12] The same person would need to earn an hourly wage over $20 to afford a one-bedroom apartment at fair market rent.

The State Department of Human Services is currently leading Hawaii's effort to implement a plan to comply with the "Olmstead" ruling. The ruling is summarized as follows:

> In June 1999, the United States Supreme Court, in Olmstead v. L.C., 119 S. Ct 2176, ruled that it is a violation of the Americans with Disabilities Act (ADA) for states to discriminate against people with disabilities by providing services in institutions when the individual could be served more appropriately in a community-based setting. States are required to provide community-based services for people with disabilities if treatment

[11] Social Security Administration, Supplemental Security Record (Characteristic Extract Record Format), 100 percent data, Table 3. Number of SSI recipients in state (by eligibility category, age and receipt of OASDI benefits) and amount of payments by county, December 2007.
[12] Technical Assistance Collaborative, Inc., *Priced Out in 2006*, Boston, 2007, page 27.

> professionals determine that it is appropriate, the affected individuals do not object to such placement, and the state has the available resources to provide the community-based services. The Court suggested that a state could establish compliance with the ADA if it has 1) a comprehensive, effective working plan for placing qualified people in less restrictive settings, and 2) a waiting list for community-based services that moves at a reasonable pace[13]:

The State created an Olmstead Task Force comprised of people with disabilities, their family members, advocacy groups, non-profit agencies, businesses and government agencies. In October 2002, Hawaii's Olmstead Plan was finalized and delivered to Governor Cayetano, who in turn, transmitted it to the Legislature. In January 2004, the Olmstead Task Force was reconvened to identify specific actions, assignments and timelines to implement the Hawaii Plan. After the Plan was approved by Governor Linda Lingle in December 2005, DHS established a smaller task force for implementation. According to the implementation plan[14]:

- The Executive Office on Aging was awarded a grant for a one-stop center in Honolulu to serve older adults, caregivers and persons with physical disabilities.
- One workgroup reviewed forms and processes for discharging individuals from hospitals and nursing homes.
- Another workgroup reviewed forms and processes for supporting medically fragile children in the community.
- New workgroups are being established to pursue grants, develop statewide training, and assist in discharging into the community the most complicated cases.

Persons with Developmental Disabilities. The Department of Health, Developmental Disabilities Division, states that in 2008, 3,292 persons with developmental disabilities/mental retardation were being served.[15]

Persons with Mental Illness. The State Department of Health, Adult Mental Health Division (AMHD) provides a wide range of community-based support services for persons with mental illness, ranging from psychiatric treatment at its seven community mental health centers to employment assistance to an array of housing options. AMHD estimates that 11,100 persons statewide who have severe and persistent mental illness and low incomes are in need of housing assistance in the form of subsidies.[16] From this total, the figure for Honolulu can be estimated at approximately 8,000 persons.

[13] Rosenbaum Sara, *The Olmstead Decision: Implications for Medicaid*, for the Kaiser Commission on Medicaid and the Uninsured: Washington, DC, March 2000.
[14] "Hawaii Olmstead Implementation Plan", June 8, 2006, slideshow found on Hawaii Department of Human Services, Adult and Community Care Services Branch website.
[15] Personal communication with Daintry Bartholdus, Department of Health, Developmental Disabilities Division, December 9, 2008.
[16] State of Hawaii, Department of Health Adult Mental Health Division, *Community Housing Plan for Persons with Serious and Persistent Mental Illness*, FY2008-2012 (November 2007), p. 17. Clarification provided in telephone conversation with Bernie Miranda, Housing Services Director, January 28, 2009.

Separate from the group needing financial assistance for housing, AMHD estimates a need for 4,728 new beds, not counting any increase in the number of consumers served by its housing system.[17]

AMHD in 2007 controlled 618 Oahu beds for its clients and plans increases to the current capacity as follows: 2008 increase by 117 beds, 2009 increase by 32 beds, 2010 increase of 79 beds, 2011 increase by 40 beds, and 2012 increase by 42 beds. In addition to dedicated beds, AMHD's supported housing program provided rent subsidies for 185 persons on Oahu in 2004, with planned increases of 90 and 30 subsidies in 2009 and 2011. Since the AMHD Plan was written before the current economic downturn facing the State and major cuts in state services statewide, the planned increases may not be achieved in the stated timeframe.

Persons who do not meet AMHD criteria do not have similar resources available. According to a representative from REHAB Foundation, persons with traumatic brain injury (TBI) lack services after they are released from acute care as TBI is not considered a mental health condition or developmental disability. Individuals with TBI are thus vulnerable to unemployment and homelessness and many lack independent living skills. REHAB Foundation provided the following statistics[18]:

Traumatic Brain Injury (TBI). (Source: Injury Prevention Control Program, Hawaii State Department of Health)

- Annual average number of new TBI cases in Honolulu from 2003 – 2007 is 4,572 with 1,015 requiring hospitalization.
- 32,863 people statewide required hospitalization for TBI issues (2003 – 2007).
- Majority of TBI hospitalizations are a result of falls (41.9%). Other causes of TBI hospitalizations include motor vehicle occupants (18.7%), motorcyclists (8.9%), pedestrians (5%) and bicyclists (3.2%).

Persons with Alcohol and Other Drug Addictions. In Hawaii, the state is responsible for health care, including drug treatment. The City has no programs in this area. However, the City has felt the effects of drug abuse, particularly due to crimes committed by persons using crystal methamphetamine. As noted in the Department of Health, Alcohol and Drug Abuse Division, 2004 Treatment Needs Assessment,

> the presence of crystal methamphetamine in the State of Hawaii has had a profound effect on the population and the systems of control and care that are in place as a safety net for the people. Almost 50% of alcohol and drug treatment spaces are devoted to people reporting methamphetamine as their primary drug of abuse, nearly 1,000 police cases associated with methamphetamine use were filed in 2005, an increase from about 300 cases in 1991. Deaths with positive toxicology

[17] Ibid., p. 27.
[18] Provided by Carolyn Lee, REHAB Foundation, January 23, 2009.

> screens for methamphetamine increased twofold over the same time period and use of treatment services increased at least tenfold.[19]
>
> For the past 20 years crystal methamphetamine or "ice", has wreaked havoc on the social structure of this State....This drug has been responsible for high numbers of child apprehensions, large numbers of incarcerations, and a general change in the family structure and stability in the State. Few families are left unaffected. The impact on the next generation of state residents is most vividly seen by examining both the frequency and magnitude of *in utero* exposure to the drug. A generation of children...is struggling to keep pace with their non-drug exposed peers. In addition...are the many health-related problems and costs that emerge as a result of long term "ice" use, including heart attack, oral health problems, mental health problems, respiratory problems, accidents and injuries.[20]

The report estimates the number of Oahu adults in need of treatment[21]:

- 57,228 persons were estimated in need of treatment for alcohol abuse.
- 10,070 adults were estimated in need of treatment for drugs only.
- 7,839 adults were estimated in need of treatment for both alcohol and drugs.

An estimated 3,759 adolescents in grades 6-12 on Oahu are in need of treatment for alcohol or drug abuse, or both.[22]

A not yet released Department of Health, Alcohol and Drug Abuse Division (ADAD) report to the Legislature states:[23]

- A continuum of residential, outpatient, day treatment and therapeutic living services were provided to 3,259 adults statewide in fiscal year 2007-08.
- Residential and school-based outpatient substance abuse treatment services were provided to 2,089 adolescents statewide in fiscal year 2007-08.
- For fiscal year 2007-08, ADAD-funded adult admissions by gender included 69% males and 31% females; by island, Oahu patients comprised 57.3% of the statewide total. For adolescents, ADAD-funded admissions included 49% males and 51% females, with 67% residing on Oahu.
- Crystal methamphetamine admissions to treatment in 2008 included 2,967 adults and 33 adolescents, a small decrease from the previous year.

[19] State of Hawaii, Department of Health, Alcohol and Drug Abuse Division, *State of Hawaii 2004 Treatment Needs Assessment* (Honolulu, 2007), page iii.
[20] Ibid., page 6-8
[21] Ibid., page 9-34.
[22] Hawaii Department of Health, Alcohol and Drug Abuse Division, "Report to the Twenty-Fifth Legislature, State of Hawaii 2009", forthcoming.
[23] Ibid.

NOTE: the data do not include figures for treatment paid by individuals or their health insurance.

Youth. The Hawaii Department of Human Services (DHS) estimates that statewide 150 youth per year leave the foster care system through emancipation after they attain the age of 18 and another 50 leave after age 16 for other reasons.[24] Of this number, 127 youth live on Oahu. DHS notes:

> The living arrangements for these youth vary greatly; a few are able to remain with their former foster parents, while many return to the home from which they were removed, or live with other family members. Many find themselves in tenuous living arrangements and/or in substandard and overcrowded conditions. Youth in unstable living arrangements are often homeless for periods of time....National studies provide an indication that between 25% and 35% of former foster youth will experience homelessness.[25]

Applying the national percentage to Oahu produces an estimate of 32 - 45 youth per year who are at risk of homelessness.

The City has leased three homes to non-profit agency Hale Kipa to serve the youth population; however, there appears to be need for additional resources. One downtown multifamily rental property on land leased from the city has agreed to set-aside a number of units for youth aging out of foster care. From time to time, HUD has offered special Section 8 vouchers for "family reunification"; however, like other Section 8 offerings, the funding is extremely limited for distribution nationwide.

Probationers, Parolees, and Ex-Offenders. According to the State Judiciary System, each year there are about 495 probationers in the state who have special housing needs. Of these, 25% are drug court probationers, 10% are considered "high-risk," and the remainder is general probationers. Each year, around 375 people who are released from prison on parole have special housing needs. Also, according to the 2003 Homeless Point-in-Time Study, approximately 5% (300) of the homeless population had recently been released from prison.

This population needs more "clean and sober" residences, community-based substance abuse programs, and the ability to immediately access benefits such as medical insurance and food stamps. In addition, ex-offenders have difficulty finding low-cost housing since most affordable housing projects on Oahu, including public housing, have eligibility policies which deny residency to individuals who have a recent criminal conviction. Some projects will even deny residency to persons who have been convicted of a misdemeanor.[26]

[24] "Statement of Need for Family Unification Program and Certification of Cooperation with the U. S. Department of Housing & Urban Development" from Lillian Koller, Director, Hawaii Department of Human Services, January 21, 2009.
[25] Ibid.
[26] Information provided by Betty Lou Larsen, Director of Housing Programs, Catholic Charities of Hawaii, March 24, 2009.

V. HOUSING MARKET ANALYSIS

This Plan relies heavily on the data from *Hawaii Housing Policy 2006*, a study funded jointly by the State of Hawaii and the four county housing agencies. SMS Research & Marketing Services, Inc. prepared a series of reports which included a base report and additional reports on the hidden homeless and households at risk of homelessness, housing production issues and housing issues for senior citizens. The report is available at local libraries and online at the Hawaii Housing Finance and Development Corporation's website at http://hawaii.gov/dbedt/hhfdc/resources/Reports.

Housing Demand

According to the U.S. Census Bureau; in 2007, the City had an estimated population of 905,000, approximately 70% of the State population of 1.2 million. There were 301,189 households on Oahu, up from 286,450 households in 2000; and the average household size was 2.90 persons, down from 2.95 in 2000.[27]

Families make up approximately 72% of the households on Oahu, while 24% of households are comprised of single members. The percentage of married with no children decreased from 28% to 22% from 2003 to 2006, while the percentage of multiple families living together increased to nearly 30%. Table 10 shows household composition from 1997 to 2006.

TABLE 10
HOUSEHOLD COMPOSITION, 1997, 2003 AND 2006

County	Year	Total Households	Household Type: Single	Married, No Children	Parents & Children	Unrelated Room-mates	Multiple Families	Undeter-mined
Honolulu	1997	272,234	14.1%	25.6%	27.3%	4.2%	27.2%	1.6%
	2003	292,003	22.0%	28.9%	21.2%	3.2%	22.9%	1.8%
	2006	303,149	24.1%	21.8%	20.9%	3.3%	29.3%	0.5%
State	1997	376,574	14.2%	25.8%	27.6%	4.1%	26.5%	1.9%
	2003	410,974	22.%	29.1%	22.3%	3.2%	21.6%	1.8%
	2006	435,818	22.9%	22.8%	21.6%	3.2%	28.8%	0.6%

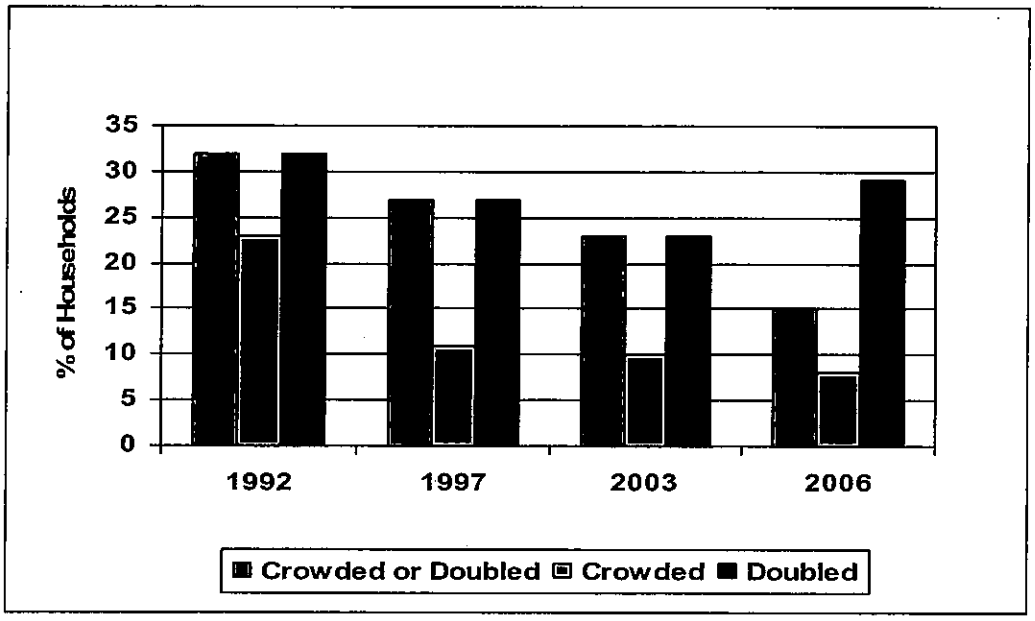
Source: *Hawaii Housing Policy Study 2006*, Table A-6a, page 44.

The extent of crowding (defined as 1.01 persons or more per room) has decreased from 23% of households in 1992 to 8% in 2006. This downward trend is anticipated to continue as household sizes decrease, but may change with any prolonged economic downturn.

The percentage of households that were doubled up (defined as multiple families in one household) decreased between 1992 and 2003 from 32% to 23%, but increased back to 29% in 2006.

[27]U.S. Census Bureau, 2005 – 2007 American Community Survey 3-Year Estimates for Hawaii and Honolulu County.

FIGURE 3
HOUSEHOLDS CROWDED OR DOUBLED UP



Source: *Hawaii Housing Policy Study 2006*, Tables A-6a & A-6b

Since 1990, Honolulu has seen an increase in homeownership rates (52% in 1990, 59% in 2006), but still lags behind all other counties.[28]

The median household income in 2007 for the State was estimated at $62,543, while the median income for Honolulu households was estimated at $64,355.[29]

TABLE 11
HOUSEHOLD INCOME 1997, 2003 AND 2006

County	Year	Total Households	Household Income: Less than $15K	$15K - $25K	$25K - $35K	$35K - $50K	$50K - $75K	$75K - $100K	$100K +	Refused
Honolulu	1997	272,234	9%	9%	12%	16%	15%	9%	6%	24%
	2003	292,003	8%	10%	14%	22%	18%	11%	17%	---
	2006	303,149	13%	7%	12%	14%	22%	12%	21%	---
State	1997	376,574	10%	10%	13%	16%	15%	8%	6%	24%
	2003	410,974	10%	10%	14%	21%	19%	10%	15%	---
	2006	435,818	13%	7%	12%	15%	21%	12%	20%	---

Source: *Hawaii Housing Policy Study 2006*, Table A-3a, page. 39.

Housing Supply / Condition

In 2006, there were 490,711 housing units in the State of Hawaii, of which 329,534 or 67% were on Oahu. Of the total housing units, approximately 49% were single-family

[28] SMS Research Corporation, Hawaii Housing Policy Study 2006, Table A-2, p. 38.
[29] U.S. Census Bureau, 2005 – 2007 American Community Survey 3-Year Estimates for Hawaii and Honolulu County.

units, 28% were condominiums, and the remaining 21% were other structures (e.g., military, student housing, or cooperatives).[30] By unit size, Honolulu's inventory in 2006 was distributed in the following unit sizes:

TABLE 12
HOUSING SUPPLY BY UNIT SIZE, 2006

Unit Size	% of Units
Studio or One bedroom	18%
Two bedroom	25%
Three bedroom	37%
Four+ bedroom	20%

Source: SMS, *Hawaii Housing Policy Study 2006*, Table A-2, p.38.

An indicator of the habitability of Oahu's housing units is the percentage of units which lack plumbing and kitchen facilities. In 2000, only a small percentage lacked these basic conveniences.[31].

- Lacking complete plumbing facilities: 0.7%
- Lacking complete kitchen facilities: 1.4%

However, nearly 70% of Oahu's housing stock was built before 1980.

TABLE 13
HOUSING SUPPLY BY YEAR BUILT

Year Built	# of Units
1990 to 2000	46,344
1980 to 1989	41,340
1970 to 1979	83,844
1960 to 1969	81,224
1950 to 1959	41,596
1940 to 1949	17,775
1939 or earlier	13,885
Total:	325,988

Source: Census 2000, Table GCT-H7

Lease Terminations. From 2010 through 2015, leases on an estimated 1,500 leasehold units on Oahu may expire.[32] In the past, leasehold condominium and cooperative housing units were a relatively affordable housing option for thousands of Hawaii residents because they were less expensive than fee-simple properties. However, as the expiration of these leases approach, fee owners will begin either offering lessees the option of purchasing the fee interest or taking the property back for redevelopment. The most recent leasehold reversion on Oahu, the Kailuan, ended with the fee owner,

[30] *Hawaii Housing Policy Survey 2006*, Table 3, p. 9.
[31] Census 2000 Summary File 3, GCT-H7, Structural and Facility Characteristics of All Housing Units: 2000.
[32] Leasehold information provided by Sally Cravalho, Planner, City and County of Honolulu, Department of Community Services.

Kaneohe Ranch, taking back the property despite the efforts of the current tenants.[33] Even if the fee is offered, some tenants, especially those on fixed incomes like the elderly, may not be able to afford to buy the fee and will also be displaced.

Vacancy Rates. As Honolulu's housing market has tightened, Oahu's decrease in vacancy rates has outpaced those for the State.

TABLE 14
VACANCY RATES, 2000 AND 2006

	State		Honolulu	
	2000	2006	2000	2006
Homeowner	1.6%	1.1%	1.6%	0.9%
Rental	8.6%	6.9%	8.6%	4.8%

Sources: American FactFinder, General Housing Characteristics: 2000
2005 – 2007 American Community Survey 3-Year Estimates

According to the 2000 Census, Hawaii was one of the ten states with the highest percentage of housing stock classified as "vacant – for seasonal, recreational, and occasional use." These units are often referred to as "vacation" homes. Based on the 2000 U.S. Census, about 5.6% of the State's housing stock was classified vacant for seasonal use (Honolulu - 2.2%, Hawaii - 8.1%, Kauai - 15.2%, and Maui - 17.3%).[34]

Growth Rate for Housing Stock. According to the *Hawaii Housing Policy Study 2006*, at least since 1990, the average annual growth rate for total units has been higher than the population growth rate. Oahu's housing stock grew by 1.1 percent per year between 1990 and 2000. Between 2000 and 2003, the growth rate slowed to 0.7 percent per year. From 2003-2006, it rose again to 0.9 percent per year.[35]

Rather than using vacancy rate as an indicator of the units available to Honolulu households, *The Hawaii Housing Policy Study 2006* notes:

> The number of households, or occupied housing units[2], is a better indicator of housing stock available to Hawaii residents. The total number of households in the City & County in 2006 was 303,149 compared with 332,196 total housing units. Growth rates have been lower for occupied units than for total housing stock and that is a reflection of several recent trends including the increased resort construction, increased out-of-state Real Estate purchases, increased numbers of second homes, and the movement of some units from resident to visitor use. Between 1990 and 2006, the housing stock used by Oahu households dropped from 94.0 to 91.2 percent. [36]
>
> [2]Throughout the analysis and reporting of data for HPS 2006 we have followed the U.S. Census convention of defining households and occupied housing units as identical. The

[33] Honolulu Star-Bulletin, *Kailuan Dispute Comes to Quiet End*, February 16, 2008.
[34] U.S. Census Bureau, Housing Characteristics: 2000, Census 2000 Brief, Issued October 2001.
[35] *Hawaii Housing Policy Survey 2006*, p. 1.
[36] Ibid.

number of occupied housing units, or households, is equal to the total housing stock minus units held for use by non-residents and vacant units.

Inventory of Assisted Housing.

An inventory of government-assisted housing is included in Appendix C.

The majority of the government-assisted rental housing units are expected to remain in the inventory. Owners of HUD-assisted housing with expiring agreements may choose to convert their assisted housing units to market priced units. In 2007, the Hawaii Housing Finance & Development Corporation acquired a portion of the Kukui Gardens development in downtown Honolulu to retain 389 of the 859 units in the affordable housing inventory. Also in 2007, the City & County of Honolulu announced plans to sell 13 multi-family rental properties, including several developed with HUD funds, to organizations with the condition that the affordability of the units be preserved. It is anticipated that at least some of the properties will be sold during the 2010 - 2015 Consolidated Plan period.

Cost of Housing

When the *Hawaii Housing Policy Study 2006* was being written, sales prices and rents were at historic highs. The study noted:

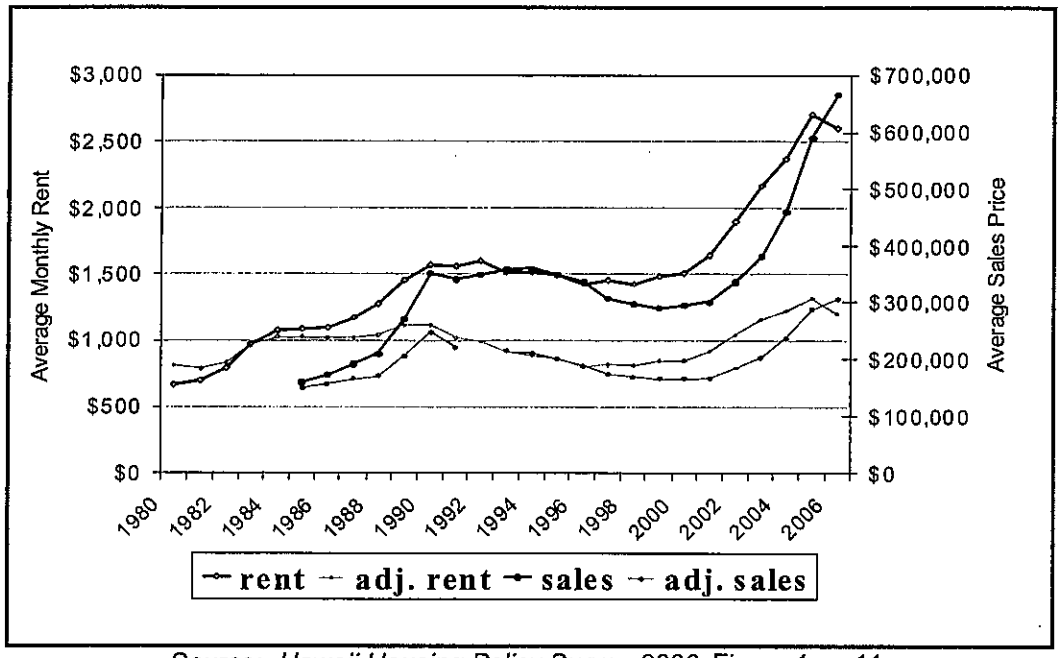
> Housing Prices: The most salient characteristic of Hawaii's housing market in the last three years has been rapidly rising prices. Sales prices and rents are at historic highs. Home resale prices[3] fell in Hawaii from 1990 through 1998, and then rose at an increasing rate from 1998 through 2005. In 2006, sales prices continued to rise, but at a slower pace. In the last three years, sales prices in the State of Hawaii for single-family units topped out at over $635,000. Condominium sales followed suit, rising from $175,000 in 2003 to $310,000 in 2006.
>
> Average shelter costs for renter households in Hawaii rose by 40 percent between 2003 and 2006. Advertised rents[4] went up 20 percent during the same period. Increases in advertised rents began in 2001 and began to slow in 2005. As the percentage of renters paying the higher rents increased, the average shelter cost for all renters rose sharply between 2003 and 2005[5]. The peak of the current run-up in advertised rents was July of 2006. Since that time, advertised rents have been falling.[37]

[3]New unit sales prices are unavailable. They are expected to be higher than for resale prices, and to vary according to the same patterns as resale prices.
[4]Rent data are taken from two sources. The Housing Demand Survey measured monthly rent for all renter households. The Rent Study measured average monthly advertised rents.
[5]That is, rents paid by all renter households lagged advertised rents.

[37] *Hawaii Housing Policy Study 2006*, p. 2.

Figure 4 presents representative data for housing prices and rents in current dollars and in 1982-84 dollars adjusted for inflation. The rent data are average monthly advertised rents for 2-bedroom single-family homes on Oahu. The home sales data are average annual sales prices for 2-bedroom homes on Oahu.

FIGURE 4
HOUSING PRICES AND RENTS IN HAWAII 1980 - 2006



Source: *Hawaii Housing Policy Survey 2006*, Figure 1, p. 11.

In 2006, the average monthly mortgage payment for all types of units in Honolulu was $1,590, while the average monthly rent for all types of units was $1,060.[38]

Due to higher housing costs, the extent of severe cost burden, i.e., paying more than 40% of income for housing, has grown to a quarter of Oahu's population. Table 15 shows the extent of cost burden.

TABLE 15
SHELTER TO INCOME RATIOS, 2006

	State of Hawaii	Honolulu County
Less than 30% of household income	40.7	40.6
30 to 40% of household income	12.8	12.4
More than 40% of household income	25.7	25.1
No shelter cost	20.8	21.9

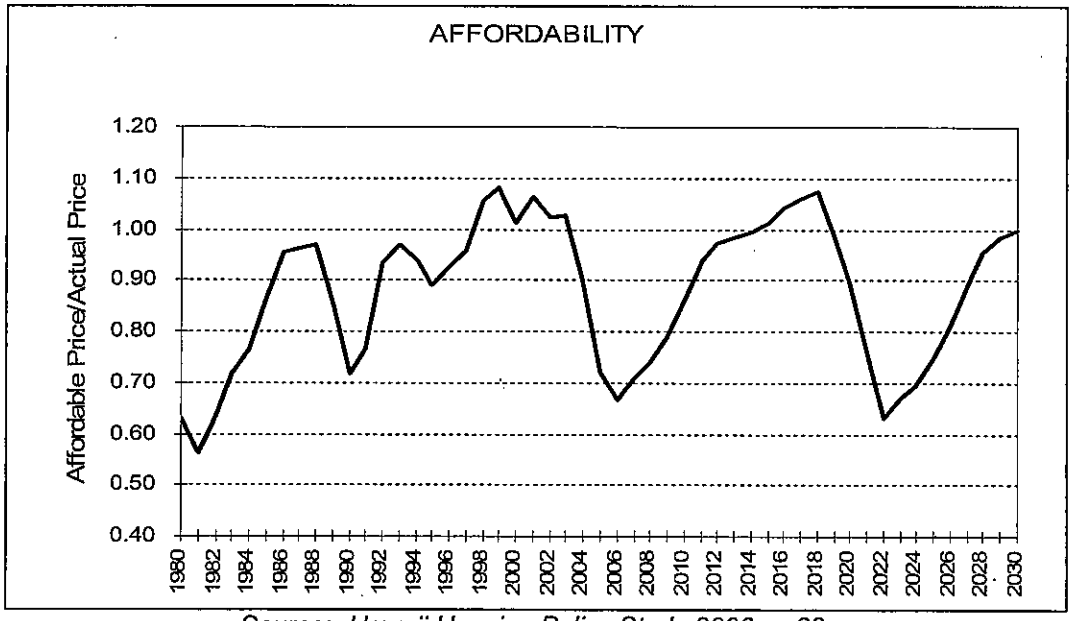
Source: *Hawaii Housing Policy Survey 2006*, Table 8, p.17.

[38] *Hawaii Housing Policy Study 2006*, p. 15.

At this writing, Hawaii's real estate sales prices have not declined as much as prices on the mainland U.S. The 2008 fourth quarter residential resales data reported by the Honolulu Board of Realtors shows the single family median price was $624,000, down from $643,500 at the same time in 2007, and the condominium resale price at $325,000, identical to the price in December 2007. As noted in previous reports, however, sales prices and rents rise and fall in real estate cycles that oftentimes lag behind the mainland U.S.

Figure 5 shows a housing affordability model which is based on the ratio of what households can afford to market prices. Low points occur when prices rise faster than income. Periods of greater affordability occur when household income increases at a higher rate than housing prices. In 2006, the housing affordability ratio for Oahu was 0.72 based on an actual median price of $434,508 and an affordable price of $311,783. The statewide average of 0.67 represented a 25-year low. While the SMS model predicts an increase in affordability from 2007, it is not designed to predict exactly what will happen and when, but to show a rough approximation of how supply and demand function in the housing market.

FIGURE 5
AFFORDABILITY CURVE FOR THE STATE OF HAWAII, 1980 TO 2030



Source: *Hawaii Housing Policy Study 2006*, p. 23.

VI. GENERAL HOUSING CONCERNS

A. FAIR HOUSING

HUD must implement and enforce a wide array of civil rights laws, executive orders and regulations, collectively known as "Civil Rights Related Program Requirements (CRRPRs)." In particular, Title VIII of the Civil Rights Act of 1968, as amended (the Fair

Housing Act), Section 808(e)(5) requires HUD to administer its programs in a manner to *"affirmatively further fair housing (AFFH)."* AFFH actions should further the Fair Housing Act by actively promoting wider housing opportunities for all persons while maintaining a nondiscriminatory environment in all aspects of public and private housing markets.

Under the Consolidated Plan, grantees are required to:

1. Examine and attempt to alleviate housing discrimination within their jurisdiction;
2. Promote fair housing choice for all persons;
3. Provide opportunities for all persons to reside in any given housing development, regardless of membership in a protected class;
4. Promote housing that is accessible and usable by persons with disabilities; and
5. Comply with the Fair Housing Act.

The Community Based Development Division of the Department of Community Services is responsible for the City's efforts toward AFFH.

1. Fair Housing Goals

For the five-year period covered by this plan, the City anticipates meeting the following Fair Housing goals:

- Increased awareness by policy and decision makers regarding the need to provide affordable housing for protected class target groups
- Increased awareness of tenant rights
- 2 fair housing notices per year published in a daily newspaper with HUD and Hawaii Civil Rights Commission (HCRC) contact information
- 500 brochures per year in non-English languages with HUD and HCRC contact information distributed to public libraries and service providers
- 150 Section 8 clients per year trained in housing related regulations
- Increased number of complaint applications to HUD and HCRC
- 200 persons per year including landlords, property managers, and advocacy group representatives trained in fair housing laws
- Improved physical accessibility in City-owned residential properties

Chart 2, following, details the activities the City intends to undertake to meet these goals.

CHART 2: FAIR HOUSING GOALS (*HUD – U.S. Department of Housing & Urban Development / HCRC - Hawaii Civil Rights Commission)

OBJ. CODE	PROBLEM/NEED (HUD Objective and "Analysis of Impediments")	ACTIVITY	OUTPUT	2011	2012	2013	2014	2015	COMMUNITY BENEFIT INDICATORS	OUTCOME/ OBJECTIVE
FH1	"Decent housing" *"AI 1. Limited supply of reasonable units for target population"*	Review policies, resolutions, and ordinances that would increase access to affordable housing. Research whether lawful income, as well as Section 8, should be recognized as a "protected class." Review zoning ordinances, particularly in regard to group homes, and occupancy standards. Review private sector rental advertisements for discriminatory wording.	Goal Funded Underway Completed						Increased awareness by policy and decision makers regarding the need to provide affordable housing for protected class target groups	Accessibility / Decent Housing
FH2	"Decent housing" *"AI 2. Applicants are unaware of rights and resources:* *a. Non-English informational packets.* *b. b. Encourage applicants to report violations"*	Publish notices in newspapers that cite the HUD, HCRC and Honolulu Fair Housing Office telephone numbers to report allegations of illegal housing discrimination. Obtain and reproduce existing HUD and HCRC non-English fair housing brochures and distribute to public libraries and appropriate limited-English-proficiency (LEP) service providers. Continue telephone and other consultation with potentially aggrieved tenants. If needed, assist complainants with special needs, in drafting requests for	Goal Funded Underway Completed	2 500	2 500	2 500	2 500	2 500	Increased awareness of tenant rights. Increased quantity of fair housing newspaper notices with HUD and HCRC contact information - 2 notices per year. Increased quantity of brochures in non-English languages with HUD and HCRC contact information available in public libraries and service providers - 500 brochures distributed per year.	Accessibility / Decent Housing

CHART 2: FAIR HOUSING GOALS (continued)

OBJ CODE	PROBLEM/NEED (HUD Objective and "Analysis of Impediments")	ACTIVITY	OUTPUT	2011	2012	2013	2014	2015	COMMUNITY BENEFIT INDICATORS	OUTCOME/ OBJECTIVE
		reasonable accommodations as well as pre-complaint applications. Provide training sessions to tenants, including Section 8 tenants and immigrants. Contact advocacy groups for underserved protected classes such as the elderly, HIV infected, disabled, and national origin to attend training sessions. Fair Housing Officer, as part of Section 504 obligations, to be "on call" to assist City Section 8 clients having difficulty understanding housing related regulations. Continue using bilingual workers to provide interpretive services for LEP complainants. Continue transmitting HUD and HCRC pre-complaint applications to complainants.		150	150	150	150	150	Increased knowledge of Section 8 clients regarding housing related regulations, thereby preventing evictions and violations - 150 tenants trained per year. Increased quantity of complaint applications to the HUD and HCRC	
FH 3	"Decent housing" *"AI 2.c. Fair housing presentations and training to landlords"*	Provide training sessions, including emphasis on reasonable accommodation to housing providers, as well as property managers and condominium associations.	Goal Funded Underway Completed	200	200	200	200	200	200 persons trained including landlords, property managers, and advocacy group representatives will attend sessions and gain increased understanding of fair housing laws.	Accessibility / Decent Housing

CHART 2: FAIR HOUSING GOALS (continued)

OBJ CODE	PROBLEM/NEED (HUD Objective and "Analysis of Impediments")	ACTIVITY	OUTPUT	2011	2012	2013	2014	2015	COMMUNITY BENEFIT INDICATORS	OUTCOME/ OBJECTIVE
FH 4	"Decent housing" "Suitable living environment" *"AI 3. Fair housing policies lack standardization"*	Inspect physical accessibility in City-owned residential properties. Ensure that subrecipients submit Affirmatively Furthering Fair Housing Marketing Plans							Improved physical accessibility in City-owned residential properties. Greater access to projects or programs funded by CDBG/HOME	Accessibility / Decent Housing

2. Narrative: Fair Housing Goals

The City's primary fair housing problem is the lack of equal opportunity in housing when renters or homebuyers are discriminated against due to their protected class status. The Fair Housing goals seek to address this problem. In developing the goals, the City relied heavily on the following three sources.

1. Impediments, and related "Action Plan" mitigations, and "Measures of Effectiveness" cited in the *City and County of Honolulu Analysis of Impediments Final Report* (AI), prepared on July 30, 2003, by consultant SMS Research & Marketing Services, Inc. This report was updated by the same consultant in the *City & County of Honolulu 2007 Analysis of Impediments* prepared in February 2008.

2. Public input regarding the 2003 AI report. A public notice soliciting public input regarding the AI was published on May 21, 2004 and elicited five responses. Public input regarding the 2007 AI was solicited in four seminars on June 29, and 30, 2008. No comments were received.

3. "Fair Housing Planning Guide," published by the HUD in March 1996 (HUD-1582B-FHEO).

2003 Analysis of Impediments. The recommendations in the 2003 Analysis served as the cornerstone of the City's Fair Housing goals. A summary of the three major impediments and measures of effectiveness identified in the 2003 Analysis follows.

1. Limited Supply of Reasonable Units for Target Population

   2003 Measure of Effectiveness (MoE): 1) increase the number of senior officials in housing-related agencies who understand the connection between affordable housing availability and fair housing, and 2) these individuals will recognize the Fair Housing Officer as the lead advocate for the undeserved.
   2015 Plan: education via City's fair housing seminars, review upcoming fair housing legislation / ordinances, and research protected class issues.

2. Applicants are Unaware of Rights and Resources

   - NON-ENGLISH INFORMATIONAL PACKETS
     2003 MoE: number of new brochures distributed each year.
     Current Status: two newspaper notices published annually in the *Honolulu Star Bulletin* with fair housing rights translated into Marshallese, Illokano, and Samoan.
     2015 Plan: distribution of non-English brochures, publication of non-English notices, bilingual staff.

- ENCOURAGE APPLICANTS TO REPORT VIOLATIONS
  2003 MoE: 1) market the toll-free fair housing number, 2) prioritize language needs for the City, and 3) identify appropriate communication channels.
  Current Status: 1) two newspaper notices published annually in the *Honolulu Star Bulletin* include the HUD toll free number to report violations of the Fair Housing Act; 2) Fair Housing Officer directs housing providers to attach HUD's fair housing notice to their rental applications and leases; and 3) City's Fair Housing Office website provides links to HUD's Fair Housing and Equal Opportunity page and Hawaii Civil Rights Commission site.
  2015 Plan: publication of notices.

- PRESENTATIONS AND TRAINING ON FAIR HOUSING TO LANDLORDS
  2003 MoE: 1) plan developed and implemented for identifying smaller landlords, and 2) their attendance at training sessions.
  Current Status: 1) eight fair housing seminars annually - main presentation was to an audience of 200 "mom-and-pop" landlords; 2) two fair housing presentations to potential Section 8 housing providers; and 3) *"A Practical Approach to Fair Housing"* Powerpoint presentation distributed to 30 interested parties.
  2015 Plan: fair housing trainings.
  Note: Input from training attendees indicated that smaller landlords would be attracted by *Craigslist* rather than newspaper notices and seminars limited to twenty people. As a result, the City will start using such venues.

- PROMOTE FAIR HOUSING AWARENESS AMONG RECENT IMMIGRANTS
  2003 MoE: development of proposal for a seminar or training session and approached officials at the Immigration and Naturalization Service (INS).
  Current Status: 1) publication of notices with fair housing rights translated into Marshallese, Illokano, and Samoan; and 2) drafting of a "Language Access Plan" (LAP).
  2015 Plan: distribution of non-English brochures, training sessions, contact advocacy groups, use of bilingual workers.

- INCREASE ADVOCACY GROUPS' AWARENESS OF FAIR HOUSING
  2003 MoE: 1) identify and meet with advocacy groups to encourage attendance at training sessions, and 2) 50% of the Advocacy Groups' directors will report an increased awareness of Fair Housing laws.
  Current Action: 1) annual presentations to apartment managers or condominium boards, 2) discussion of complaint strategies with protected class tenants, and 3) funding two Legal Aid Society of Hawaii trainings to housing providers.
  2015 Plan: contact advocacy groups.

3. Fair Housing Policies Lack Standardization

   2003 Measure of Effectiveness (MoE): 1) indentify areas where standardization is needed; and 2) investigate costs to alleviate disparities.

Current Status: 1) City follows the dissemination and intake protocol used by HUD and Hawaii Civil Rights Commission; 2) inspects properties for compliance on accessibility under different government standards; and 3) reviews rental and sales advertisements for exclusionary or preferential phrasing.
2015 Plan: inspect residential properties for accessibility issues, encourage fair housing marketing plans, review advertisements.

2007 Analysis of Impediments (AI). In updating the Fair Housing Goals for the 2015 Plan, the City paid particular attention to the following data gathered for the 2007 Analysis.

At the Hawaii Civil Rights Commission, disability was the top reason for complaints, followed by race and ancestry. Religion, marital status and ancestry decreased as a reason for complaints.

TABLE 16
ALLEGED CAUSE OF HOUSING DISCRIMINATION, HAWAII CIVIL RIGHTS COMMISSION

	FY 1999 – 2002		FY 2003 – 2006		%
	Total	Percent	Total	Percent	Change
Familial	18	9.5%	24	11.4%	33.3%
Disability	59	31.2%	79	37.4%	33.9%
Race	26	13.8%	35	16.6%	34.6%
Ancestry	35	18.5%	25	11.8%	-28.6%
Retaliation	16	8.5%	19	9.0%	18.8%
Religion	12	6.3%	5	2.4%	-58.3%
Age	5	2.6%	5	2.4%	0.0%
Marital	8	4.2%	5	2.4%	-37.5%
Sex	5	2.6%	9	4.3%	80.0%
Color	4	2.1%	5	2.4%	25.0%
Other	1	0.5%	0	0.0%	-100%
Total:	189	100%	211	100%	11.6%

Source: *2007 Analysis of Impediments*, Table 11, p. 23.

The 2007 AI surveyed 401 residents for their source of exposure to fair housing information.

TABLE 17
SOURCE OF EXPOSURE TO FAIR HOUSING ADVERTISEMENTS

Media Type	2003	2007
Newspaper	45.8%	40.3%
Television	30.6%	26.4%
Radio	8.5%	4.2%
Magazine	3.4%	2.8%
Other	11.9%	25.0%

Source: *2007 Analysis of Impediments*, Figure 14, p. 37.

The 2007 AI also posed the question "What would you do if you thought you were being discriminated against in renting or buying a house or apartment?" The responses are provided below:

TABLE 18
ANTICIPATED RESPONSE TO DISCRIMINATION

Response	2003	2007
File a complaint with a government agency	24.5%	25.7%
Complain to the person who was discriminating	9.4%	15.2%
Do nothing	12.9%	14.0%
Seek help from a fair housing organization	17.6%	12.7%
Talk to a lawyer	12.2%	9.5%
Something else	9.4%	8.5%
File a lawsuit	1.6%	3.2%
Not sure	10.1%	6.2%

Source: *2007 Analysis of Impediments*, Figure 12, p. 36.

Fair Housing Office. During a typical annual report period, the City's Fair Housing Office received and handled approximately 105-telephone inquiries relating to possible housing discrimination, repeating a similar quantity as previous years. Many callers, 51, misattributed the phrase *"Fair Housing"* to pertain to either the landlord-tenant code or as an offering of vacant rental units.

TABLE 19
CITY FAIR HOUSING CALLS BY ETHNICITY AND ENGLISH-PROFICIENCY

Ethnicity	Landlord Tenant	Disability Physical	Disability Mental	Elderly	Children
Asian American	6	4	1	4	0
Asian L-E-P	0	0	0	0	2
Polynesian Local	13	6	4	5	2
Pacific L-E-P	0	1	0	1	0
Caucasian	27	2	7	8	2
Black	5	2	0	3	0
Totals:	51	15	12	21	6

Source: Michael Shiroma, City Fair Housing Officer, Department of Community Services

Only four telephone inquiries came from Limited-English-Proficiency (LEP) callers despite foreign language outreach through a bus placard and brochures containing the phrase *"Housing Discrimination is Illegal! Know Your Rights!"* as well as similar efforts by the State of Hawaii Civil Rights Commission. The two newspaper solicitations, on May 6 and 8, 2008, for attendees to attend a "Fair Housing Seminar" were published with Marshallese, Ilokano and Samoan translations and identified staff conversant in such languages.

B. LEAD BASED PAINT

Lead is an established toxic substance to humans, with children up to six years of age being the most vulnerable to its negative health effects. Lead interferes with the growing brain and nervous system and causes damage to other body systems. At higher levels, lead can cause seizures, cerebral edema, mental retardation, severe behavioral disorders and even death[39]. According to the latest available information from the Hawaii Department of Health, less than one-third of children targeted for blood lead testing are screened each year. Of the 32,850 children between birth and four years old enrolled in Med-Quest in 2002, approximately 9,405 were blood lead tested. Besides Tripler Army Medical Center, Med Quest is the only major medical insurance carrier to cover blood lead testing. For the year 2008, based on medical reports submitted to the Department of Health, approximately 18 children on Oahu had test results showing elevated blood lead levels.[40]

The use of lead in residential paint was banned in 1978. According to the U.S. Census, 228,304 of Honolulu County's 315,988 housing units, or 72% of the inventory, were built in 1979 or earlier.[41] These units may contain lead-based paint hazards. Given that approximately 41% of Oahu's population is low- or moderate-income individuals[42], there are an estimated 94,000 units housing low- and moderate-income individuals which may contain lead-based paint hazards.

The City and County of Honolulu, Department of Community Services, operates a rehabilitation loan program to preserve Oahu's housing stock. Eligible homeowners and landlords may apply for loans of Community Development Block Grant funds up to $150,000 per unit to bring a unit up to housing standards. When an applicant with a unit built before 1978 obtains a loan, program procedures require lead testing and abatement.

C. ANTI-POVERTY STRATEGY

Most anti-poverty programs such as financial assistance, education, and health services are the responsibility of the State of Hawaii. The City and County of Honolulu's support of human services is entirely discretionary. With the passage of Personal Responsibility and Work Opportunity Reconciliation Act of 1996, otherwise known as the "Welfare Reform Bill," economically disadvantaged families have been affected by time-limited benefits.

Housing Assistance. The City's Section 8 Housing Choice Voucher Program provides rental subsidies to extremely low- and low-income families that are primarily elderly, disabled and those with special needs. The Hawaii Public Housing Authority also administers a Section 8 program on Oahu. The rental subsidy is "invisible" so that households receiving rental subsidies are not identified or labeled as being "low-income

[39] Hawaii Department of Health, *Childhood Lead Poisoning Prevention Guidelines*, (Honolulu, June 2006), page 4.
[40] Personal communication with Dr. Barbara Brooks, Toxicologist, Hawaii Department of Health, January 30, 2009.
[41] See Table 13 above.
[42] Maptitude 4.6, analysis of 2000 Census.

or poor." On behalf of the tenant, Section 8 pays the rent subsidies to landlords so they are assured of regular payments. Tenants also pay their share of the rent to their landlord. In addition to rental assistance, the Section 8 Housing Choice Voucher program is required to administer a Family Self-Sufficiency (FSS) program to help families obtain employment that will lead to economic independence and self-sufficiency. The City's Department of Community Services (DCS) operates both FSS programs for the state and county. The FSS program helps families overcome significant barriers to employment and life in order to obtain higher-paying jobs. Through the FSS program, increases in income do not necessarily lead to an increase in rent, which would create a work disincentive. Instead, FSS staff help participants develop a five-year Individual Training and Service Plan to address personal barriers and build savings. By the time a participant graduates from the FSS program, the family has reduced debt, increased credit scores, obtained higher paying jobs with benefits, and may have even obtained homeownership.

The City's Homeownership Option Program (HOP) allows eligible Section 8 families to apply their Section 8 Housing Choice Voucher Program assistance towards a homeownership subsidy rather than rent. Eligible families receive case management services, credit repair counseling, money management education, and referrals to community homebuyer education classes. HUD's American Dream Downpayment Initiative grants and the City's Downpayment Loan Program have been used by Section 8 HOP families to help with their purchase. Though these families begin with very low incomes, as of December 31, 2008, the City's HOP and FSS programs had assisted 20 families in achieving their dream of homeownership with 12 of those families no longer needing the Section 8 subsidy.

Employment Training. The WorkHawaii Division of DCS administers the 7 Oahu Worklinks sites that provide employment training to economically disadvantaged adults and youth. Services provided by WorkHawaii include case management, occupational skills training, educational remediation, motivation and life skills training, job development and placement, and support services such as child care and transportation. Funding for WorkHawaii is provided through the federal Workforce Investment Act. Since 2006, DCS has also provided work readiness services targeting persons experiencing homelessness.

In prior years, CDBG funds have been used for microenterprise training and community-based economic development efforts to help individuals start their own businesses and becoming self-sufficient.

Asset Building. On Oahu, there has been a growing interest in asset building for low-income families. A recent report by The Hawai'i Alliance for Community-Based Economic Development, *Asset Policy Roadmap: A Strategy for Advancing Financial Security and Opportunity in Hawai'I*, outlines recommended changes to existing

government policies.[43] In addition to an appendix which provides 30 policy ideas for helping Hawaii families build assets, the report's recommendations include:

- Financial Skills and Education. Hawaii should integrate financial education into the K-12 public education system as well as in public welfare and skill-building programs, partner with the private sector to deliver financial education and encourage employers to offer financial education in the workplace.
- Asset Limits. Hawaii should remove the disincentive for low-income families to save by eliminating asset tests in TANF, Medicaid and food stamps.
- State Earned Income Tax Credit (EITC). Hawaii should enact a state EITC to help make work pay. The credit should be refundable, equal to at least 15% of the federal credit, available to childless workers, and linked to asset-building opportunities.
- State Support for Matched Savings Accounts. Hawai'i should provide state support for individual development accounts (IDAs) to help people save for a home business or education. Funding for the program should be sufficient to help all those who qualify and should come from a stable source. The state program should have a state agency steward and be designed so that community-based organizations can provide effective asset-building opportunities.

D. BARRIERS TO AFFORDABLE HOUSING

The major barriers to affordable housing are: 1) high development costs/high costs relative to wages, 2) inadequate infrastructure, and 3) regulatory restrictions.

High Development Costs/High Costs Relative to Wages. The City's high housing costs and low vacancy rate are characteristic of a housing market where the demand for housing exceeds the supply. Factors such as the relatively small amount of land zoned for residential purposes, the added cost of importing building materials and the large number of investors who have bought real estate on Oahu have made Honolulu one of the highest priced housing markets in the country. Development of affordable housing is severely limited due to the size of the subsidy required. When debt financing covers as little as 25% of development costs for an affordable project, or when delivering an affordable unit to meet a rezoning condition requires a subsidy of $147,000-$205,000, grants or other sources of equity must be found.[44] There is simply not enough capital available for government to assist more than a few hundred affordable housing units each year.

As noted in an earlier section of this Plan, housing costs for individual households are also a significant problem. The vast majority of job category wages are significantly

[43] The Hawai'i Alliance for Community-Based Economic Development, *Asset Policy Roadmap: A Strategy for Advancing Financial Security and Opportunity in Hawai'i* (Honolulu, 2007), available online.
[44] Subsidy estimates from Final Report and Recommendations, Affordable Housing Advisory Committee (Honolulu, April 2006), page 16.

below national averages, making the Oahu housing market even more unaffordable to local residents.

Inadequate Infrastructure. Many established neighborhoods in urban Honolulu lack adequate infrastructure that would otherwise permit higher density land development of vacant in-fill lots, as well as encourage the redevelopment of older obsolete structures. Many regional infrastructure systems, including Honolulu's major transportation corridors and wastewater and water facilities are already operating at or above established capacities. Improvements to these regional infrastructure systems typically require substantial capital investments, and/or changes in policy to manage or limit usage. A 2006 City response to a Legislature's task force inquiry provided a list of $69 million in priority water projects and $295 million in sewer projects within the primary urban center. Any transit-oriented development will also face this problem.

Regulatory Restrictions. Hawaii has been accused of having one of the strictest land use laws in the United States with the government having an unprecedented degree of control over land development. Regulations which were implemented to address environmental concerns and to establish systematic land use review procedures have protected environmental, cultural, and community resources; however, they have also subjected developers, and ultimately housing consumers, to added costs.

In general, Hawaii's land development regulations can affect the final cost of housing production in two ways. First: development standards, such as requirements for underground utilities in new subdivisions, can add significantly to the cost of development. Second: multiple, complex, and often overlapping land use approvals and permitting requirements can significantly add to the time it takes to develop a project which can translate into higher interest and carrying and planning costs.

Tax Policies. Many of the tax incentives to maintain housing, particularly rental housing, are under the jurisdiction of the federal and state governments.

Community Opposition. Communities are often resistant to new housing developments due to perceived impacts from additional traffic, increased usage of existing public facilities such as schools and parks, and the costs associated with increased public services such as police and fire protection. In addition, developers of low-income housing, and housing for persons with special needs such as the mentally challenged, abused spouses, and youth at risk, often face the NIMBY (Not In My Back Yard) syndrome from existing communities fearful that these projects will introduce "bad elements" into their community and decrease property values.

Strategy to Remove Barriers

Numerous task forces have been convened and studies produced to address the inadequate supply of affordable housing and the barriers to production. The most recent reports include:

- *Report of the Governor's Affordable Housing Regulatory Barriers Task Force, December 2008.*

- *Report of the Joint Legislative Housing & Homeless Task Force, Hawaii State Legislature, Pursuant to Act 196, Session Laws of Hawaii 2005,* Submitted by Senator Ron Menor, Co-Chair and Representative Michael Puamano Kahikina, Co-Chair.

- *Report to the Twenty-Third Legislature, State of Hawaii 2005, Pursuant to SCR 135, S.D.1, Requesting the Convening of an Affordable Housing Task Force,* Prepared for the Affordable Housing Task Force by Housing & Community Development Corporation of Hawaii.

The last of the task forces named above made a recommendation that was enacted into a law creating the Hawaii Housing Finance and Development Corporation to separate the state's housing finance function from the administration of public housing.

Within the City, Mayor Hannemann convened an Affordable Housing Advisory Committee which produced *Final Report and Recommendations, Affordable Housing Advisory Committee, April 2006*[45], and reconvened as the Affordable Housing Advisory Group, which submitted another report, *Final Report, Comprehensive Housing Strategy for the City and County of Honolulu*[46], September 11, 2008. The intent of the 2008 Report was to establish a comprehensive approach to addressing the housing needs of the City based on the recommendations of the 2006 Report. Among its recommendations, the committee called for:

- Creating more incentives to encourage affordable housing development such as density bonuses, reduced parking requirements near a transit stop, increased real property tax exemptions for housing, and transferability of affordable housing credits within the county.
- Using existing tools and programs more effectively to promote affordable housing, such as tax-exempt multifamily revenue bonds, community facilities districts and tax increment financing for infrastructure, targeted use of CDBG and HOME funds for only affordable housing projects.
- Streamlining the permit process by allowing more self-certification of compliance with zoning requirements, and instituting staffing changes in the City's permit agency.
- Maximizing affordable housing opportunities in conjunction with the transit system development.

There are already some available options which may help remove barriers and streamline development approvals. Existing state statutes already authorize the state and counties to bypass many of the regulatory impediments to affordable housing

[45] Available on the City Council website as Departmental Communication D602, 2006.
[46] Available on the City Council website as Mayor's Message 6, 2008.

development. Pursuant to Chapter 201H, Hawaii Revised Statutes, the state and counties can preempt various regulations and standards under a 45-day approval process to support the development of affordable housing projects, where a certain percentage of the units in the projects are determined to be affordable to target income groups and where the requested exemptions do not contravene public health and safety standards.

The City has also changed some procedures to facilitate the development of housing. It now requires online permit applications to expedite the permitting process; however, due to budget constraints, there remains a backlog of applications. In addition, the City's Department of Planning and Permitting recently authorized the use of third party reviewers for certain parts of a building permit application.

Despite the myriad of studies and efforts of many, housing development is becoming even more difficult. Ever rising development costs require multiple sources of financing, each source having its own requirements that further complicate the development process. HUD issued the National Call to Action for Affordable Housing through Regulatory Reform, which generated the Governor's task force mentioned above; however, HUD has its own regulations and procedural requirements that impact the process. Recommendations requiring changes in state law take time to effectuate and broad brush recommendations do not address conditions or processes unique to each county.

The City currently has a policy that requires developers of housing projects which require a land use approval (development plan and/or zoning) to set aside 10% of the housing units for households earning 80% or less of median income, and an additional 20% set aside for households earning between 81% and 120% of median income. This affordable housing requirement is similar to requirements in other jurisdictions nationwide.

Despite the challenges, City staff endeavor to facilitate affordable housing development with the leveraging of CDBG and HOME funds.

E. LOW-INCOME HOUSING TAX CREDITS

The Low-income Housing Tax Credit (LIHTC) program is managed by the State of Hawaii, Hawaii Housing Finance and Development Corporation (HHFDC). LIHTC awards to affordable rental housing projects are made by HHFDC through an annual application process. Applications are scored against the evaluation criteria that are contained in the Qualified Allocation Plan (QAP) adopted by HHFDC for the LIHTC program.

The QAP awards up to 3 points out of a possible 85 points for projects that meet the "Local Government Support" criterion. Under this criterion, an applicant for LIHTC may receive 1 point if the applicant has applied for a below market rate loan or grant from a government agency other than HHFDC, and 3 points if the applicant has received a

commitment for a below market rate loan or grant from a government agency other than HHFDC.

The funding cycle for the City's Community Development Block Grant (CDBG) program and HOME Investment Partnership Program typically involves the issuance of a Request for Proposals and the receipt of proposals in the fourth quarter of the calendar year, with preliminary funding awards made in the first quarter of the subsequent calendar year. HHFDC typically receives applications for LIHTC in the fourth quarter of the calendar year, with LIHTC awards made in January or February. Because of the concurrent funding cycles, LIHTC applicants are able to receive the maximum 3 points under the Local Government Support criterion only if they had received a CDBG or HOME award from the City in a previous funding cycle. Applicants concurrently seeking assistance through the CDBG or HOME Programs and the LIHTC program are likely to receive only 1 point under the Local Government Support criterion, since it is unlikely that a formal CDBG or HOME funding award can be made prior to the submission of the LIHTC application.

Once awarded, equity generated through the syndication of LIHTC become part of a rental housing project's overall financing structure. CDBG and HOME funds are used to fill gaps in the financing structure between the equity generated through the syndication of LIHTC, private debt financing (if any), and other equity funds such as grants from private foundations. CDBG and HOME funds can be provided in the form of a loan or grant to the developer of affordable housing projects. In deciding on the ultimate form of assistance to a project, the City will examine the project's financial structure, cash flow and other factors in determining loan terms or if a grant of funds is appropriate. CDBG and HOME loans may be structured as a fixed amortizing loan or a surplus cash flow loan with interest rates ranging from zero percent to the Applicable Federal Rate as published by the United States Treasury. CDBG and HOME loans represent a liability to the project and are due and payable under the terms of the loan and secured by a mortgage and security agreement recorded against the project. CDBG and HOME loans are typically subordinated to loans secured from private financial institutions; however as a form of secured debt financing they are not subordinate to the equity position of the LIHTC investor.

VII. PUBLIC HOUSING NEEDS AND STRATEGY

The Hawaii Public Housing Authority (HPHA) owns and operates public housing statewide including 5,363 federal-funded public housing units (4,048 on Oahu), 864 state-funded public housing units (751 on Oahu) and 222 Section 8 project-based housing units. At this time, HPHA has no plans to demolish any public housing units. It is planning a mixed income/mixed finance redevelopment project at Kuhio Park Terrace (614 units) and Kuhio Homes (134 units).[47] While the City has no current plans to contribute federal funds received by the City for any public housing improvements, the City's YouthBuild program participants help renovate vacant HPHA units through an agreement with the HPHA.

[47] Hawaii Public Housing Authority, *Annual and Five-Year Plan, Fiscal Years 2010-2014.*

HPHA receives $9 million per year in capital funds from HUD and receives state capital funds intermittently for the 864 state public housing units.[48] For federally funded projects there is a current funding shortfall for backlogged repairs of $223 million. Over the next 30 years, federal capital needs will total $900 million. The federal government will provide $270 million if current funding levels continue, leaving a shortfall projected to be $578 million.

For state-funded projects there is a current funding shortfall for backlogged repairs of $29 million. Over the next 30 years, capital needs will total $130 million. The state government will be asked to provide this amount. The combined federal and state funding shortfall will be $252 million as of June 30, 2008. Each year the combined funding shortfall will increase by $30 million.

HPHA is currently embarking on a major plan to clean up its projects and is studying several models from the Mainland to redevelop its projects with the greatest need. One model being considered would require little public funding and is designed to preserve the affordability of public housing units while adding slightly-below market rentals.[49]

The City has funded, and anticipates continuing to fund public service projects, which directly impact public housing residents. In FY09, agencies funded include Good Beginnings Alliance (Waipahu, Palolo Valley Homes), Adult Friends for Youth (Mayor Wright Housing, Kuhio Park Terrace and Kamehameha Homes), Hawaii Literacy (Mayor Wright, KPT), and PACT Economic Development (KPT). Through these programs, residents gain life skills which may encourage them to become more involved in the management of the property or to pursue homeownership. One Good Beginnings Alliance participant was recently elected to be an officer of her residents association.

Public Housing Waiting List. As of December, 2008, there were 13,299 households on the waiting list for federal low-rent public housing statewide. Households on the public housing wait list may also be listed on the wait list for Section 8 tenant-based assistance for both HPHA and the City.

Public housing admission preferences include involuntary displacement, victims of domestic violence, and homelessness. Although families may apply for public housing, the length of the wait list and low turnover of units do not allow applicants to be admitted rapidly. Because of the homeless preference, individuals and families who are homeless have a much greater chance of admission over an applicant with no preference.

Families on Section 8 Tenant-Based Waiting List. The state Hawaii Public Housing Authority (HPHA) and each of the four counties administer Section 8 tenant-based assistance programs and maintain waiting lists for the program. The HPHA waitlist as

[48] This information was provided to the 2008 Legislature, from Alan Sarhan, Planner, Hawaii Public Housing Authority, January 29, 2009.
[49] *Honolulu Advertiser*, "Hawaii Plan Tackles Public Housing Crisis," August 17, 2008.

of December 8, 2008, contained 2,576 applicants. Demographic information on the applicants is shown below.

TABLE 20
HPHA SECTION 8 WAIT LIST DEMOGRAPHICS (DECEMBER 2008)

Characteristic		# of families	% of total families
Waiting List Total		2,567	100%
Household Type	Families with children	1,453	57%
	Elderly families	259	10%
	Families with Disabilities	577	22%
	Single	278	11%
Ethnicity	Hispanic	260	10%
	Non-Hispanic	2,307	90%
Race	White	540	21%
	Black	64	3%
	American Indian/ Alaska Native	30	1%
	Asian	524	20%
	Native Hawaiian / Other Pacific Islander	1,409	55%

Source: Dexter Ching, Section 8 Subsidy Programs Branch Chief, Hawaii Public Housing Authority

Characteristics of the 5,499 applicants on the City's Section 8 wait list as of January 2009 are shown below:

TABLE 21
CITY AND COUNTY SECTION 8 WAIT LIST DEMOGRAPHICS (JANUARY 2009)

Characteristic		# of families	% of total families
Waiting list total		5,499	---
Household Income	Extremely Low-income (<=30% AMI)	5,061	92%
	Very Low-income (>30% but <=50% AMI)	331	6%
	Low-income (>50% but <80% AMI)	0	0%
Household Type	Families with Children	2,927	53%
	Elderly Families	616	11%
	Families with Disabilities	1,693	31%
Race	White	880	16%
	Black	157	3%
	American Indian / Alaska Native	42	1%
	Asian	1,220	22%
	Native Hawaiian / Other Pacific Islander	1,765	32%
	Other	1,435	26%

Source: Sandra Toma, Section 8 Administrator, City & County of Honolulu Dept. of Community Services.

HOMELESS

I. GOALS

A. Homeless Goals

For the five-year period covered by this plan, the City anticipates using ESG, CDBG and/or HOME funds to meet the following goals:

- 7,500 persons experiencing homelessness will have access to emergency shelter,
- 3,750 persons experiencing homelessness will receive services to stabilize their condition,
- 150 low- and moderate-income families will be prevented from becoming homeless or be assisted in securing a rental unit,
- 2 shelters serving persons experiencing homelessness will be renovated and/or replaced to remain in service,
- 250 households will receive tenant-based rental assistance, and
- 750 families will transition from shelters or streets to permanent housing.

Chart 3, following, details the activities the City intends to undertake to meet these goals.

CHART 3: HOMELESS GOALS

OBJ CODE	PROBLEM/NEED	ACTIVITY	OUTPUT	2011	2012	2013	2014	2015	COMMUNITY BENEFIT INDICATORS	OUTCOME/ OBJECTIVE
HP1	Persons experiencing homelessness need shelter	Provide grants to service providers to pay operating costs of emergency and transitional shelters	Goal Funded Underway Completed	1,500	1,500	1,500	1,500	1,500	7,500 persons experiencing homelessness will have access to emergency shelter	Accessibility / Suitable Living Environment
HP2	Persons experiencing homelessness need support services to allow eventual transition out of homelessness	Provide grants to service providers for social services to persons experiencing homelessness including case management; work readiness and employment assistance; one stop resource centers to access services; housing placement services; and legal services	Goal Funded Underway Completed	750	750	750	750	750	3,750 persons experiencing homelessness will receive services to stabilize their condition	Accessibility / Suitable Living Environment
HP3	Persons experiencing homelessness or persons who are housed but threatened with eviction or utility cutoff need financial assistance	Provide emergency rental and utility assistance for eviction prevention or first month's rent	Goal Funded Underway Completed	30	30	30	30	30	150 low- and moderate-income families will be prevented from becoming homeless or be assisted in securing a rental unit	Accessibility / Decent Housing
HP4	Persons experiencing homelessness need shelters that meet health and safety standards	Provide funds as needed to renovate emergency and transitional shelters to allow continued shelter for persons experiencing homelessness	Goal Funded Underway Completed		1		1		2 shelters serving persons experiencing homelessness will be renovated and replaced to remain in service	Accessibility / Suitable Living Environment
HP5	Persons experiencing homelessness need assistance to secure permanent housing	Provide tenant based rental assistance to persons experiencing homelessness; youth aging out of foster care; and ex-offenders	Goal Funded Underway Completed	50	50	50	50	50	250 families will be housed	Accessibility / Decent Housing

B. Narrative: Homeless Goals

The City intends to strengthen communities and end chronic homelessness on Oahu by supporting non-profits in their provision of supportive services and shelter for individuals and families who are homeless. Current and long-term maintenance of emergency and transitional shelters is essential to their continued operations while supportive services are a necessary component in transitioning people to permanent housing – the crucial, final step to end homelessness.

This section was written primarily by Honolulu's Continuum of Care Consortium, "Partners in Care" (PIC). PIC is part of an interagency team that created and maintains the *Hawaii Action Plan to End Homelessness.* The City relies on PIC to coordinate homelessness activities among its members and to serve as a resource on issues surrounding homelessness.

GOAL HP–1: Persons Experiencing Homelessness Need Shelter, and
GOAL HP-2: Persons Experiencing Homelessness Need Support Services to Allow Eventual Transition Out Of Homelessness

In January 2009, the City worked with the Homeless Programs Branch of the State's Hawaii Public Housing Authority to prepare a homeless point-in-time count to estimate the number of sheltered and unsheltered homeless persons on Oahu. The sheltered count was based on the number of individuals and families experiencing homelessness utilizing emergency and transitional shelter services. The survey of unsheltered homeless consisted of counts at 109 sites and interviews with 1001 individuals experiencing homelessness.

The key findings of the unsheltered and shelter counts were as follows: [50]

- Using a point-in-time estimate: the unsheltered and sheltered homeless populations within the City and County of Honolulu were 1,193 and 2,445, respectively.

- 32.7% of the unsheltered homeless were identified as chronically homeless.

- 4 shelters opened in the Waianae district, leading to a nearly 300% increase in the number of sheltered homeless in that area.

- 3 districts, Downtown, Waianae and Ewa, had the largest concentrations of sheltered homeless persons and accounted for 92% of all sheltered homeless persons on Oahu. The Windward districts together accounted for another 8% of sheltered homeless persons. East Honolulu tallied only 4 sheltered homeless and there were no public homeless shelters in the North Shore.

[50] City and County of Honolulu, Department of Community Services and State of Hawaii, Hawaii Public Housing Authority, Homeless Programs Branch, *City and County of Honolulu, Homeless Point in Time Count, 2009, Methodology and Results* (Honolulu, May 2009), pp. 5, 6 & 8.

- Sheltered homeless persons included higher percentages of family or group members and fewer unaccompanied individuals than the unsheltered homeless.

TABLE 22
SHELTERED HOMELESS BY HOUSEHOLD TYPE (2009)

Sheltered	Single Individuals	Persons in Families	Families with Children	Total
Honolulu	772	1,673	447	2,445

Source: *Homeless Point-in-Time Count Study 2009*, p. 11.

TABLE 23
HPHA FUNDED HOMELESS SHELTER CAPACITY

	Units	Beds
Honolulu	771 units	503 beds

Source: Hawaii Public Housing Authority, Homeless Management Information System

The City will award available Emergency Shelter Grant and CDBG matching funds to agencies providing emergency and/or transitional shelter to individuals and families who are experiencing homelessness, as well as CDBG funds to provide services, such as case management, legal aid, work readiness and employment assistance, and one stop resource centers to access services.

Over a five-year period, the City anticipates HUD funds will assist 7,500 persons with shelter and 3,750 persons with services. The long-term outcome is anticipated to be 750 persons transitioning to permanent housing.

GOAL HP–3: Persons Experiencing Homelessness or Persons who are Housed but Threatened with Eviction or Utility Cutoff Need Financial Assistance.

While the Federal Emergency Management Agency (FEMA) and private foundations provide emergency rental assistance; occasionally, such funds are not immediately available for persons needing such assistance. Emergency rental and utility assistance will be provided to individuals and families who only need a one-time payment to remain in their current, permanent housing situation.

The City plans to prevent 30 households from becoming homeless each year for a total of 150 households over five years through its support of emergency financial assistance programs. Selected programs may serve all at-risk persons on a first come, first served basis or may target specific populations with a high incidence of chronic homelessness such as persons being released from prison.

GOAL HP–4: Persons Experiencing Homelessness Need Shelters that Meet Health and Safety Standards

The homeless deserve a safe and secure sleeping environment. To this end, the City will provide ESG and/or CDBG funding for the renovation and/or major repair of

emergency and transitional facilities with priority for facilities owned by the City and leased to non-profit homeless shelter and service providers. (NOTE: Both emergency shelters in Honolulu as well as some of the domestic violence shelters are facilities owned by the City and leased or contracted to non-profit agencies for operation.) The City anticipates funding for the repair and renovation of approximately 2 shelters.

GOAL HP–5: Persons Experiencing Homelessness Need Assistance to Secure Permanent Housing

Even after a person or family living in an emergency or transitional shelter has been stabilized by accessing services, it's still difficult to enter the Oahu rental housing market particularly if they are un- or under-employed. Because of the high cost of housing on Oahu, as detailed in the Housing Market Analysis section, a homeless person's income may not be enough to pay market rents, while long and/or closed waiting lists for housing subsidy programs makes it impossible for them to tap into that resource.

To help persons experiencing homelessness successfully transition to permanent housing, the City will provide tenant-based rental assistance (TBRA) to 50 households per year with funding from the HOME Program. The TBRA program will focus on persons experiencing homelessness, ex-offenders, and youth aging out of foster care who need help gaining employment or better paying jobs. The intent of the TBRA program is to provide participants with a stable living environment while they work to gain employment or better paying jobs so that by the end of their program participation, they will no longer need a rent subsidy.

II. PRIORITIES

A. Priority Homeless Needs

The City's goal is to end chronic homelessness and move families and individuals to permanent housing. In order for this to become a reality, a variety of housing options and services need to be available to all Honolulu residents who are experiencing homelessness.

In May of 2008, Partners In Care (PIC) members met in a half day retreat to determine priorities. The areas of focus agreed upon were the need to increase the availability of low-income rentals, improve service provision through shelters and outreach, develop strategies to address transient residents, and improve access to substance abuse and mental health services. Two other areas identified were the need to improve data collection and research along with the need to improve partnerships and collaborations.

Housing is a necessity for individuals and families who are homeless to attain a better quality of life. Low-income housing including rentals and homeownership are the highest priority. Facility maintenance and the continued operation of emergency and transitional shelters continue to be a necessity.

Table 24 includes figures from the Hawaii Public Housing Authority, Homeless Programs Branch. [NOTE: these tables are specifically for City sponsored ESG/CDBG/HOME/HOPWA funding sources.]

TABLE 24
PRIORITIZATION OF HOMELESS HOUSING NEEDS

	Homeless Shelter Type	Estimated Need	Current Inventory	Unmet Need/Gap	Relative Priority
INDIVIDUALS					
Beds / Units	Emergency Shelter	544	473	71	L
	Transitional Housing	206	179	27	M
	Permanent Housing				H
FAMILIES WITH CHILDREN					
Beds / Units	Emergency Shelter	489	425	64	L
	Transitional Housing	454	395	59	M
	Permanent Housing				H

Source: Hawaii Public Housing Authority, Homeless Programs Branch

Services to assist individuals and families to be successful in their transition out of homelessness continue to be a priority. These needs identified through the 2003 SMS Homeless Point-In-Time Count Report continue to be the most requested services.[51]

TABLE 25
PRIORITIZATION OF HOMELESS SUPPORT SERVICES NEEDS

	Service	Estimated Need	Current Inventory	Unmet Need/Gap	Relative Priority
INDIVIDUALS					
Estimated Supportive Services Slots	Job Training	698	238	460	H
	Case Management	4,561	2029	2,532	M
	Substance Abuse Treatment	138	111	27	H
	Mental Health Care	1,225	210	1,015	H
	Housing Placement	1,945	1082	863	M
	Life Skills Training	2,048	1,115	933	M
	Other: Dental Care	140	44	96	M
FAMILIES WITH CHILDREN					
Estimated Supportive Services Slots	Job Training	339	101	238	H
	Case Management	628	340	288	M
	Substance Abuse Treatment	12	10	2	H
	Mental Health Care	9	8	1	H
	Housing Placement	269	130	139	H

[51] Personal communication from Darlene Hein, January 21, 2009.

	Life Skills Training	690	336	354	M
	Other: Childcare	237	48	189	M
	Dental Care	97	20	77	M

B. Narrative: Prioritization of Homeless Needs

Identified Obstacles. Obstacles to solving homelessness include limited access to permanent housing, lack of access to mental health and substance abuse programs, limited funding for services, limited employment opportunities and the need for flexibility in eligibility requirements for shelter residents.

The biggest obstacle continues to be the limited access to permanent housing. This lack of access is due to many factors including: the inadequate supply of affordable rentals; personal ineligibility for existing rentals due to poor credit, bad or non-existent housing references and lack of funding for a security deposit; closed or long waiting lists for subsidized housing programs; and discrimination against Section 8 and other subsidized housing programs among landlords and property managers.

Geographic Priorities. The City funds projects throughout urban Honolulu and rural Oahu.

Funding Allocation Priorities. The City's highest priority is to fund programs which provide permanent housing assistance, either through the development of affordable housing projects or the provision of long-term rental assistance (TRBA and Shelter Plus Care). Until more permanent supportive housing is developed, however, the City will continue to fund emergency and transitional shelters and supportive services.

The City relied upon the expertise of Partners In Care (PIC) to establish the relative priority needs for this section. PIC is part of an interagency team that created and maintains the "Hawaii Action Plan to End Homelessness," a ten-year plan to end homelessness that originated as an Oahu document and was expanded to include neighbor island counties by request. PIC's membership consists of homeless service providers, other social service professionals, representatives of local and state governments, and consumers. PIC is a coordinating body that develops recommendations for programs and services to fill gaps in Oahu's Continuum of Care and provides direction in response to HUD's annual competition for homeless funding.

III. STRATEGY

The following are the strategies set forth to end homelessness on Oahu within the next decade as determined by Partners In Care (PIC). Change in the political, social and economic state of Hawaii is inevitable, as are the circumstances surrounding homelessness. The plan was developed with change in mind. The plan is reviewed on an annual basis and subsequent changes are made at those times. The end goal of this plan always remains the same: ending homelessness.

Access to Appropriate, Affordable, Safe and Decent Housing for All. The continuum of housing for homeless individuals includes emergency and transitional housing. Rather than increasing the supply of emergency and transitional shelter beds; however, providers are advocating permanent, supportive housing as the solution to homelessness.

The "Housing First" model has been nationally recognized for its prevention of homelessness. The concept is based on the premise that housing must be attained first in order to gain stability and begin work on the underlying reasons for homelessness.

> *"'Supportive housing'-permanent housing with attendant social services-was in the past often considered prohibitively expensive, but has emerged as a good investment because it is shown to substantially reduce the use of other publicly funded services. For those placed in the permanent supportive housing program (in New York City), the reduced use of acute care services nearly offset the costs of the supportive housing."*
>
> *Dennis Culhane, University of Pennsylvania Researcher*

Many individuals who suffer from a severe mental illness have benefited greatly from this model program. The HUD Shelter Plus Care program has housed several hundred individuals in Honolulu over the last several years and has proven its effectiveness. Through Shelter Plus Care, individuals are given an opportunity to live where they chose and be assisted through supportive services. The retention rate in this kind of program is very high.

Prevent Individuals and Family from Being Homeless.

> *"The most economically efficient way to end homelessness is to prevent its occurrence. Financial assistance to prevent an eviction, mediation to address problems with a landlord or lender, and case management can all prevent individuals and families from becoming homeless. A 1991 study of eviction prevention programs by the U.S. Department of Health and Human Services found that the average cost to prevent family homelessness was one-sixth the average cost of a stay in a shelter. Yet a recent examination of the continuum of care planning process found that few of the communities studied dedicate substantial resources to preventing homelessness."*
>
> *National Alliance to End Homelessness, Toolkit*

PIC must dedicate time and finances to homelessness prevention. This includes enhancing the coordination between emergency assistance agencies and moving beyond one-time crisis payments to providing time limited housing subsidies until families become financially stable. Continuous case management services beyond crisis will also help prevent future homelessness. Many who are currently homeless have been homeless several times during their lives. Prevention is the key to stopping this cycle.

Education of landlords and tenants is also essential to prevent future homelessness. Landlords often find that they must evict people due to non-compliance with house rules or non-payment. Renters should be counseled on how to be good tenants and landlords need to be educated of housing subsidy programs. Legal intervention, landlord/tenant mediation services, and support services designed to improve an individual's financial situation are also part of the strategy to prevent homelessness.

If persons do become homeless, creation of a Rapid Exit program in shelters will enable people to remain homeless for as little time as possible. In order for a Rapid Exit program to be successful and help people move quickly into housing, there must be affordable housing to move into and crisis financial assistance such as a security deposit / first month's rent loan program.

Decrease Barriers to Housing. There are many barriers to housing for individuals and families who are homeless.

Past housing history and criminal history often prevent individuals and families from attaining housing. For example, individuals are unable to enter public housing if they have former debts or have been convicted of a crime.

In addition, landlords often are hesitant to rent to Section 8 tenants and homeless individuals due to the possibility of property damage beyond the security deposit. Landlords with past bad experiences find themselves financially responsible for much of the damage by tenants, which discourages them from participating in rental assistance programs. Many regions in the United States have incorporated a damage insurance program to assist with property damage. Although damage above the deposit does not happen often, the security of a fund that will assist in paying for damages will encourage landlords to participate in subsidized programs.

Education is essential to improve an individual's ability to increase their income and afford market-rate housing. The City through its WorkHawaii programs supports employment training programs for low-income individuals.

Improve Data Collection/Research. Data collection and research is essential. Without research and data collection, an accurate picture of the need and gaps in housing and services on Oahu cannot be drawn. The Homeless Management Information System (HMIS) required by HUD, is being implemented by the Hawaii Public Housing Authority (HPHA), with agencies receiving HUD funds from the City also participating in entering data into the HMIS system. Agencies who do not receive government funding are also being asked to participate. Eventually, program data should be able to provide up-to-date information on service gaps and needs.

The Health Insurance Portability, Accountability Act (HIPAA) has impacted many agencies since its implementation in April of 2003. The new regulations and policies within this act have increased the barriers to care for individuals in our community.

Providers need to work together to decrease these barriers while still ensuring the privacy of individuals. Greater coordination between agencies needs to be achieved.

Provide Appropriate Support Services. Support services are essential for the continued success of consumers. Services can be time limited or ongoing. Support services can include case management, treatment services, life skills training, legal services, benefit attainment assistance or needle exchange. Services can also target specific groups such as HIV/AIDS consumers or veterans.

The lack of health insurance coverage for treatment of substance abuse and mental health continues to be an issue.

Case management is often the key to maintaining housing. Through regular checks and follow-ups, individuals get the support that they need to stay housed. Although many programs provide case management services, there is a lack of long-term case management services. After case management is removed from the emergency setting, homeless persons may decompensate thereby requiring a higher level of care and the potential loss of housing.

Create Collaborative Partnerships to End Homelessness. Effective collaboration among agencies is a necessity to end homelessness. Every sector of the community must be involved including tourism authorities, neighborhood boards, business associations, tenant associations and all others that have encountered issues surrounding the homeless. All sectors must be educated. Providers must be open to education regarding business' concerns and businesses must be made aware of providers concerns.

In addition, PIC can learn from the experiences of other counties. Through the creation of a statewide homeless coalition, all islands can share their ideas, concerns, successes and failures and can become more effective advocates for the homeless.

IV. NEEDS

The continued operation and provision of support services from emergency and transitional shelters are needed in order to prepare persons and families experiencing homelessness for the move to permanent housing. Shelters can provide participants with case management, life skills training, substance abuse treatment, and job readiness and educational opportunities to help persons develop skills and increase income to successfully transition to permanent housing. Follow up services upon program exit help to increase individuals and families' likelihood of remaining housed once achieving permanent housing. Certain populations, such as persons with mental illness and/or disabilities, benefit from continued support services upon moving to permanent housing.

Homeless prevention services are needed so that persons at-risk of becoming homeless can remain housed. Households often encounter situations, such as sudden

loss of employment or medical issues that can temporarily affect their ability to pay rent. Providing individuals and families with emergency rental and/or utility assistance helps households that are able to resolve their issues and continue rental payments on their own. Such assistance prevents at-risk individuals from needing additional and more costly homeless and shelter services. Assisting persons and families experiencing homelessness who are ready to move into permanent housing with first month's rent is also a needed service. Some homeless individuals can maintain monthly rental payments but cannot afford the initial rent and/or security deposit.

In addition, work readiness programs and one stop resource centers augment shelter services, as well as providing referrals and assistance to all persons experiencing homelessness including the unsheltered. Many homeless individuals have income, but often it is insufficient to sustain the high cost of rental housing on Oahu. Providing work readiness and training, combined with housing placement and tenant-based rental assistance, is a way of helping persons experiencing homelessness become housed while building independence by requiring them to be responsible for a portion of their rent. Youth exiting foster care and persons being released from the correctional system are particularly in need of such assistance.

V. NATURE AND EXTENT OF HOMELESSNESS

Homelessness continues to be a concern for the City. Homelessness is defined as an individual and families who lacks a fixed, regular, and adequate nighttime residence; and whose primary nighttime residence is —

- a supervised publicly or privately operated shelter designed to provide temporary living accommodations (including welfare hotels, congregate shelters, and transitional housing for the mentally ill);
- an institution that provides a temporary residence for individuals intended to be institutionalized; or
- a public or private place not designed for, or ordinarily used as, a regular sleeping accommodation for human beings.

According to the January 2009, homeless point-in-time (PIT) count, Honolulu had 1,193 unsheltered homeless at 109 sites and 2,445 sheltered homeless for a combined total of 3,638 individuals experiencing homelessness.[52]

According to the 2009 PIT count, the number of unsheltered homeless decreased from 2007 to 2009 by 600 persons or 33%. The number of sheltered homeless increased by 448 persons or 25%. The increase in the number of sheltered homeless is a reflection of the increase in the number of transitional shelters on Oahu. The decrease in the number of unsheltered person could be a reflection of the different method for counting the number of unsheltered persons on Oahu used in 2009. The unsheltered count measures the number of unsheltered persons present in areas where homeless people

[52] *Homeless Point-in-Time 2009*, page 12 and Appendix I.

are known to congregate. Unlike prior years, in 2009, all persons included in the count needed to have completed a survey and provided a name or unique identifying information. The method did not permit the inclusion of people who are known to be homeless if they were not encountered during the 6-day counting period or refused to answer the survey. In addition, some of the sites visited in previous years were not included in the 2009 survey because of concern over the safety of the surveyors. For example, in 2007, 16 sites were visited in the Upper Windward area for a total homeless count of 216. In 2009, only 5 sites were visited in the Upper Windward area for a total count of 21.

The 2008 Homeless Service Utilization Report was developed by the Center on the Family at the University of Hawai'i and the Homeless Programs Branch of the Hawai'i Public Housing Authority (HPHA) to promote informed decision-making and actions that reduce homelessness in Hawaii. The report analyzed data from the Homeless Management Information System for the State of Hawaii from July 1, 2006 through June 30, 2007. The report looked at the utilization of state-funded sheltered and unsheltered services by individuals and families who are homeless. During this time period, 5,066 individuals were provided shelter and 4,157 were provided outreach related services.

The 2008 Homeless Service Utilization Report found that the homeless population of Honolulu tended to be either lifetime or long-time residents. 57% of the unsheltered homeless population and 38% of the sheltered homeless had lived on Oahu for their entire lifetime. An additional 14% of the unsheltered and 25% of the sheltered homeless population had lived on Oahu for more than 10 years.[53]

Homeless Subpopulations

In reviewing the 2008 Homeless Service Utilization Report and past PIT counts, some groups of homeless stand out due to the types of services they need or their over representation in the homeless population. These subpopulations include Hawaiians, other Pacific Islanders, youth, veterans, those who utilized foster care and the unemployed. The continued need for behavioral health services was hard to verify due to self reporting and the need to better define the parameters in classifying these services. Substance abuse treatment and mental health services continue to be services that are needed and hard to access. The following data are from the 2008 Homeless Service Utilization Report.

- 28% of the sheltered homeless population and 39% of the unsheltered homeless population on Oahu is considered Hawaiian or Part-Hawaiian, which is well above the comparative ethnic composition of the population in the State of Hawaii.
- Pacific Islanders (Samoans and other Pacific Islanders) comprised 23% of the shelter population served and 13% of the unsheltered homeless population on Oahu

[53] University of Hawaii, Center on the Family, *Homeless Service Utilization Report, Hawaii 2008* (Honolulu, 2008), pages 4 and 9.

- Youth are made up of those who are part of a family and street youth that are no longer living within the family unit. The data that follows does not distinguish between these two groups. Youth under age 18 made up 30% of the individuals in shelters and 20% of the unsheltered homeless.
- In Honolulu, 8% of adult individuals accessing shelter services reported a history of foster care or other out-of-home placement and 7% of unsheltered homeless.
- Military veterans comprised 14% of the adults in shelters and 13% of unsheltered homeless.
- Unemployment is the highest indicator within the homeless data. A majority of the adults (71%) in Oahu homeless shelters were unemployed and 18% were employed part time with only 11% working full time. 83% of the adults receiving outreach services reported being unemployed, while 8% reported working part time and only 9% were working full-time.

TABLE 26
ETHNICITY OF HOMELESS POPULATION

	Sheltered		Unsheltered		Total	
	#	%	#	%	#	%
Caucasian	1,279	25%	1,444	35%	2,723	29%
Hawaiian/ part-Hawaiian	1,445	28%	1,642	39%	3,087	33%
Black	272	5%	169	4%	441	5%
Japanese	146	3%	126	3%	272	3%
Chinese	48	1%	38	1%	86	1%
Korean	50	1%	18	1%	68	1%
Filipino	237	5%	207	5%	444	5%
Samoan	333	7%	157	4%	490	5%
Other Asian	55	1%	43	1%	98	1%
Other Pacific Islander	1,129	22%	271	7%	1,400	15%
Native American	50	1%	34	1%	84	1%
Other/Unknown	31	1%	18	<1%	49	1%
TOTAL:	5,075	100%	4,167	100%	9,242	100%

Source: Homeless Service Utilization Report, Hawaii 2008, pp. 4 & 9

Hidden and At-Risk Homeless. SMS Research's 2006 study estimated that the number of hidden homeless on Oahu was 64,141 persons with those at-risk of homelessness estimated at 169,883 persons. Honolulu's very expensive housing market can explain the large number of hidden homeless and at-risk homeless. Housing has become unaffordable for many.[54]

[54] SMS Research and Marketing Services, Inc., *Housing Policy Study, 2006: The Hidden Homeless and Households at Risk of Homelessness* (Honolulu, February 2007), page 4.

At-Risk Homeless was defined as households in which members would become homeless in less than three months if they suddenly lost their primary source of income. Also called "precariously housed," these people are three monthly paychecks away from homelessness.

Hidden Homeless was defined as households in which more than one family share accommodations. These households include families that are doubled up (two or more families or groups of persons who are related by birth, marriage or adoption) and those that are sharing (two or more families or groups whose members are not related by birth, marriage, or adoption).

TABLE 27
HIDDEN HOMELESSNESS AND AT-RISK OF HOMELESSNESS HOUSEHOLDS, 1992 TO 2006

	1992	1997	2003	2006
Households	281, 136	286,283	292,003	303,149
Hidden Homeless	13,765	18,291	12,656	12,390
At-Risk	82,692	50,875	37,424	57,283
Individuals	863,959	886,711	879,305	907,883
Hidden Homeless	70,032	105,524	71,721	64,141
At-Risk	239,931	157,899	108,524	169,883

Source: *Hidden Homeless*, Table 2, p. 4.

With the current downturn in the economy there is a real concern that individuals and families who are at risk for homelessness will fall out of housing so it becomes critical that these households are given the assistance they need to prevent this from happening. Preventing homelessness is an important strategy in lessening the homeless population.

TABLE 28
HIDDEN HOMELESS AND AT-RISK OF HOMELESSNESS BY DISTRICT – HONOLULU

	At-Risk for Homelessness		Hidden Homeless		Has Adequate Housing		Total	
	Count	Row %	Count	Row %	Count	Row %	Count	Row
Honolulu PUC	24,755	18.1%	3,866	2.8%	108,509	79.1%	137,130	100.0%
East Honolulu	2,085	14.7%	497	3.5%	11,562	81.7%	14,144	100.0%
Windward Oahu	6,565	15.6%	3,303	7.9%	32,110	76.5%	41,978	100.0%
Central Oahu	17,970	22.6%	2,466	3.1%	58,984	74.3%	79,420	100.0%
Leeward Oahu	5,907	19.4%	2,259	7.4%	22,312	73.2%	30,478	100.0%
Total	57,283	18.9%	12,390	4.1%	233,477	77.0%	303,149	100.0%

Source: *Hidden Homeless*, Table A-3, p. 8.

A. Chronic Homelessness

Based on HUD's definition, a chronically homeless person is an unaccompanied homeless individual with a disabling condition who has either been continuously homeless for at least a year OR has had at least 4 episodes of homelessness in the past 3 years. A disabling condition is defined as "a diagnosable substance use disorder, serious mental illness, developmental disability, or chronic physical illness or disability, including the co-occurrence of two or more of these conditions."

The definition of chronic homelessness and the method in which it is measured present certain limitations on the ability to accurately assess those individuals who fit the definition. Because of the importance of ensuring resources are properly allocated and appropriate services are being provided, the 2009 Point-in-Time survey was redesigned because of concern that the 2007 count significantly underestimated the number of chronically homeless residing on Oahu.

Based on the number of chronically homeless in the 2009 PIT, some of the undercounting concerns seem to have been addressed. In 2007, 111 of the 1,793 unsheltered homeless or 6.2% were identified as chronically homeless. In 2009, 390 of the 1,193 unsheltered homeless or 32.7% were identified as chronically homeless.

Some factors which may have affected the 2009 count include:

"• The 2009 PIT Count assigned field staff to count areas where they normally perform outreach. Unsheltered individuals asked to answer survey questions may have therefore felt more comfortable and/or open to disclosing the existence of a disabling condition to an outreach worker whom they already know or have seen around than someone who they were not familiar with.

- Although the same definition of chronically homeless was used for the 2007 and 2009 counts, the wording of the question related to a disabling question was different. ...The way a question is presented, especially one that asks persons to disclose the existence of a disabling condition, may affect respondents' willingness to truthfully answer the question. In general, asking persons about disabilities is a very sensitive issue that is likely to be under-reported rather than over-reported, regardless of the number.

- Additionally, the 2009 unsheltered count surveyed all individuals, compared to the 2007 methodology that used a sampling method to survey individuals encountered. This allowed for more detailed information of each person being surveyed."[55]

The City will continue to work on better assessing the number and needs of the chronically homeless and will follow Oahu's Continuum of Care lead on the coordination of services. The City will also continue to work towards increasing its share of

[55] *Homeless Point-in-Time Count 2009*, pp. 9 – 11.

competitive HUD grants which have supported programs for the chronically homeless such as supportive housing under Shelter Plus Care.

B. Continuum of Care

Honolulu's Continuum of Care coalition, Partners In Care (PIC), is a membership organization averaging 45 members that include social service agencies, city, state and federal government agencies, faith-based groups, homeless and formerly homeless individuals and other organizations dedicated to addressing homelessness on Oahu. PIC monitors and updates the "Hawaii Action Plan to End Homelessness," collaborates and makes recommendations to the State of Hawaii regarding the Homeless Management Information System, and develops and advocates for legislation and policies affecting persons experiencing homelessness. In addition, PIC promotes awareness of issues affecting persons experiencing homelessness by coordinating annual Homeless Awareness Week activities, including a homeless conference, candlelight vigil at the State Capitol, and t-shirt design and distribution. A consumer awareness committee was recently created to encourage participation of persons experiencing homelessness in providing input and playing an active role in improving the programs that serve them.

The City works in partnership with PIC to conduct a bi-annual point-in-time count of persons and households experiencing homeless on Oahu. In addition, the City and PIC collaborate to prepare the annual Continuum of Care homeless grant application to HUD. The Continuum of Care grant provides the City with funding for the Supportive Housing Program and Shelter Plus Care.

PIC is open to all interested individuals and agencies in the community. Service providers and agencies typically appoint or assign key staff (management and/or line) to represent their interests at meetings. No one is elected to join PIC. All members of PIC participate in the decision making process.

Supportive Housing Program. The Supportive Housing Program provides shelter and supportive services to assist homeless individuals or families in their transition from homelessness to independent living. Funds are used to lease housing units; provide services, such as mental health treatment, substance abuse treatment and job training; and to operate transitional housing or permanent supportive housing programs for persons experiencing homelessness.

Non-profit agencies on Oahu receive Supportive Housing Program funds for the following projects.

TABLE 29
PROJECTS FUNDED UNDER THE SUPPORTIVE HOUSING PROGRAM

Agency / Program	Project Description
Alternative Structures International, Ohana Ola O' Kahumana	New construction, real property leasing, operations, and services at a 240 bed transitional housing program for families with children in Waianae.

Agency / Program	Project Description
Catholic Charities Hawai`i, People Empowerment Program	People Empowerment Program which provides education, employment training, and life skills training at the 154 bed Ma`ili Land Transitional Housing Project in Waianae.
Child and Family Service, Domestic Violence Shelters and Transitional Apartments	Services to victims of domestic violence at the 24 bed Honolulu emergency shelter, 18 bed Leeward emergency shelters and 20 bed transitional apartment in Honolulu.
Gregory House Programs, Community Residential Programs	Supportive services to persons with HIV/AIDS and with one or more co-occurring conditions including substance abuse and mental illness at a 13 bed transitional housing program in Honolulu and Waipahu.
Hale Kipa, Inc., Transitional Living Program	Operations and services at a transitional living program for 10 homeless youth (or youth with babies) at group homes and scattered sites in Honolulu and Ewa.
Ho`omau Ke Ola, Supportive Housing Program	Housing operations and services at a residential treatment facility with 5 beds for homeless persons with chemical dependency.
Housing Solutions, Inc., Vancouver House	Housing operations for a 114 bed transitional housing program in Manoa.
Legal Aid Society of Hawaii, Holistic Legal Services Program	Free holistic civil legal services to approximately 75 families and 150 single sheltered and unsheltered persons experiencing homelessness a year.
Mental Health Kokua , Safe Haven	Safe Haven, a program that provides outreach, transitional housing and follow up services for a 25 bed transitional housing project for homeless persons with mental illness in Downtown Honolulu.
Parents and Children Together, Ohia Shelter	Supportive services at a 16 bed emergency shelter serving victims of domestic violence.
The Salvation Army, ATS Homeless Offenders Treatment	Real property leasing, operations, and services at an 8 bed transitional housing program in Honolulu for male and female homeless ex-offenders in recovery from chemical dependency.
The Salvation Army Family Treatment Services, Hale Lokahi	Rehabilitation of a building and for supportive services and housing operating expenses related to a 12 bed transitional housing project for homeless women recovering from chemical dependency.
Steadfast Housing Development Corporation, Ahukini Group Home	Housing operating costs for a 5 bed group home for persons with severe and persistent mental illness in Hawaii Kai.
Steadfast Housing Development Corporation, Kaukama Group Home	Operating funds for a 5 bed group home that provides permanent supportive housing to persons with serious and persistent mental illness.
Steadfast Housing Development Corporation, Komo Mai Group Home	Housing operating expenses for a 5 bed group home that provides long term housing for persons with severe mental illness.
Steadfast Housing Development Corporation, Headway House	Housing operations and supportive services at a 40 bed permanent supportive housing program in Kalaeloa serving homeless persons with severe mental illness.
U.S. Veterans Initiative, Veterans In Progress	Veterans In Progress, a 98-bed transitional housing project for veterans experiencing homelessness at Kalaeloa.
U.S. Veterans Initiative, Kalaeloa Permanent Housing for Homeless Veterans	12 bed permanent supportive housing program for homeless veterans at Kalaeloa.

Source: City and County of Honolulu, Department of Community Services

Shelter Plus Care. The Shelter Plus Care (S+C) program provides rental assistance to persons who are homeless and have disabilities in connection with supportive services provided through other funding sources. S+C provides permanent supportive housing throughout Oahu.

The City passes through Shelter Plus Care funds to three program sponsors that collectively manage 275 vouchers for persons experiencing homelessness with disabilities. IHS, The Institute for Human Services, manages 78 housing units for chronically homeless individuals through its three S+C programs. Kalihi-Palama Health Center provides 124 housing units for homeless individuals and their families. Steadfast Housing Development Corporation's four S+C programs provide 73 housing units for homeless persons with severe mental illness. In addition, the State of Hawaii administers Gregory House Programs' program that provides 29 units for persons with HIV/AIDS and their families for a total of 304 S+C rental units on Oahu.

C. Most Needed Services

Covered in Section II.A. Priority Homeless Needs.

D. Discharge Coordination Policy

Discharges from hospitals and the criminal justice system must be improved to prevent homelessness upon release. In addition, youth coming out of foster care should not end up homeless. Good discharge planning is needed to decrease the number of people found on the streets right after release. If the person entered the hospital or criminal justice system already homeless, finding housing upon release is often difficult, but not impossible with proper planning.

Foster Care Discharge. Current child welfare procedures mandate the implementation of an Independent Living Transition Plan (ILTP) for foster children aging out of the system. The ILTP addresses housing and related needs upon discharge in addition to completion of education and other identified needs; however, further discussions on housing stability and homelessness upon discharge should take place with child welfare services officials to augment procedural language. In addition, Mental Health America of Hawaii convenes a task force comprised of stakeholders, including service providers, young people, and advocates whose purpose is to address the needs of at-risk Transition Age Youth (TAY) – individuals age 18 to 28 who are "aging out" of foster care, child and adolescent mental health programs, special education, and the youth justice system or dropping out of high school. The task force's goals include developing a statewide resource map of all services and resources for TAY and filling the gaps and needs for this population.

Health Care Discharge. Discussions have occurred between Queens Medical Center (QMC) which serves urban Honolulu, Castle Hospital, the State Legislature, Honolulu Continuum of Care and IHS – Institute for Human Services, Honolulu's primary emergency shelter, which receives the vast majority of hospital discharges. QMC also

recently convened a work group with homeless providers to discuss the discharging of homeless. One option for homeless persons exiting the hospital is Aloha House, a transitional facility which diverts medically fragile individuals from discharge into the streets. In 2008, IHS implemented new protocols that coordinate hospital discharges from QMC and other local facilities to ensure an appropriate transition plan is completed and that healthcare needs of discharged homeless individuals are accommodated. Further discussions should take place to expand these protocols to other programs and hospital facilities.

Mental Health Discharge. The State of Hawaii's Department of Health Adult Mental Health Division (AMHD) issued an administrative directive entitled "Zero Tolerance for Homelessness" in 2005 that addressed the vulnerability of persons experiencing homelessness. Protocols were developed that include mandatory discharge planning for all State Hospital patients approximately 90 days prior to discharge which includes assigned community case managers; placement into AMHD housing or other permanent or transitional living facilities during the discharge planning process; provision of bridge subsidies to help consumers afford independent housing; individuals not being discharged until appropriate community housing is identified; the tracking of all individuals at-risk of losing housing after initial hospital discharge by the AMHD officials; and housing providers reviewed by division officials. Individuals who fall out of housing after discharge and enter emergency shelters are targeted to receive Shelter Plus Care housing subsidies. Those individuals, managed by the public AMHD through contracted case managers, who enter IHS (shelter) are required to have their case managers provide a copy of their service plan to staff to promote continuity and coordination of care which helps homeless individuals adhere to their medication regimen, if necessary. Case Managers are also expected to incorporate a plan for transitioning the individual out of homelessness and into permanent living arrangements.

Correctional Facility Discharge. In Hawaii, the State operates all correctional facilities. In 2007, comprehensive legislation was passed that addressed the need to formalize discharge planning. The protocol to be developed from this legislative mandate will include post-release transitional housing plans including procedures to refer individuals to a provider of housing placement services. In addition, the protocol will include provisions for individualized case management, educational referral, job training and life skills training, substance abuse and mental health treatment, family cohesion reunification, and employment placement. Funds from the Department of Public Safety (DPS) for re-entry programs have increased significantly, as have funds from the Department of Health Alcohol and Drug Abuse Division. DPS has also partnered with the City's Oahu WorkLinks program to provide job-readiness assessments for persons about to be released from prison. The primary emergency shelter serving Oahu, IHS, offers comprehensive services to offenders at-risk of street homelessness, including relapse prevention activities focused on accessing substance abuse and mental health services, if needed, and rebuilding employment and social support competencies.

VI. EXISTING HOMELESS FACILITIES

The following inventory of emergency shelters, transitional shelters, and permanent supportive housing was submitted with the 2008 Continuum of Care homeless grant application:

TABLE 30
2008 HOUSING INVENTORY – EMERGENCY SHELTERS

Provider	Facility Name	Family Beds	Family Units	Ind. Beds	Total Beds
Child and Family Service	Honolulu Shelter	19	4	5	24
	Leeward Shelter	16	4	2	18
Family Promise of Hawaii	Family Promise of HI	28	8	0	28
Hale Kipa, Inc.	Boys' Emergency Shelter	0	0	6	6
	Girls' Emergency Shelter	0	0	8	8
IHS, Institute for Human Services	Kaaahi Women & Families Shelter	90	25	100	190
	Sumner Men's Shelter	0	0	200	200
Hawaii Helping the Hungry Have Hope	Next Step	80	40	160	240
Parents and Children Together	Ohia Shelter	8	0	8	16
River of Life Mission	Lighthouse Shelter	86	24	13	99
Waianae Community Outreach	Hope for a New Beginning	203	60	27	230
Windward Spouse Abuse Shelter	Hale Ola	8	2	10	18
	TOTAL:	538	167	539	1,077

Source: City and County of Honolulu, Department of Community Services

TABLE 31
2008 HOUSING INVENTORY – SAFE HAVENS

Provider	Facility Name	Family Beds	Family Units	Individual Beds	Total Beds
Mental Health Kokua	Safe Haven	0	0	25	25

Source: City and County of Honolulu, Department of Community Services

TABLE 32
2008 HOUSING INVENTORY – TRANSITIONAL SHELTERS

Provider	Facility Name	Family Beds	Family Units	Ind. Beds	Total Beds
Catholic Charities Hawaii	Ma`ili Land	154	44	0	154

Provider	Facility Name	Family Beds	Family Units	Ind Beds	Total Beds
Child and Family Service	Transitional Apartments	17	4	3	20
Gregory House Programs	Community Residential Program	0	0	13	13
	Gregory House	0	0	11	11
Hale Kipa, Inc.	TLP-Keeaumoku Men's	0	0	4	4
	TLP-Makaaloa Men's	0	0	4	4
	TLP-Apaa Women's	4	2	2	6
Holomua Na `Ohana	Onemalu	177	38	8	185
	Weinberg Village Waimanalo	155	30	0	155
Honolulu Community Action Program	Building 36 at Kalaeloa	0	0	140	140
Ho`omau Ke Ola	Lahilahi	0	0	8	8
Housing Solutions, Inc.	Kulaokahua	0	0	29	29
	Loliana	153	43	0	153
	Na Kolea	0	0	64	64
	Vancouver House	114	33	0	114
Kahikolu Ohana Hale O Waianae (KOHOW)	KOHOW Transitional Shelter	216	48	40	256
Ohana Ola O Kahumana	Villages of Ma`ili	320	80	0	320
The Salvation Army ATS	Waokanaka	0	0	8	8
Steadfast Housing Development Corp.	Ahukini	0	0	5	5
U.S. Veterans Initiative	Veterans in Progress	0	0	118	118
	Pai`olu Kai`aulo	225	65	75	300
Women in Need	Bridge to Success - Kaneohe	10	7	5	15
	Bridge to Success - Waianae	0	0	8	8
	TOTAL:	1,785	442	545	2,330

Source: City and County of Honolulu, Department of Community Services

TABLE 33
2008 HOUSING INVENTORY – PERMANENT SUPPORTIVE HOUSING

Provider	Facility Name	Family Beds	Family Units	Ind Beds	CH Beds	Total Beds
Gregory House Programs	HOPWA-City & County	12	4	26	0	38
	HOPWA-SPNS, TBRA	9	3	27	0	36
	S+C, TBRA	9	3	26	6	35
IHS, Institute for Human Services	S+C - HOMES	0	0	30	30	30
	S+C - Home at Last	0	0	37	37	37
	S+C - My Home, My	0	0	11	11	11

	Hope for the Future					
Kalihi-Palama Health Center	S+C - New Beginnings	25	18	140	50	165
Kahikolu Ohana Hale O Waianae (KOHOW)	KOHOW Permanent Housing	92	23	0	0	92
Steadfast Housing Development Corp.	Shelter Plus Care 1	0	0	31	4	31
	Shelter Plus Care 2	0	0	25	6	25
	Shelter Plus Care 3	0	0	12	4	12
	Shelter Plus Care 5	0	0	10	1	10
	Headway House/ Hale Ulu Pono	0	0	68	8	68
	Kaukama	0	0	5	1	5
	Komo Mai	0	0	5	1	5
U.S. Veterans Initiative	Veterans Permanent Supportive Housing	0	0	12	12	12
	TOTAL:	147	51	465	171	612

Source: City and County of Honolulu, Department of Community Services

COMMUNITY DEVELOPMENT

I. GOALS

A. Community Development Goals

For the five-year period covered by this plan, the City anticipates using ESG, CDBG, HOPWA and/or HOME funds to meet the following community development goals:

- 25 new or improved facilities
- 10 public facilities made accessible
- 7,500 persons will benefit from improved public safety capability
- 200 persons will benefit from new or improved city-owned facilities or infrastructure
- 4 businesses will receive rehabilitation, Section 108 or float loans
- 5 economic development projects assisted
- 2 Neighborhood Revitalization Strategy Areas (NRSA) approved by HUD
- 250 low- and moderate-income persons provided with micro-enterprise assistance
- 5,000 seniors or persons with a disability will benefit from new or expanded services
- 1,500 predominately low- and moderate-income youth will benefit from new or expanded services
- 1,250 victims of domestic violence will benefit from supportive services
- 9,250 persons will benefit from new or expanded health, transportation, and support services
- 4 community needs studies completed

Chart 4, following, details the activities the City intends to undertake to meet these goals.

CHART 4: COMMUNITY DEVELOPMENT GOALS

OBJ CODE	PROBLEM/NEED	ACTIVITY	OUTPUT	2011	2012	2013	2014	2015	COMMUNITY BENEFIT INDICATORS	OUTCOME/ OBJECTIVE
PF1	Inadequate facilities to provide public services to low- and moderate-income communities and persons	Acquire, construct or renovate a building to benefit low- and moderate-income persons by providing services for seniors or persons with disabilities; by providing health care including mental health and substance abuse treatment; by providing childcare or activities for youth; or by providing services to persons in need.	Goal Funded Underway Completed	5	5	5	5	5	2,500 persons will benefit from new or improved facilities.	Accessibility / Suitable Living Environment
PF2	Public facilities and streets are not accessible	Construct or renovate facilities to comply with accessibility requirements.	Goal Funded Underway Completed	2	2	2	2	2	250 persons will benefit from public facilities made accessible.	Accessibility / Suitable Living Environment
PF3	Some City emergency facilities are inadequate for optimum public health and safety	Provide updated facilities and equipment for police, fire and emergency medical services and traffic engineering / safety measures in low- and moderate-income communities	Goal Funded Underway Completed	1	1	1	1	1	7,500 persons will benefit from improved public safety capability	Sustainability / Suitable Living Environment
PF4	Some city-owned facilities and infrastructure are inadequate or need health and safety improvements in low- and moderate-income communities	Acquire, construct, replace, or renovate city-owned facilities and infrastructure to benefit low- and moderate-income communities	Goal Funded Underway Completed			1			200 persons will benefit from new or improved city-owned facilities or infrastructure	Sustainability / Suitable Living Environment

CHART 4: COMMUNITY DEVELOPMENT GOALS (Continued)

OBJ CODE	PROBLEM/NEED	ACTIVITY	OUTPUT	2011	2012	2013	2014	2015	COMMUNITY BENEFIT INDICATORS	OUTCOME/ OBJECTIVE
ED1	Chinatown, enterprise zones, low- and moderate-income neighborhoods and other areas must be preserved and assisted as economic centers	Provide rehabilitation loans to Chinatown businesses and businesses in other eligible neighborhoods.	Goal Funded Underway Completed		1		1		2 businesses will receive rehabilitation loans	Sustainability / Economic Opportunity
		Provide Section 108 Loan Guarantees and Float Loans to CDBG eligible areas to assist and promote business, business expansion, job creation or retention, development and redevelopment, housing streetscapes environmental remediation and other special economic development activities.					1	1	2 businesses will receive Section 108 or Float Loans	
		Preserve and stimulate economic development projects.		1	1	1	1	1	5 projects assisted.	
		Support the development of NRSAs in Chinatown / Kalihi, Wahiawa, the Leeward Coast, Waipahu and other eligible areas.				1		1	2 NRSAs approved by HUD	
		Provide microenterprise assistance.		50	50	50	50	50	250 low- and moderate-income persons provided microenterprise assistance	
PS1	Inadequate support services for seniors and persons with a disability	Provide additional services to seniors or persons with a disability to maintain independent living in the community.	Goal Funded Underway Completed	1,000	1,000	1,000	1,000	1,000	5,000 seniors or persons with a disability will benefit from new or expanded services	Accessibility / Suitable Living Environment
PS2	Inadequate early education and youth	Provide support services to address emotional, social	Goal Funded	300	300	300	300	300	1,500 predominately low- and moderate-income	Accessibility / Suitable Living

CHART 4: COMMUNITY DEVELOPMENT GOALS (Continued)

OBJ CODE	PROBLEM/NEED	ACTIVITY	OUTPUT	2011	2012	2013	2014	2015	COMMUNITY BENEFIT INDICATORS	OUTCOME/ OBJECTIVE
	services for youth and families in low- and moderate-income communities	and cognitive development of young children; and life skills, remedial education, and occupational skills needs of older youth.	Underway Completed						youth will benefit from new or expanded services	Environment
PS3	Inadequate services to assist victims of domestic violence	Provide additional services to benefit victims of domestic violence.	Goal Funded Underway Completed	250	250	250	250	250	1,250 persons will be served through these services	Accessibility / Suitable Living Environment
PS4	Lack of health care services including primary care, mental health, and substance abuse treatment	Provide additional services to benefit predominantly low and moderate income persons needing health care.	Goal Funded Underway Completed	250	250	250	250	250	1,250 persons will be served through these services	Accessibility / Suitable Living Environment
PS5	Inadequate support services for low- and moderate-income persons and communities to achieve greater economic self sufficiency and social well being	Provide additional services in the following areas: food; outreach; case management; life skills, remedial and employment training and job development, creation and retention; legal counseling and assistance; literacy; budgeting, financial literacy and asset building; language access and limited English proficiency services; parenting and family strengthening; anger management; housing counseling and eviction prevention; foster family services; services to ex-offenders; transportation; transportation oriented development, micro-	Goal Funded Underway Completed	1,500	1,500	1,500	1,500	1,500	7,500 persons and other communities will be served through these services	Accessibility / Suitable Living Environment

CHART 4: COMMUNITY DEVELOPMENT GOALS (Continued)

OBJ CODE	PROBLEM/NEED	ACTIVITY	OUTPUT	2011	2012	2013	2014	2015	COMMUNITY BENEFIT INDICATORS	OUTCOME/ OBJECTIVE
		enterprise loans and other applicable services.								
PS6	Inadequate transportation vehicles to serve low- and moderate-income communities and persons.	Provide transportation services for low- and moderate-income persons, including: shuttle services for persons experiencing homelessness from homeless facilities to service providers, bus stops and schools; provide transportation to persons with other special needs.	Goal Funded Underway Completed	100	100	100	100	100	500 persons will be served through these services	Accessibility / Suitable Living Environment
AD1	Program Planning and Administration	Complete: Analysis of Impediments to Fair Housing; Hawaii Housing Policy Study; Homeless Point-In-Time; Homeless Needs Assessment Study; Revision of Affordable Housing Rules	Goal Funded Underway Completed	1	2	1	1	1		Sustainability / Suitable Living Environment
		Administer the CDBG, HOME, ESG, HOPWA Programs	Goal Funded Underway Completed	4	4	4	4	4		

B. Narrative: Community Development Goals

Under Resolution 09-206, the City established priorities for the use of CDBG funds. The first priority was Public Service Needs defined as "qualified public services and programs for the target populations deemed by the city to be most vulnerable that include but are limited to seniors, persons with disabilities, children, victims of domestic violence, and those suffering from the effects of substance abuse or mental illness."

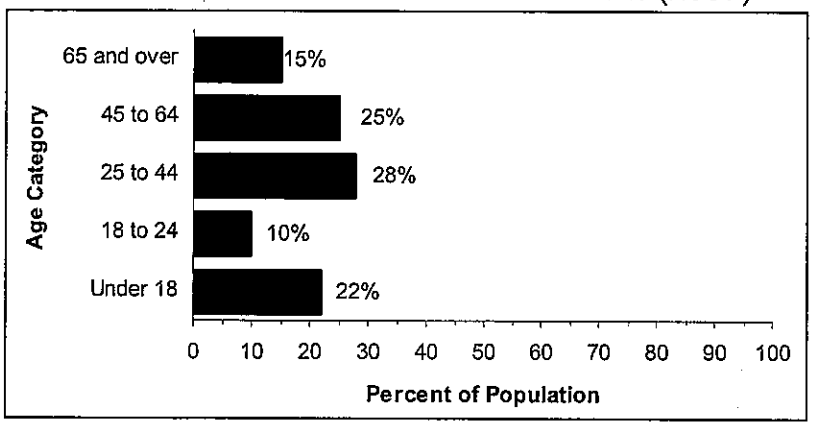
The second priority was Public Facilities. Funds in this category would be "used to construct or renovate service facilities that support the health and human services needs of Oahu residents, primarily low- and moderate-income individuals that include but are not limited to homeless facilities, senior facilities, facilities for persons with special needs and/or disabilities, health centers, substance abuse centers, and children and/or youth centers."

The third priority was Community/Economic Development to "support the leveraging of limited city resources that bring about sustainable improvement in the well-being and quality of life of local communities, especially low- to moderate-income areas."

The last priority was Infrastructure projects which "improve the quality of life for all residents of Oahu, will specific attention given to those living in low- to moderate-income areas. Projects may include but are not limited to infrastructure projects such as sewer, water, street, flood drain, and sidewalk improvements, public safety facilities improvements, American with Disabilities Act ("ADA") required improvements, and miscellaneous repairs to extend the life of recreational facilities and resources."

In developing the Community Development goals, the City considered community demographics. The median age was 37.3 years for Oahu and 38.1 for the State. 22% of the City's population was under 18 years of age and 15% was 65 years and older.

FIGURE 6
AGE DISTRIBUTION OF PEOPLE IN HONOLULU (2007)



Source: 2005 – 2007 American Community Survey

The percentage of people living in poverty was 8.6%, with the percentage jumping to 17.3% for families with female householder, no husband present. In December 2008, Honolulu had a jobless rate of 4.2% or over 19,000 residents.[56]

PF-1 / PF-2: New or Improved Health, Social or Community Services Facilities

In the past, the City has played a significant role in supporting the health and human service needs of Oahu's residents by providing funds to build or renovate public service facilities that primarily serve low- or moderate-income individuals. For the 2015 Plan, areas of specific need include:

- Senior Facilities,
- Facilities for those with Disabilities,
- Health Centers,
- Substance abuse Centers, and
- Children / Youth Centers.

(NOTE: Community needs for the groups served by these facilities are described in the Special Needs Housing Section of this plan.)

The high cost of construction on Oahu limits the number of public facility projects that the City can fund. In recent years, public facilities grants have ranged from the hundreds of thousands to the millions, with an average grant amount of over $750,000.

PF-2 / PF-3 / PF-4: New or Improved City facilities

The City and County of Honolulu's goal is to provide basic public services and to improve the quality of life for all of Honolulu's citizens. The focus of City services will be directed at projects intended to ensure the public health and safety of residents in low- to moderate income communities. Some of the projects include infrastructure improvements, improvements to public safety facilities, improvements to address the Americans with Disabilities Act requirements and miscellaneous repairs to extend the life of recreational facilities and resources.

ED-1: Community Development and Community-Based Economic Development

The City's community economic development planning goal is to bring about sustainable improvement in the well-being and quality of life of local communities, especially in low-moderate income and distressed areas. The City will continue to support and leverage its limited resources (CDBG, Section 108 and Float Loans) towards the development of a county-wide economic development plan that will support CDBG-funded activities as well as provide a comprehensive strategy for the island economy.

[56]U.S. Department of Labor, Bureau of Labor Statistics, *Local Area Unemployment Statistics.*

The City will develop a county-wide economic development plan built upon its relationships with and the continued support of various Community-Based Development Organizations (CBDOs) and other community stakeholders. The plan will focus on efforts to assist communities by developing strategic plans and/or master plans including Neighborhood Revitalization Strategy Areas.

Specific strategies include:

- Supporting the creation, development, and the empowerment of community-based organizations
- Providing planning, organizational support and technical assistance to organizations in building infrastructure and organizational capacity
- Supporting financial literacy programs and services
- Supporting micro-enterprise and business training
- Supporting local government initiatives and projects which have an impact upon community economic development activities
- Conducting community economic development planning and outreach activities with the focus of identifying viable as well as sustainable economic opportunities
- Encouraging the development and implementation of "Green" initiatives

PS-1 to PS-6: Public Services

The public service goals for the 2015 Plan continued those enumerated in prior plans. They focused on funding for the most vulnerable groups (seniors, persons with disabilities, children and victims of domestic violence); areas with growing needs (health care including mental health and substance abuse); and services which focused of improving the self-sufficiency or social well-being of low- and moderate-income persons. (NOTE: Community needs for these groups are described in the Special Needs Housing Section of this plan.)

A new goal in 2015 which came out of the Consultation meetings was the need for transportation services for low- and moderate-income persons and persons with special needs including the homeless (PS-6).

AD-1: Needs Assessments

To ensure that the City continues to use its funds in the most efficient and effective manner, the City will undertake four needs assessments over the 5-year period covered by the 2015 Consolidated Plan.

TABLE 34
PROJECTED STUDIES COMMISSIONED BY THE CITY

Needs Assessment	Frequency	Last One	Projected
Analysis of Impediments	Every 4 years	2007	2011
Hawaii Housing Policy Study	Every 3 years	2006	2013

Needs Assessment	Frequency	Last One	Projected
Homeless Point-in-Time	Every 2 years	2009	2011, 2013
Homeless Needs Assessment	TBD	2004	TBD

Obstacles to Community Development Goals

- Limited Resources. The City's primary obstacle to meeting its community development goals is the lack of sufficient resources to fund community development projects. The City is not unique in having to serve a community with infinite needs and wants with finite resources.
- Funding Constraints (Economic Development). The allocation mechanism for CDBG funds, which directs funds primarily to qualified non-profit organizations, limits the strategies available for addressing some of the economic development needs of our community.
- Capacity Building (Economic Development). Although community-based organizations have made substantial progress over the past few years, there continues to be a great need to build their capacities to plan, develop and implement feasible, as well as sustainable, economic development projects and activities.

II. PRIORITIES

A. Community Development Needs Priority Table

TABLE 35
PRIORITY COMMUNITY DEVELOPMENT NEEDS

PRIORITY COMMUNITY DEVELOPMENT NEEDS	PRIORITY NEED LEVEL High, Medium, Low	UNMET PRIORITY NEED	5-YEAR GOALS
PUBLIC FACILITY (projects)			
Senior Centers	H	4	4
Centers for Persons with Disabilities	H	4	4
Homeless Facilities	H	6	6
Youth Centers	H	3	3
Neighborhood Facilities	M	2	2
Child Care Centers	M	1	1
Health Facilities	H	3	3
Mental Health Facilities	H	3	3
Fire Stations / Equipment	H	5	5
Abused / Neglected Children Facilities	M	2	2
Other Public Facility Needs	H	7	7
Facilities to benefit abused spouses, substance abusers and persons seeking to increase the quality of their lives.			
INFRASTRUCTURE (projects)			

PRIORITY COMMUNITY DEVELOPMENT NEEDS	PRIORITY NEED LEVEL High, Medium, Low	UNMET PRIORITY NEED	5-YEAR GOALS
Water/Sewer Improvements	M	TBD	
Street Improvements	M	TBD	
Sidewalks – Curb Ramps	M	TBD	
Solid Waste Disposal Improvements	M	TBD	
Flood Drain Improvements	M	TBD	
Other Infrastructure Needs	M	TBD	
PUBLIC SERVICE NEEDS (people)			
Senior Services	H	5,000	5,000
Services for Persons with Disabilities	H	TBD	TBD
Legal Services	H	2,500	2,500
Youth Services	H	1,500	1,500
Child Care Services	M	TBD	TBD
Transportation Services	M	500	500
Substance Abuse Services	H	TBD	TBD
Employment Training	M	500	500
Health Services	H	TBD	TBD
Lead Hazard Screening	M	TBD	TBD
Crime Awareness	M	TBD	TBD
Other Public Service Needs	H	7,500	7,500
Other Public Service Needs include services to victims of domestic violence and persons in need.			
ECONOMIC DEVELOPMENT (Projects)			
Capital Improvement	M	2	2
ED Assistance to For-Profit (Sec. 108)	M	2	2
ED Technical Assistance	M	5	5
Micro-Enterprise Assistance (People)	M	250	250
PLANNING – Needs Assessment	H	6	6

Note: Priorities above represent funding by the City using Federal HUD funds. Community Development Needs identified by HUD but given low priority by the City was not included in this table.

B. Narrative: Community Development Priorities

The basis for assigning relative priorities in the Community Development section is similar to that used for the other sections – assisting those with the greatest needs.

The most vulnerable populations (elderly, disabled, youth) received the highest funding priority for both facilities and services. Those which provided essential services such as health care also received a high priority. City infrastructure projects were given a medium priority (at least in terms of HUD funds) to provide more opportunities to fund non-profit service providers.

In terms of economic development activities, the City is placing an increased emphasis on comprehensive planning that truly identifies projects and programs that will produce economic opportunities and improve social conditions in a sustainable way.