



**CCR No. 1 / FY2012**

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## GHURA Strengthening Families & Building Communities: One Project At A Time

### HOME PROGRAM Income Guideline

By Household	
# of Members	Income Limit
1	\$ 32,800
2	\$ 37,450
3	\$ 42,150
4	\$ 46,800
5	\$ 50,550
6	\$ 54,300
7	\$ 58,050
8	\$ 61,800

**Source: U.S. Department of Housing and Urban Development, 80% of Area Median Income, Adjusted HOME Income Limits for Guam (effective 11/16/2011)**

# A Citizen-Centric Report for Guam Housing and Urban Renewal Authority

*Aturidåt Ginima' Yan Rinueban Siudåt Guåhan*

## Mission Statement

To assure the availability of quality housing for low-income persons, to promote the civic involvement and economic self-sufficiency of residents, and to further the expansion of affordable housing on Guam.



## Goals and Strategic Objectives

GHURA's overarching goal is to provide adequate housing and community planning for those who reside in GHURA-managed housing and who participate in GHURA-supported rental and homeownership programs and activities across the island. Island residents are enabled to fulfill goals of securing safe, decent, and sanitary housing for themselves and their families within well-developed island communities. Another GHURA goal is to create opportunities for our client's successful participation in the workforce, and housing in the private/public sector.

GHURA's dedicated employees are committed to providing a level of service excellence to assist in these efforts. The Authority actively pursues community partnerships with NGOs, government, and private entities to allow for the implementation of programs beneficial to island residents and, in particular, GHURA tenants.

At every turn, GHURA strives to create and develop sustainable housing supported by strong, integrated communities.

GHURA welcomes opportunities to engage the community to discuss the housing and community needs of our island's low- and moderate-income populations.

## Our History

The Guam Housing and Urban Renewal Authority (GHURA) was established by Public Law 6-135 on December 18, 1962. In the aftermath of Typhoon Karen in November 1962, an estimated 90% of the island's buildings were destroyed or severely damaged. GHURA is designated by the Governor of Guam to administer funds received for Guam through the U.S. Department of Housing and Urban Development's (HUD's) various funding programs. For 50 years, the Authority has assisted thousands of low/mod income renters and homeowners to acquire suitable housing.

## GHURA Family

The Authority is governed by a seven member Board of Commissioners appointed by the Governor of Guam. GHURA has a current staff of 103.5 positions in eight divisions: Executive Management; Administration consisting of Fiscal, Human Resources, Management Information Systems, Procurement, and Audit and Compliance; Section 8 Housing Choice Voucher; Public Housing (Asset Management); Research, Planning, and Evaluation; Community Development; Architectural/Engineering; and Modernization.



Photo: Renaissance Rental Housing, Talofofo  
Rehabilitated with HUD CDBG grant funds

# Performance

## Housing Choice Voucher Program

GHURA administers 2,545 rental vouchers utilized by eligible individuals and families to afford privately-owned rental housing across the island. GHURA receives over \$32 million dollars annually for the payments to landlords, tenant utility allowances, and for the Family Self-Sufficiency Program.

In 2012, the Section 8 HCV Program reported the following profile:

- 82 percent of participating families are from female head-of-households and 18 percent from male head-of-households;
- The average annual household income for 2012 is \$12,108;
- 40 percent of families were in three-bedroom units; 30 percent in two-bedroom units; and 20 percent in four-bedroom units; and the remaining 10 percent occupied one-, five-, and six-bedroom units;
- Approximately 99.5 percent of families receive some form of general assistance or Temporary Assistance for Needy Families (TANF); 61 percent receive income through wages; 33 percent receive child support; and 3 percent own businesses; 20 percent receive social security benefits; 3 percent receive income from other sources; and 28 percent receive non-cash items from various sources;
- 89 percent are reported as Pacific Islander; 9 percent are of Asian descent; and the remaining 2 percent are White, Black, American Indian, and other.

Of the 2,545 vouchers, 175 vouchers benefit persons with disabilities. Known as the **Mainstream Program**, persons with disabilities who face difficulties locating suitable, accessible housing in the private market are assisted with housing vouchers. One hundred thirty three (133) vouchers are used to support the **Family Unification Program**, available to families for whom the lack of adequate housing is a primary factor in the separation, or threat of imminent separation of children from their families. The **VASH (Veterans Affairs Supportive Housing) Program** provides 30 vouchers to assist homeless veterans who also receive case management and clinical services provided by the U.S. Office of Veterans Affairs. Referrals for VASH are received from the Department of Veterans Affairs office.

Finally, project-based vouchers are utilized for the 49 homes of the **Guma' Trankilidat Program** located in Tumon. Trankilidat is housing open to elderly persons 62 years and older and persons with disabilities. In all, HFVP families are free to choose where they live and to transfer their assistance when they move. Through a transfer process called *portability*, voucher participants can move almost anywhere in the United States or its Territories.

The **Family Self-Sufficiency Program (FSS)** is a housing service available to HCVP participants who aspire to achieve economic and social independence. Participants are linked to employment opportunities. The elderly and disabled receive basic life skills. One of the significant services provided by the FSS program is the escrow program. The escrow is a form of savings account that is allowed to accumulate for a period of five years. In the fifth year, the family is paid their escrow and may use it toward furthering their goal of self-sufficiency, such as purchasing a home or paying college tuition.

## Public Housing Program

Public Housing was established to provide decent, safe, and sanitary rental housing for eligible families, the elderly, and persons with disabilities. Public Housing comes in all sizes and types—from scattered single-family houses to clustered units for elderly families or persons with disabilities. Guam owns and operates 750 units of public housing administered by four separately managed sites known as AMPS, or Asset Management Property Sites.

At the end of FY 2012, the Authority had 729 units leased with an occupancy rate of 97.2% and an adjusted rate of 98.4% with 9 units under modernization. For the fiscal year ending September 30, 2012, the Authority received \$1.73 million in Operating Subsidy funds and \$1.17 million in Capital Fund Program funds for our Public Housing program.

## Community Planning and Development (CPD)

GHURA administers a handful of HUD CPD grants received by Guam in the form of formula grants. Specifically, they are the Community Development Block Grant (CDBG), the HOME Investment Partnership Grant (HOME), the Emergency Shelter Grant (ESG), and the Continuum of Care (CoC) Homeless Assistance funds: Supportive Housing Program (SHP) and the Shelter Plus Care Grant (S+C). For FY2012, a total of \$4,543,718 was received to

fund eligible CDBG and HOME projects. CoC homeless grant funds totaling \$1,124,575 were awarded for the same period.

CDBG funds facility construction and improvements, which included construction of the Macheche Neighborhood Facility, renovation of the Liheng Apartments for the Elderly, construction of Catherine's Home (for victims of domestic abuse and family violence), rehabilitation of 10 staff housing units in Malessa and Talofofo (Renaissance Rental Housing), and the rehabilitation of 10 abandoned homes in Dededo (Sagan Linahyan Rental Rehabilitation).

Guam uses HOME funds to address the needs of homebuyers and homeowners of low- and moderate-income. GHURA will fund and construct 10 units of affordable housing (Renewal Homes) in Dededo. GHURA also continued to fund the Homeowner Rehabilitation Loan Program, assisting six families to bring their homes up to local building code standards.

The SHP and S+C programs provided funding for no fewer than seven ongoing programs serving homeless persons. Programs included the Housing First Voucher, Light-house Recovery Center Aftercare, HMIS, the Oasis Empowerment Center, LIHENG Transitional Case Management, the Guma' Hinemlo, and Karidat Support Services.

## Other HUD CPD Funding

In the wake of the national housing and financial crises of the recent past two years, Guam received and continues to manage additional funds. The U.S. Congress enacted the Housing and Economic Recovery Act of 2008 (HERA) from which the Neighborhood Stabilization Program (NSP) was funded. GHURA was awarded \$100,674 of NSP to mitigate the impacts of foreclosure activities in Guam.

From the American Recovery and Reinvestment Act of 2009 (ARRA), GHURA also participated in the Community Development Block Grant-Recovery (CDBG-R) with \$2,851,151 to fund the construction of Guma' San Jose Emergency Shelter; new Southern Police Precinct; and the new Agat/Santa Rita Fire Station. The Homeless Prevention and Rapid Re-Housing (HPRP) Program provided Guam with \$1,221,922 of HPRP funds in support of the homeless for a defined three-year period.

# Financial Status

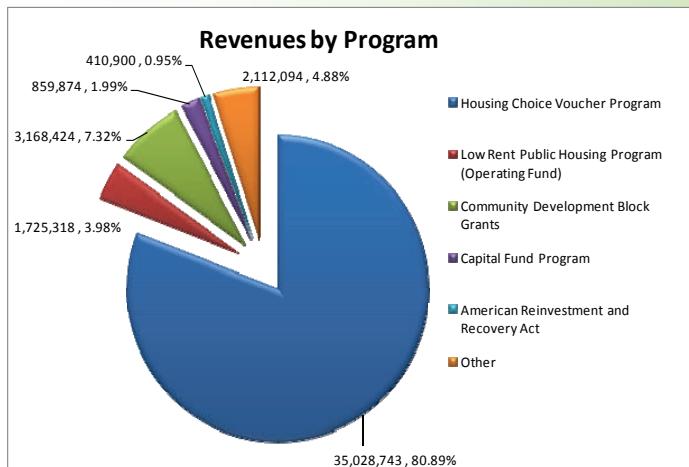
## Revenues

GHURA's revenues consist of tenant rents, operating subsidies, grants, management and bookkeeping fees, program income, land sales, interest earned on investments, and other income. The majority of revenues is from the U.S. Department of Housing and Urban Development.

Tenant related revenue, which accounted for 0.86% of total current year revenues, decreased by \$26,149, or approximately 5.72%, from the prior year. This decrease is attributed to a decrease in tenant income and charges for the period, and continued emphasis on enforcement of program regulations.

Operating subsidies, operating and capital grant revenue decreased by a net \$23.2m, or approximately 47.8%, from the prior year. The net decrease resulted primarily from a decrease of \$2.6m from American Reinvestment and Recovery Act (ARRA), decrease of \$2.3m in Low Rent Housing, \$0.2m in Housing Choice Voucher, increase of \$0.3m in Community Development Block Grant, decrease of \$0.4m in Home Investment Partnerships Program, decrease of \$0.1m in Tobacco Backed Asset Bond funds, decrease of \$0.1m Supportive Housing for the Elderly program, decrease of \$17.8m in new program funding which included \$14.3m in Internal Revenue Service Section 1602 funding, \$2.3m in U.S. Department of the Interior funds, and \$1.2m in Capital Fund Program.

	2010	2011	2012	% Change
<b>Revenues:</b>				
Tenant Income	\$ 505,466	\$ 457,260	\$ 431,111	-6%
HUD PHA Operating Grants	50,774,189	45,344,880	42,349,179	-7%
Other Grants/Govt. Funding	14,103,622	25,700,330	6,071,595	-76%
Property Sales	29,306	24,000	31,084	30%
Other Income	3,072,192	1,048,588	1,082,425	3%
<b>Total Revenue</b>	<b>\$ 68,484,775</b>	<b>\$ 72,575,058</b>	<b>\$ 49,965,394</b>	<b>-31%</b>



## Independent Audit

Independent Audit was performed by J. Scott Magliari & Company. GHURA received an unqualified (clean) opinion. The Office of Public Accountability released the GHURA audited financial report on June 27, 2013.

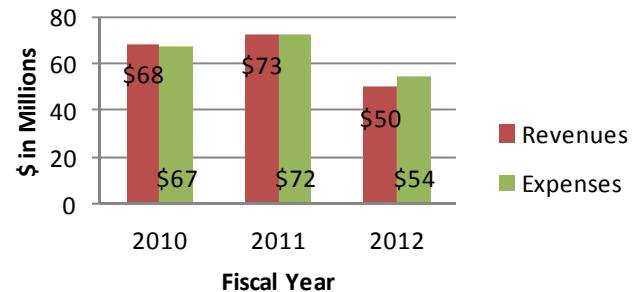
For more information of the independent audit, you may visit our website at [www.ghura.org](http://www.ghura.org).

## Expenses

Total expenses decreased \$17.6m or 24.48% from prior year. Operating expenses totaled \$54.3m in 2012, which represents a 24.9% decrease from prior year. Administrative expenses decreased by \$2.27m or 18.03% from fiscal year 2011. Expenses and other expenses increased approximately \$0.1m in the Housing assistance payments, and decreased approximately \$15.4m in the community programs and projects, while depreciation decreased by \$0.7m.

	2010	2011	2012	% Change
<b>Expenses</b>				
Housing Assistance Payments	\$32,670,091	\$32,935,455	\$33,042,007	(0)%
Administrative	3,999,038	4,246,398	4,292,139	1%
Employee Benefits	1,287,393	1,480,410	1,513,462	2%
Tenant Services	0	0	62	0%
Bad Debts	35,097	112,047	17,786	-84%
Utilities	321,165	354,415	380,270	7%
Insurance	215,282	205,296	177,797	-13%
Repairs and maintenance	12,071,528	6,179,532	3,929,100	-36%
Other	13,058,601	23,802,390	8,419,469	-65%
Depreciation	3,339,446	2,647,206	2,573,739	-3%
<b>Total Expenses</b>	<b>\$66,997,641</b>	<b>\$71,963,149</b>	<b>\$54,345,831</b>	<b>-24%</b>

## Revenues and Expenses



# Future Outlook & Opportunities

## Economic Factors

Significant economic factors that affect the Authority are as follows:

**Funding:** The funding source for all major programs is virtually 100% dependent on the U. S. Federal government, through HUD.

**The Public Housing Operating Fund final rule:** This rule required that PHAs implement asset management at an asset management project level. The Authority implemented a management fees or fee for service concept for asset management since calendar year 2007.

**Tourism Economy:** The local economy is heavily dependent on the tourism industry, the source of which is from Asian markets, primarily Japan. Unlike most public housing authorities in the U. S. mainland, the local economy does not follow the U. S. national economic trends. The tourism industry appears to be in an initial recovery stage. However, adverse economic conditions, compounded by the effects of ever-increasing worldwide price of oil, are and will continue to impact residents, clients, and partners. The local government revenues have greatly reduced the amount of welfare assistance provided to those tenants of the Authority, who were or are welfare recipients.

**Local inflationary, recessionary, and unemployment trends:** These trends continue to affect resident incomes and therefore the amount of dwelling rental income the Authority is able to charge and collect. Unemployment is estimated at 8%, and has affected those individuals with low to moderate income paying jobs, many of whom include the tenants in the Authority's housing programs. Tenants' reduced incomes result in lower dwelling rental income received by the Authority, and lower collection rates, which have impacted operations.

**Inflationary pressure on utility rates, supplies, and other costs:** The local government power and water agencies will be increasing fees due to increasing oil prices and problems with collections from the Government of Guam. Utility rates have been on the increase. Utility costs must be factored into utility allowances for tenants, which increase the level of assistance provided in terms of utility allowances, which increases the costs of the housing programs in general.

## Audit and Compliance

In order to ensure accountability for performance and results, the Executive Management is using a Management Scorecard. The Executive Management will use this scorecard to track how well departments are executing the management initiatives, and where they stand at a given point in time against the overall standards for success.

## Systems, Controls, and Legal Compliance

**Systems:** Currently the Authority utilizes a commercially developed package that integrates all housing program areas under one common software umbrella. All data entry is self-contained within this system and ultimately feeds into the financials, where pay out, reporting, and tracking occur. On average, the system generates approximately \$4.25 million per month in payments to tenants, landlords, employees, and

vendors. Data are available in real-time and on-line.

**Controls:** Management controls are the organization, policies, and procedures used to reasonably ensure that: (1) programs achieve their intended results; (2) resources are used consistent with agency mission; (3) programs and resources are protected from waste, fraud, and mismanagement; (4) laws and regulations are followed; and (5) reliable and timely information is obtained, maintained, reported, and used for decision making.

Managers must take systematic and proactive measures to: (1) develop and implement appropriate, cost-effective management controls for results-oriented management; (2) assess the adequacy of management controls in Federal programs and operations; (3) identify needed improvements; (4) take corresponding corrective action; and (5) report monthly, semi-annually, and annually on management controls.

**Legal Compliance:** The Authority is required to comply with a wide range of laws and regulations, including appropriations, employment, health and safety, and others. Responsibility for compliance primarily rests with agency management; compliance is addressed as part of agency financial statement audits.

**Accountability:** Management accountability is the expectation that managers are responsible for the quality and timeliness of program performance, increasing productivity, controlling costs and mitigating adverse aspects of agency operations, and assuring that programs are managed with integrity and in compliance with applicable law.

**Fraud, Waste, and Abuse:** The Authority must maintain its credibility with applicant and participant families, owners, HUD, and the larger community by enforcing program requirements. When families, owners, or GHURA employees fail to adhere to program requirements, the Authority must take appropriate action. The action that is appropriate depends on the particular case or circumstances.

The Authority will address program errors, omissions, fraud, or abuse through both prevention and detection. Preventive measures are the most effective way to deter widespread program irregularities. Errors, omissions, fraud, and abuse will occur, and the Authority will have preventive measures in place so that any irregularity can be quickly detected and resolved as efficiently, professionally, and fairly as possible. Because preventive measures are the most effective way to deter widespread program irregularities, they will be an integral part of daily operations.

GHURA must ensure that the Authority operates legally and with integrity. The central principle underlying the public ethics codes is the Conflict of Interest, more specifically, the conflict between a public official's individual self-interest and the public interest.

Public officials are repositories of the public trust and, as such, have a duty to faithfully and honestly represent the interests of the public.

**We value your comments.** Requests regarding any information contained in this report or any additional information or questions concerning the report should be addressed to Mr. Michael J. Dueñas, Executive Director, Guam Housing and Urban Renewal Authority, 117 Bien Venida Avenue, Sinajana, Guam 96910.