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Analysis of the

KAUAI COUNTY, HAWAII HOUSING MARKET

as of July 1, 1969

A Report by the DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT FEDERAL HOUSING ADMINISTRATION WASHINGTON, D. C. 20411

November 1969

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FHA Housing Market Analysis Kauai County, Hawaii, as of July 1, 1969

Foreword

This analysis has been prepared for the assistance and guidance of the Federal Housing Administration in its operations. The factual information, findings, and conclusions may be useful also to builders, mortgagees, and others concerned with local housing problems and trends. The analysis does not purport to make determinations with respect to the acceptability of any particular mortgage insurance proposals that may be under consideration in the subject locality.

The factual framework for this analysis was developed by the Field Market Analysis Service as thoroughly as possible on the basis of information available on the "as of" date from both local and national sources. Of course, estimates and judgments made on the basis of information available on the "as of" date may be modified considerably by subsequent market developments.

The prospective demand or occupancy potentials expressed in the analysis are based upon an evaluation of the factors available on the "as of" date. They cannot be construed as forecasts of building activity; rather, they express the prospective housing production which would maintain a reasonable balance in demand-supply relationships under conditions analyzed for the "as of" date.

Department of Housing and Urban Development Federal Housing Administration Field Market Analysis Service Washington, D. C.

FHA HOUSING MARKET ANALYSIS - KAUAI COUNTY, HAWAII AS OF JULY 1, 19691/

Kauai County is the most westerly of the four major islands in the Hawaiian chain. The island has about the same land area as Oahu, the most populous island in Hawaii, but only about five percent as much population, and only about four percent of the population of the State of Hawaii. The recent establishment of lower air fares between the islands in the Hawaiian chain, along with increased tourism to the state have changed the direction of the economy of Kauai. Historically, the principal supporting industries were food (sugar and pineapple) production and processing. Increasing accessability has helped the tourist industry to grow in recent years, and agriculture has declined to secondary importance.

The increase of tourist-related industries and population inmigration, accompanied by a relatively small construction industry and a lack of available mortgage money, have combined to cause stringencies in the housing market. The shortage of construction workers, difficult to recruit in Kauai (partly because of a booming rate of building in Honolulu and the high wages available there), increases the difficulty of providing housing adequate for the needs of the population and for the expected number of in-migrants.

^{1/} Data and estimates in this analysis are supplementary to a previous FHA analysis of the Neighbor Islands as of April 1, 1967.

Anticipated Housing Demand

On the basis of the anticipated increase in the number of households and on expected demolitions during the forecast period of this report, the demand for privately-financed, nonsubsidized housing is estimated at about 380 units annually during each of the two years from July 1, 1969 to July 1, 1971. The annual demand estimate includes 230 single-family houses and 150 units in multifamily structures.

The distribution of the demand for single-family houses by sales prices is presented in table I. About one-half of the demand for multifamily housing will be for rental units, and the remainder of the demand for apartment units may be satisfied through the sale of cooperative or condominium housing. Tourists may create some additional demand for part-time (seasonal) housing, such as apartment hotels or beach houses. The distribution of demand for multifamily units by monthly gross rent or monthly charge for condominium or cooperative units is presented in table I. It is important to note that the estimates of demand for housing are not predictions of the rate of construction during the July 1969-July 1971 period. They represent the level of construction which would result in an acceptable balance between demand and supply.

Occupancy Potential for Subsidized Housing

There appears to be a marked shortage of available housing at the lower rents and sales prices achievable only with some form of public assistance or subsidy. There are only 114 units of low-rent public housing in the county which are administered by the State of Hawaii Housing Authority; there is no other subsidized housing.

Federal assistance in financing costs for new housing for lowor moderate-income families may be provided through four different programs administered by FHA--monthly rent-supplement payments, principally in rental projects financed with market-interest-rate mortgages insured under Section 221(d)(3); partial payments for interest for home mortgages insured primarily under Section 235; partial payment for interest for project mortgages insured under Section 236; and below-market-interest-rate financing for project mortgages insured under Section 221(d)(3).

Household eligibility for federal subsidy programs is determined primarily by evidence that household or family income is below established limits. Some families may be alternatively eligible for assistance under one or more of these programs or under other assistance programs using federal or state support. Since the potential for each program is estimated separately, there is no attempt to eliminate the overlaps among program estimates. Accordingly, the occupancy potentials discussed for various programs are not additive. Furthermore, future approvals under each program should take into account any intervening approvals under other programs which serve the same requirements. The potentials¹/ discussed in the following paragraphs reflect estimates adjusted for housing provided or under construction under alternative FHA or other programs.

The annual occupancy potentials for subsidized housing in FHA programs discussed below are based upon 1969 incomes, on the occupancy of substandard housing, on estimates of the elderly population, on July 1, 1969 income limits, and on available market experience2/. The occupancy potentials by size of units required are shown in table II. High construction costs and relatively low maximum allowable incomes are reflected in the low occupancy potentials indicated in the following paragraphs.

Section 221(d)(3)BMIR. If federal funds are available, about 50 units of Section 221(d)(3)BMIR housing probably could be absorbed annually during the July 1969-July 1971 period $\frac{3}{}$. Almost all of the families eligible for this program also are eligible under the Section 235 or Section 236 programs.

<u>Rent-Supplement.</u> Under the rent-supplement program there is an annual occupancy potential for approximately 25 units, including 10 for elderly couples and individuals. All families eligible for rent-supplements also are eligible for public housing.

- 1/ The occupancy potentials referred to in this analysis have been calculated to reflect the capacity of the market in view of existing vacancy. The successful attainment of the calculated potential for subsidized housing may well depend upon construction in suitable, accessible locations, as well as upon the distribution of rents and sales prices over the complete range attainable for housing under the specified programs.
- 2/ Families with incomes adequate to purchase or rent nonsubsidized housing generally are eligible for one form or another of subsidized housing. However, no housing has been provided under the FHA-administered subsidized programs and absorption rates remain to be tested.
- 3/ As of July 1969, funds for allocation were available only from recaptures resulting from reductions, withdrawals, and cancellation of outstanding allocations.

Section 235, Sales Housing. Sales housing could be provided for low- to moderate-income families under Section 235. With exception income limits, there is an annual occupancy potential for about 40 houses during the July 1969-July 1971 period. Under regular income limits the potential would be substantially lower because of high construction costs in the area. All of the families eligible for Section 235 housing also are eligible under the Section 236 program. The potentials under the two programs are not additive. About 75 percent of those eligible under Section 235 are eligible for Section 221(d) (3) BMIR housing.

Section 236 Rental Housing. Under Section 236, the annual occupancy potential during the July 1969-July 1971 period is estimated at 50 units under exception income limits, including 10 units for the elderly. About 75 percent of the families and individuals eligible under this program also are eligible under Section 221(d)(3) BMIR. Generally, families and individuals eligible under this program also are eligible for Section 235; the potentials under the two programs are not additive.

The Sales Market

Prior to the recent increases in population, the market for sales housing was limited. Because of out-migration from Kauai and little or no population growth, relatively few sales housing units were built on the island in previous years. Most houses constructed were replacement units for persons displaced from farms and plantations which were being closed or consolidated.

The recent reversal in migration trends has caused much more rapid population increase and the market for sales housing has grown considerably. Because of high transportation costs from the mainland, which is the source of most building materials, a shortage of available construction labor, and credit stringencies, among other factors, the Kauai housing industry has not supplied additional units at a rate sufficient to satisfy the increased demand. Sales vacancies have decreased from 1.5 percent in 1960 to only 0.8 percent in July 1969. The sales housing market in areas near Lihue and Kapaa, where the tourist industry and most employment growth are centered, has become especially tight.

Despite the limitations outlined above, in response to increased demand and a decreasing supply of available units, there has been an increase in the rate of sales housing construction. Singlefamily units are the main source of new sales housing. Except for 1967, when mortgage money shortages reduced the rate of construction, the trend of house building has been generally upward since 1960, although small declines occurred in 1961 and 1965. There were about

A.,

210 single-family units authorized for construction in 1968, compared to 120 in 1960. Most of the construction has been in the Lihue area or on other eastern coastal parts of the Island.

There have been a small number of condominium multifamily sales projects developed recently. According to the Kauai Department of Public Works, about 70 multifamily units authorized for construction in 1968 were in condominium projects. Most of the units were located near the east coast and a few were in the north at Haena. Although 24 of the units built as condominiums in 1968 have been converted to hotel units (at Wailua), most of the projects appear to be successful. The development of the condominiums is indicative of the growing depth of the sales market.

Pre-sale is the customary method of marketing sales housing on Kauai. Little builder speculation exists. Most of the demand for sales housing has been for the lowest-priced housing which could be constructed. Because of the increases in migration to the island (including some relatively affluent persons), the demand for sales housing may include more higher-priced units. The majority of demand is expected to continue to be concentrated below \$25,000, however.

The Rental Market

Although around two-thirds of all occupied housing units on Kauai are renter-occupied, the market for new private rental housing has not been large. Signs of increased activity have appeared, however, and the market is now in very firm condition. Rental vacancies are at a low level. Vacancies in low-rent housing are especially scarce.

The demand for rental units on Kauai generally has been satisfied through the transfer of single-family houses from the sales to the rental inventory. Many of the single-family units now renter-occupied were originally constructed for agricultural workers on farms and plantations; a large portion of these units are substandard.

The market for rental housing has tightened, largely because of increased migration to the Island. The tightening of the rental market has occurred despite a small increase in multifamily rental construction. There were 100 units of multifamily housing authorized for construction in 1968, far above the annual average of 15 during the 1960-1967 period. Although only 30 percent of the 1968 multifamily authorizations were intended for rental occupancy, an increase in the construction of rental units is indicated. The rents in the multifamily units made available for rent are near the minimum achievable with market-interest-rate financing in Kauai. All rental projects appear to be successful.

Economic, Demographic, and Housing Factors

The anticipated annual demand for 380 units of new nonsubsidized housing is based on the projected trends in employment, incomes, population, and housing factors summarized below.

Employment. Total nonagricultural wage and salary employment in Kauai County averaged 9,020 in the twelve-month period through April 1969, up 530 from the corresponding period ending in 1968. Agricultural employment decreased by 100 during the period to average 2,090 during May 1968-April 1969 (see table III).

During the 1960-1965 period, wage and salary employment increased by an average of only 190 a year. The low rate of growth was caused primarily by the closing of two pineapple canneries and a reduction in pineapple production. The rate of economic growth increased during the 1965-1968 period; annual nonagricultural wage and salary gains averaged about 400 yearly.

Nonmanufacturing industries are the mainstay of the economy of Kauai, comprising about 83 percent of all nonagricultural wage and salary employment. The importance of manufacturing has been declining. The closing of pineapple canneries because of increased competition in the market has been the primary cause of the decreases in manufacturing jobs. Almost 90 percent of all wage and salary employment in manufacturing is in food processing--now principally sugar milling. The prospects for growth in manufacturing are slight; the local market is small, the distance to the mainland makes shipment of finished goods expensive, and raw materials for most commercial goods are lacking. Increasing competition in the pineapple market probably will decrease the need for workers in the food processing industry.

While employment in manufacturing activities has been declining, nonmanufacturing and total nonfarm wage and salary jobs have been increasing at an accelerating rate. Total nonfarm wage and salary employment grew by 320 jobs between 1965 and 1966 and by 590 jobs between 1967 and 1968. The rate of gain has slowed slightly in recent months, mostly because of labor shortages. Nonmanufacturing wage and salary employment was up by 670 between the twelve-month period ending in April 1969 and the corresponding period ending in April 1968 and employment in manufacturing declined by 140, a net gain of 530 during the year.

Excepting government, the two largest nonmanufacturing categories are the trade and the services and miscellaneous groups (1,760 and 2,230 employees, respectively, in the twelve month period ending in April 1969). Both of these industries are closely related to tourism and have been growing rapidly in recent years. The recent introduction of the five dollar air fares between the Hawaiian Islands available to interstate air travelers has stimulated travel to Kauai, and employment in transportation, communications and utilities has almost doubled in less than three and one-half years; average employment was 1,030 in the twelve-month period ending in April 1969, up from 560 in 1965. The gain in tourism was largely responsible for the increased service employment in hotels by 78 percent between 1965 and 1969, from 670 to 1,190 jobs.

Agriculture, formerly the mainstay of Kauai, is declining in importance. In 1960, 51 percent of all workers on the island were engaged in agriculture (including unpaid family workers) or in food processing. The agricultural employment ratio is now about 27 percent.

Growing tourism to the Hawaiian Islands (which may be increased by the introduction of the "jumbo jets" and recent mainland-Hawaii fare reductions) has aided the growth of the tourist industry. An increase in tourism to Kauai is expected, and the tourist industry is expanding rapidly. There were about 295,000 visitors to Kauai in 1968; the Hawaiian Visitors Bureau forecasts that visitors will total about 450,000 in 1970, and over 1,000,000 in 1975.

Hotel developers, apparently, are very optimistic about the future of the Kauai tourist industry. In early 1969, there were about 1,925 hotel units on the Island. The number of units under construction or planned will double the inventory by the end of 1970. There is some concern about the rapidity with which hotel accommodations are being added, however; average hotel occupancy in April 1969 was 56 percent, down from 72 percent in April 1968. The lower rate of occupancy reflects a higher rate of gain in hotel units (about 50 percent) than the increase in tourist traffic during the period.

The main factor which had limited over-all economic expansion in the early 1960's--cut-backs in the agricultural and food-processing sectors of the economy--is not likely be as important in the immediate future. Kauai is the farthest west of the four major islands in the Hawaiian chain. The Island is over 100 miles northwest of Honolulu and separated from the Hilo-Honolulu air route passages. The tourist economy of Kauai, accordingly, will grow more slowly in absolute terms than tourism in the other three major islands in the Hawaiian chain. Nevertheless, substantial increases in the number of visitors are expected. Based on the increased number of tourists anticipated and on the needed support personnel for the tourist industry, an average annual wage and salary job increase of about 700 seems reasonable for the two-year forecast period of this report. Except for the difficulty in recruiting additional hotel and other trade and service personnel on Kauai (the island now has a rate of population participation in the work force somewhat higher than for the nation as a whole) and the "tight" labor market on the other islands, the potential job increase could be somewhat greater. Gains in tourism to the Hawaiian Islands and Kauai are, of course, highly dependent on the continuing prosperity of the national economy; a significant change in the national rate of economic growth could change completely what now appears to be a reasonable expectation of increase in the Kauai economy.

Income. The 1969 median annual income of all families in Kauai County is estimated at \$7,125, after the deduction of federal income tax. The 1969 median income of all renter households of two persons or more is estimated at \$6,100. Distributions of after-tax incomes for 1967 and 1969 are shown in table IV.

<u>Population and Household Trends.</u> As of July 1, 1969, the population of Kauai County is estimated at 31,800, up an average of 800 yearly since April 1967¹/. The 1967-1969 increase reflects an average annual net natural increase (excess of resident births over resident deaths) of about 300 persons annually, and an average in-migration of about 500 persons each year.

The in-migration during the 1967-1969 period contrasts with the migration patterns of some earlier years. During the 1960-1967 period, there was net out-migration averaging 100 yearly. Most of the out-migration occurred in the early part of the period, however, when agriculture and food processing were declining rapidly; the tourist industry was small and had yet to attain a high rate of growth.

During the two-year forecast period of this report, the population of Kauai is expected to increase by about 1,000 annually, to a July 1971 total of 33,800. Assuming a static rate of net natural increase, the forecast suggests an increase in net in-migration to about 700 persons annually. Given the increasing accessability of Hawaii and the promotion of travel to the Neighbor Islands, the tourist industry on Kauai is expected to grow more rapidly. A higher rate of in-migration of permanent population should result.

^{1/} The U.S. Bureau of the Census and the State of Hawaii have made population estimates for each of the islands for a number of years. Because of substantial differences which developed between these two sources, a compromise estimate was resolved in 1968 and new "official" Census-State figures were released. Population estimates in this analysis are adapted from the new official figures and are, therefore, not comparable with those in the earlier analysis published by the FHA.

The number of households (occupied housing units) on Kauai is estimated at 9,250 as of July 1, 1969, reflecting an average annual gain of over 240 since 1967. The projected annual increase in the number of households during the July 1969-July 1971 period is 300.

Housing Inventory and Residential Construction Treads. As of July 1969, there were about 9,900 housing units in Kauai County, reflecting a net gain of 300 units since April 1967 (130 annually). The increase resulted from the completion of about 600 housing units and the loss of about 300 units through demolitions and other causes. Most of the units demolished were located on plantations or farms and previously were occupied by agricultural workers and their families.

As measured by the number of housing units authorized by building permits, $\frac{1}{}$ the rate of construction of private housing trended upward almost every year during the 1960's. During the 1965 through June 1969 period, authorizations averaged about 240 units annually. There was a decrease to 160 units in 1967, however, caused by a lack of available mortgage money. Authorizations increased to about 315 units in 1968, 100 of which were in multifamily structures--by far the largest number of multifamily units authorized in any year in the 1960's. Authorizations in the first six months of 1969 (about 150 units) indicate a rate of building similar to that in 1968 (see table V).

Vacancy. According to the April 1960 Census, there were about 920 vacant housing units in Kauai County. Included in the vacancies were 320 units which were available for sale or for rent, an overall available vacancy rate of 3.3 percent. About 1.5 percent of all units in the sales inventory were vacant, and 5.0 percent of the renter inventory was vacant.

There is little factual data on recent vacancy rates. Judged from a June 1969 Post Office Department survey of vacancies (which covered the Lihue and Kapaa postal delivery areas only) and on local observation, the rates of vacancy have decreased substantially in recent years. It is estimated that the over-all available vacancy rate is down to about 1.3 percent, including about 0.8 percent of the homeowner inventory and 1.6 percent of the renter inventory. These vacancy rates would substantiate the indications of a serious shortage of housing in Kauai County.

1/ All of Kauai County is covered by building permit systems.

Table I

Estimated Annual Demand for Nonsubsidized Housing Kauai County, Hawaii July 1969-July 1971

(A) Single-family Houses

Sales price	of houses	of total
Under \$22,500	80	35
\$22,500 - 24,999	65	28
25,000 - 27,499	45	20
27,500 - 29,999	25	11
30,000 and over	15	6
Tota ¹	230	100

(B) <u>Multifamily units</u>

		Number	or units	
Gross monthly rental ^a	Efficiency	One bedroom	Two bedrooms	Three or more bedrooms
\$130 - \$154	5	-	-	-
155 - 184	5	25	-	-
185 - 214		15	35	-
215 - 244	-	10	25	10
245 and over Total	$\frac{-}{10}$	50	<u>10</u> 70	<u>10</u> 20

a/ Gross rent is shelter rent plus the cost of utilities, and is the rentel equivalent of monthly charges for units marketed as cooperatives or condominiums.

Table II

Estimated Annual Occupancy Potential for Subsidized Housing Kauai County, Hawaii July 1, 1969 - July 1, 1971

A. Subsidized Sales Housing, Section 235

Eligible family size	Number of units ²
Four persons or less	25
Five persons or more	15
Total	40

B. Privately-financed Subsidized Rental Housing

Unit	Rent Sup	plement	Secti	ection 236ª/	
Size	Families	Elderly	Families	Elderlyb	
Two bedrooms or less	5	10	20	10	
Three bedrooms or more	10	<u> </u>	20	-	
Total	15	10	40	10	

- a/ All of the families eligible for Section 235 housing also are eligible for housing under Section 236, and about 75 percent are eligible for Section 221(d)(3) BMIR housing. A few may be eligible for low-rent public housing. The estimates are based on the higher exception income limits within legislative authority for occupancy of such subsidized housing. The occupancy potentials under Section 235 and 236 are not additive.
- b/ Applications, commitments, and housing under construction under Section 202 have been converted to Section 236 in accordance with instructions issued March 7, 1969.

Table III

<u>Civilian Work Force Components</u> And Nonagricultural Employment by Industry <u>Kauai County. Hawaii 1965-1969</u> (Annual averages)

Item	1045	10//	20/7		12 month through	April
	<u>1965</u>	<u>1966</u>	<u>1967</u>	1968	<u>1968</u>	<u>1969</u>
Total civilian work force	<u>11,750</u>	12,050	12,320	12,870	12,500	13,060
Unemployment	490	470	460	380	420	380
Per cent of work force	4.1%	3.9%				
Agricultural employment	2,240	2,230	2,210	2,190	2,190	2,090
Sugar	2,040	1,950	1,870	1,850	1,860	1,730
Pineapple	100	110	100	100	90	120
Other	100	170	240	240	240	240
Agricultural self-employed	240	240	230	230	230	220
Nonagricultural employment	<u>8,780</u>	<u>9.110</u>	9.420	<u>10,040</u>	9.640	<u>10,190</u>
Wage and salary	7,670	7.990	8,290	8,880	8,490	9,020
Manufacturing	1,780	1,780	1,730	1,620	1,690	1,550
Food processing	1,590	1,600	1,560	1,440	1,520	1,380
Textile and apparel	30	30	40	40	50	50
Printing and publishing	100	80	50	60	50	50
Other manufacturing	60	70	80	80	70	80
Nonmanufacturing	5,890	6,210	6,560	7,260	6,800	7,470
Construction	470	440	380	470	410	480
Trans., comm. & utilities	560	570	720	990	840	1,030
Trade	1,500	1,490	1,570	1,730	1,620	1,760
Finance, ins. & real estate	200	190	180	170	180	180
Service and miscellaneous	1,550	1,850	1,990	2,120	2,010	2,230
Hotels	670	730	850	1,090	930	1,190
Other services and miscellaneous		1,120	1,140	1,030	1,080	1,040
Government	1,610	<u>1,670</u>	<u>1,720</u>	<u>1,780</u>	1,740	1,790
Federal	180	180	200	210	200	200
State	750	790	840	920	880	930
Local	680	700	680	650	660	660
All other nonagr. employment ^b /	1,110	1,120	1 ,1 30	1,160	1,150	1,170
Persons involved in labor mgmt.disputes	0	0	<u>c</u> /	30	40	200

a/ Details may not add to totals because of rounding.

b/ Includes nonagricultural self employed, family workers and domestics. c/ Fewer than 5 persons

c/ Fewer than 5 persons. Source: State of Hawaii Department of Labor and Industrial Relations, Research and Statistics Office.

	Percentage distributions					
	1967			income		
Annual	A11	Renter "/	A11	Renter ./		
after-tax income	<u>families</u>	households2/	<u>families</u>	households ^a		
Under \$ 3,000	9	15	5	9		
\$3,000 - 3,999	8	13	7	11		
4,000 - 4,999	12	17	10	16		
5,000 - 5,999	12	13	14	14		
6,000 - 6,999	12	11	12	11		
7,000 - 7,999	10	9	10	9		
8,000 - 8,999	7	6	9	7		
9,000 - 9,999	7	5	7	6		
10,000 - 10,999	6	3	6	5		
11,000 - 11,999	3	2	4	4		
12,000 - 12,999	3	2	3	3		
13,000 - 13,999	3	1	3	1		
14,000 - 14,999	3	2	3	1		
15,000 and over	5	2	7	3		
Total	100	100	100	100		
Median income	\$6,700	\$5,450	\$7 , 125	\$6,100		

Estimated P	ercentage	Distributi	on of	Families	and Renter	r Households
by Annual	Income by	y Tenure, a	fter I	Deducting	Federal In	ncome Tax

Kauai County, Hawaii 1967-1969

a/ Excludes one-person households.

Source: Estimated by Housing Market Analyst.

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Trends in Privately-Financed Residential Housing Units Author	ized
Kauai County, Hawaii, 1960-1969	

Year	Number		
	Single-family	of units <u>Multifamily</u>	Total
1960	122	2	124
1961	118	51	169
1962	119	13	132
1963	181	18	199
1964	207	-	207,
1965	205	10	215
1966	212	24	236
1967	156	4	160
1968	214	100	314
First six months			
1968	118	28	146
1969	141	12	153

a/ Excludes 106 units awarded by public contract.

Sources: U. S. Bureau of the Census and Kauai County Building Department.