

# *Part 3: Special Housing Topics*



Delaware  
Statewide  
Housing Needs  
Assessment  
2008-2012

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# Delaware

## Statewide Housing Needs Assessment

### *PART 3: SPECIAL HOUSING TOPICS*

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## 9. SUBSTANDARD HOUSING UNITS

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Parts 1 and 2 of the *Housing Needs Assessment* identified issues related to the quality of the housing stock in Delaware. In those earlier discussions, data was drawn directly from the Census or from HUD's CHAS data, which is based upon census numbers. In this section of Part 3, the housing stock of Delaware is examined based upon updates to previous field research done throughout the state.

### A. SUBSTANDARD UNIT ASSESSMENT METHODOLOGY

In the previous *Housing Needs Assessments* conducted in 1995 and 2003, building conditions were measured through exterior building observations. Field surveys were conducted in representative areas of the state, as determined by DSHA, and statewide building conditions were extrapolated from the assessment of 19,000 housing units.

In this *Housing Needs Assessment*, no individual exterior building conditions were surveyed. Instead, the total number of substandard housing units calculated in 2003 has been used as the baseline from which an arithmetic adjustment (based on certain assumptions about the rate of deterioration and rehabilitation) was made.

For the purposes of this study, a substandard housing unit is one that is deficient in at least two structural systems and is in need of substantial rehabilitation in order to make it structurally sound, safe, and habitable. An estimate of the number of substandard units as of 2006 has been calculated to arrive at a representative number of such units across the state. Several factors went into the estimate. These factors are described below.

#### i. Slippage from Moderate to Substandard Condition

In the context of this study, "*slippage*" is the term used to describe the assumption about the number of housing units that have "slipped" in quality to a substandard condition. In 2003, each of the housing units surveyed were classified as: 1) vacant and abandoned; 2) substandard condition; 3) moderate condition; or 4) sound condition. In 2007, it is assumed that only units classified as moderate condition in 2003 may have "slipped" to a substandard condition.

It is important to note once again that the 2003 survey results were projected over the entire state to arrive at a figure which is considered a reasonable representation of the number of substandard units statewide by region. In 2003, the number of housing units which were considered in moderate condition represented 28.3 percent of all units surveyed. The tenure of the unit (i.e. owner- or renter-occupied) was not considered relevant to the survey.

In 2007, the "slippage" estimate is based on the number of occupied units identified in 2003 (owner and renter) and applying the 28.3 percent rate of units in moderate condition. It was then assumed that each year one percent of those moderate condition units "slipped" into substandard condition. Considering that four (4) years have passed since the previous housing study, a straight 4 percent was used to calculate a slippage number. This is shown in column 4 of Tables 9-3 and 9-4.

The one percent slippage factor was based on Mullin & Lonergan Associates 40 years of housing inspection experience. It has proven a reasonable measure for the purpose of estimating the rate of deterioration. Although field research on the scale of the previous study (e.g. over 19,0000 units surveyed) was not undertaken, a sample review of some of the areas previously examined was conducted. A normal rate of wear and tear as well as rehabilitation was observed. The one percent slippage factor was deemed appropriate.

**ii. Demolition**

Table 9-1 shows demolition permit activity by each of the seven areas of study. Information was collected from inspections and enforcement offices around the state including the three counties. The total demolitions shown in Table 9-3 per county planning district, were dispersed throughout each county in direct proportion to the number of substandard units in 2003. Exceptions to this are the cities of Wilmington, Newark, and Dover and the Town of Georgetown, for which separate calculations were made based on information received from those municipalities.

**Table 9-1  
Demolition Activity, 2003-2006**

	Typical Demolition Permits Per Year	Calculation						Calculated Demolition
		Years <sup>1/</sup>		Est. 4-Year Permits		Demo due to Substandard Condition <sup>2/</sup>		
New Castle County	232	X 4	=	928	÷	2	=	464
City of Wilmington	75	X 4	=	300	÷	2	=	150
City of Newark	8	X 4	=	32	÷	2	=	16
Kent County	123	X 4	=	492	÷	2	=	246
City of Dover	12	X 4	=	48	÷	2	=	24
Sussex County	86	X 4	=	344	÷	2	=	172
Town of Georgetown	12	X 4	=	48	÷	2	=	24

Source: Mullin & Lonergan Associates

<sup>1/</sup> 2003, 2004, 2005 & 2006

<sup>2/</sup> Assumed 50 percent substandard residential structures



The demolition permitting process does not record the number of permits which were for substandard residential structures. Therefore, the total demolitions in a typical year were utilized as a base line. It was then assumed, based on discussions with code office representatives, that one half of the demolitions could reasonably have been expected to have been substandard housing units. Tables 9-3 and 9-4 show the calculated demolitions as distributed by owners and renters by the proportion of owner/renter substandard units in 2003, by county and by planning district.

**iii. Rehabilitation**

Table 9-2 represents housing rehabilitation activity from 2003 to 2007. An effort was made to estimate the number of 2003 substandard housing units that have benefited from rehabilitation and thus are now standard housing units. Information for this was obtained from DSHA and from the three counties and the City of Wilmington, and is represented by the number of units receiving financial assistance (DSHA or CDBG funds) or permits pulled. The total number of units was then dispersed, by county, according to the proportion that were substandard in 2003. The results are depicted in Tables 9-3 and 9-4. This is the same process used to calculate the number of substandard units which were demolished.

**Table 9-2  
Housing Rehabilitation Activity, 2003 - 2006**

	Owners				Renters			
	DSHA <sup>1/</sup>	CDBG Entitle-ment	Permits <sup>2/</sup>	Total	DSHA <sup>1/</sup>	CDBG Entitle-ment	Permits <sup>2/</sup>	Total
New Castle County	167	80	36	283	719	12	24	755
City of Wilmington	--	120	15	135	--	--	15	15
Kent County	369	--	9	378	223	--	6	229
Sussex County	450	--	13	463	313	--	9	322
DELAWARE TOTAL	986	200	73	1,259	1,255	12	54	1,321

Source: Mullin & Lonergan Associates

<sup>1/</sup> 2003 through May 2007

<sup>2/</sup> In general, permits for rehabilitation are issued under the title of renovations. There is nothing recorded as to the condition of the structures which are to be renovated. Private renovations, through the permitting process, rarely seem to include work on substandard housing. Through conversations with permitting agencies, it was concluded that, at most, 1 percent of all renovation permits result in improving a substandard unit to code compliance or standard quality.

## **B. UPDATE OF SUBSTANDARD HOUSING UNIT DATA**

### **i. Owner-occupied Substandard Units**

Table 9-3 shows the current estimate of substandard housing among owner-occupied units. (The county totals include those of their cities, which are listed separately for illustrative purposes.) Included in the calculation are the three factors discussed above: "slippage," demolitions, and rehabilitation. Comparing the substandard units in 2003 to those estimated in 2007, there are several observations to be made.

- New Castle County is estimated to have had a 21 percent increase in the number of substandard units. The number of DSHA owner assisted housing rehabilitation projects is lowest there even though the number of owner occupied units in the county far exceeds the other two counties.
- In Kent County, rehabilitation and demolition efforts have exceeded the "slippage" rate, and thus, the number of substandard units is estimated to have decreased 17 percent.
- Sussex County rehabilitation and demolition efforts have kept pace with the "slippage" rate, and thus, there is estimated to be no significant change in the number of substandard units.

**Table 9-3  
Substandard Owner-occupied Housing Units, 2007**

	2003 Total Owner Occupied	2003 Substandard Estimate	28.3% Moderate Condition	4% Slippage	Columns (4) + (2)	Demo	Rehab	Estimated Substandard
<b>NEW CASTLE COUNTY</b>								
Brandywine	23,705	521	5,249	210	731	43	51	637
Wilmington	14,347	779	7,874	315	1,094	54	135	905
Lower Christiana	10,411	17	375	15	32	2	3	27
Greater Newark	14,528	258	2,624	105	363	21	25	317
Pke Crk/Cntrl Kkwd	13,793	28	375	15	43	2	3	38
Upper Christiana	5,766	144	1,499	60	204	12	14	178
Piedmont	9,217	224	2,250	90	314	19	23	272
Central Pencader	9,243	274	2,624	105	379	21	25	333
Middletown/Odessa	8,481	90	1,125	45	135	7	8	120
New Castle	21,296	1,361	13,125	525	1,886	108	128	1,650
Red Lion	1,706	43	375	15	58	2	3	53
<b>County Total</b>	<b>132,493</b>	<b>3,739</b>	<b>37,495</b>	<b>1,500</b>	<b>5,239</b>	<b>291</b>	<b>418</b>	<b>4,530</b>
City of Newark	4,921	73	1,393	56	129	4	-	125
<b>KENT COUNTY</b>								
Kenton	1,619	42	468	18	60	7	19	34
Smyrna	3,350	74	842	34	108	11	34	63
Dover	15,730	128	1,496	60	188	21	60	107
Central Kent	5,294	136	1,589	64	200	22	64	114
Felton	1,777	46	468	18	64	7	19	26
Milford North	2,209	195	2,245	90	285	31	91	163
Harrington	3,069	192	2,245	90	282	31	91	160
<b>County Total</b>	<b>33,048</b>	<b>813</b>	<b>9,353</b>	<b>374</b>	<b>1,187</b>	<b>130</b>	<b>378</b>	<b>679</b>
City of Dover	6,600	94	1,868	74	168	16	-	152
<b>SUSSEX COUNTY</b>								
Bridgeville/Gmwd	2,709	84	429	18	102	4	14	84
Milford South	4,931	396	1,858	74	470	15	60	395
Milton	3,615	220	1,001	40	260	8	32	220
Lewes	8,405	517	2,573	102	619	21	83	515
Millsboro	7,011	380	1,858	74	454	15	60	379
Selbyville/Frkfrd	9,022	559	2,716	108	667	22	88	557
Georgetown	2,515	113	572	22	135	5	19	111
Seaford	6,226	315	1,572	62	377	13	51	313
Laurel/Delmar	6,071	354	1,714	68	422	14	56	352
<b>County Total</b>	<b>50,505</b>	<b>2,938</b>	<b>14,293</b>	<b>568</b>	<b>3,506</b>	<b>117</b>	<b>463</b>	<b>2,926</b>
Georgetown	795	30	225	10	40	7	-	33
<b>DELAWARE</b>	<b>216,046</b>	<b>7,490</b>	<b>61,141</b>	<b>2,442</b>	<b>9,932</b>	<b>538</b>	<b>1,259</b>	<b>8,135</b>

Source: Mullin & Lonergan Associate

**ii. Renter-occupied Substandard Units**

Table 9-4 shows the current estimate of substandard housing among renter-occupied units. Included in the calculation are the three factors discussed above: "slippage", demolitions, and rehabilitation. (The county totals include those of their cities, which are listed separately for illustrative purposes.)

Comparing the substandard units in 2003 to those estimated in 2007, there are several observations to be made. Significant rental rehabilitation assistance, through DSHA and other local resources, appears to have effectively reduced the number of substandard rental units in each county. The number of substandard rental units statewide is estimated to have decreased by an estimated 15 percent.

- In New Castle County, the number of substandard renter units has decreased in all CCDs except for Wilmington and Newark (city).
- In spite of increases in the number of substandard renter units in Wilmington and Newark city, the overall percentage of substandard renter units in New Castle County is estimated to have decreased by 13 percent.
- Kent County rehabilitation and demolition efforts have outpaced the "slippage" rate and are estimated to have reduced substandard units by 26 percent.
- Sussex County rehabilitation and demolition efforts have also outpaced the "slippage" rate and are estimated to have reduced substandard units by 17 percent.

In spite of the above cited decreases in substandard residential structures, community development departments throughout the state indicated that they could accomplish more rehabilitation if given more funding and more staff.

**Table 9-4  
Substandard Rental Housing Units, 2007**

	2003 Total Renter Occupied	2003 Substandard Estimate	28.3% Moderate Condition	4% Slippage	Columns (4) + (2)	Demo	Rehab	Estimated Substandard
<b>NEW CASTLE COUNTY</b>								
Brandywine	8,587	480	2,076	84	564	50	166	348
Wilmington	14,270	1,386	6,070	242	1,628	96	15	1,517
Lower Christiana	4,085	14	160	6	20	2	8	10
Greater Newark	8,612	459	2,076	84	543	48	158	337
Pke Crk/Cntrl Kkwd	3,380	16	160	6	22	2	8	6
Upper Christiana	3,706	150	639	26	176	16	53	107
Piedmont	1,437	106	479	20	126	11	38	77
Central Pencader	2,084	77	319	12	89	7	23	59
Middletown/Odessa	1,068	22	160	6	28	2	8	18
New Castle	9,019	870	3,674	146	1,016	87	285	644
Red Lion	194	14	160	6	20	2	8	10
<b>County Total</b>	<b>56,442</b>	<b>3,594</b>	<b>15,973</b>	<b>638</b>	<b>4,232</b>	<b>323</b>	<b>770</b>	<b>3,139</b>
City of Newark	4,068	206	1,151	46	252	12	-	240
<b>KENT COUNTY</b>								
Kenton	222	17	80	4	21	2	5	14
Smyrna	1,176	71	401	16	87	12	23	52
Dover	9,100	150	842	34	184	24	48	112
Central Kent	1,228	73	401	16	89	12	23	54
Felton	282	20	120	4	24	3	7	14
Milford North	1,361	249	1,404	56	303	41	79	185
Harrington	807	133	763	30	163	22	44	97
<b>County Total</b>	<b>14,176</b>	<b>713</b>	<b>4,011</b>	<b>160</b>	<b>873</b>	<b>116</b>	<b>229</b>	<b>528</b>
City of Dover	5,913	46	1,673	66	112	8	-	104
<b>SUSSEX COUNTY</b>								
Bridgeville/Grnwd	764	52	137	6	58	2	13	43
Milford South	1,234	147	376	16	163	6	35	122
Milton	697	77	205	8	85	3	19	63
Lewes	1,723	182	444	18	200	7	42	151
Millsboro	1,211	187	444	18	200	7	42	151
Selbyville/Frkfrd	1,505	167	410	16	183	6	39	138
Georgetown	999	123	307	12	135	5	29	101
Seaford	2,238	269	649	26	295	12	61	222
Laurel/Delmar	1,701	182	444	18	200	7	42	151
<b>County Total</b>	<b>12,072</b>	<b>1,386</b>	<b>3,416</b>	<b>138</b>	<b>1,524</b>	<b>55</b>	<b>322</b>	<b>1,147</b>
Georgetown	759	73	215	8	81	17	-	64
<b>DELAWARE</b>	<b>82,690</b>	<b>5,693</b>	<b>23,400</b>	<b>936</b>	<b>6,629</b>	<b>494</b>	<b>1,321</b>	<b>4,814</b>

Source: Mullin & Lonergan Associates

(Due to rounding, some columns may not equal)

## C. HOUSING REHABILITATION ASSISTANCE PROGRAMS

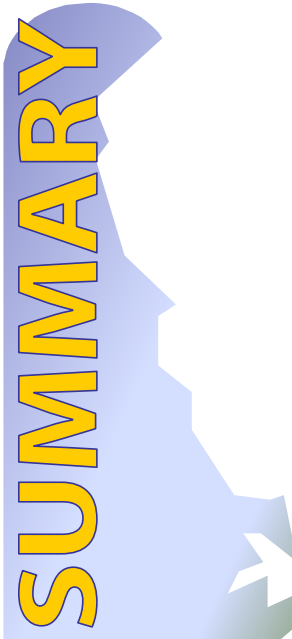
Housing rehabilitation programs are one good option to maintain affordable housing. Low-income residents who own their homes often lack the financial wherewithal to incur the substantial expense associated with costly home repairs. (Owners of aging rental properties also defer maintenance, sometimes out of neglect, but also when the values in the surrounding neighborhood are depressed and the cash-flow from rents is barely adequate to cover basic operations.) Ultimately, whether it be owner-occupied or rental, new construction or an aging structure, when maintenance of critical systems (e.g., roofing, plumbing, electrical, windows and doors, etc.) is deferred, deterioration of the overall structure ensues.

There are assistance programs in place at the state, county, and local levels to aid property owners in meeting the high cost of home repair. Unfortunately, though the programs exist, the availability of funding is becoming increasingly limited. The U.S. Department of Housing and Urban Development's CDBG and HOME programs are perhaps the largest sources of subsidy for home repairs, particularly for homeowners. Both CDBG and HOME are block grants allocated to states and localities for use in a multitude of housing and community development purposes. Shifting federal funding priorities have caused significant cutbacks in both programs. The below points highlight some Delaware localities and their current funding status with regard to overall HUD block grants and homeowner rehab activities.

- The City of Wilmington received \$2.8 million in CDBG in 2006 (a 5.4 percent reduction from the previous year) and \$723,360 in HOME (down 4 percent.) The city no longer provides a full home rehab program via its federal funds. A small emergency repair program has been budgeted at just \$300,000.
- New Castle County received \$2.7 million in CDBG and \$1.2 million in HOME in 2006; approximately \$1 million was allocated to housing rehab via several programs. The county's main housing rehabilitation program assists about 20 units per year. Additional funding went for an emergency repair program, assisting over 80 households, and a senior housing grant program which assisted 41 households.
- Kent County receives approximately \$1 million per year from DSHA for housing rehabilitation, the funding programs for which include CDBG, HOME, HRLP, and HPG. Approximately 60 units are rehabilitated per year, but there is a three- to four-year waiting list. County staff stated that the housing rehabilitation program is just keeping pace with the rate of housing deterioration.
- Sussex County received \$1.2 million in CDBG funds and \$100,000 in HOME funds in 2006. The county allocates the majority of its funding to owner-occupied housing rehab and assists about 130 units per year at an average cost of \$17,000 per unit. Even so, the county has a waiting list of over 800 applicants and seven-year waiting list.

### 3.9 / SUBSTANDARD HOUSING

- ❑ **Using exterior building observations and field surveys, in 2003, 7,490 owner-occupied and 5,693 renter-occupied units were estimated to be in substandard condition, meaning that repairs or replacement of at least two major structural systems were required.**
- ❑ **In this 2008-2012 Needs Assessment, information on demolitions and rehabilitations from 2003 – 2007 and an estimate for units slipping into substandard condition was used to approximate the current number of substandard housing units in Delaware.**
- ❑ **Currently, 8,135 owner-occupied units in Delaware are estimated to be in substandard condition, over half of these (4,530) in New Castle County. 679 owner-occupied units are estimated to be substandard in Kent County, and 2,926 in Sussex County.**
- ❑ **Demolitions and rehabilitations of owner-occupied housing have not quite kept pace with slippage, for an increase of 645, or 8.6 percent. The 8,135 substandard owner-occupied units constitute 3.35 percent of the state’s owner-occupied housing stock.**
- ❑ **4,814 renter-occupied units in Delaware are estimated to be in substandard condition, with the majority of these (3,379) in New Castle County, 632 in Kent County, and 1,211 in Sussex County.**
- ❑ **Demolitions and rehabilitations of renter-occupied housing have more than kept pace with the rate of slippage, for a reduction of 1,509, or 26.5%. The 4,814 renter-occupied units constitute 4.77 percent of the state’s renter-occupied housing stock.**



## 10. HOUSEHOLDS & HOUSING PROBLEMS

### A. MINORITY HOUSEHOLDS & DISPROPORTIONATE NEED

Using HUD’s *State of the Cities Data System* Comprehensive Housing Affordability Strategy (CHAS) Data from 2000, Tables 10-1 through 10-7 compare the housing needs for all households to those of racial and ethnic minority groups. The tables compare the percentage of the low-income households with housing problems for white non-Hispanic, black non-Hispanic, and Hispanic households.

As defined by CHAS Data 2000, “housing problems” include the following: cost burden (including households paying from 30 percent to 50 percent of their income and households paying more than 50 percent. Households paying more than 50 percent are classified as “severe cost burden”); and/or overcrowding; and/or lack of complete kitchen or plumbing. CHAS Data 2000 does not contain complete information about other races, nor has it been updated by the 2005 ACS data. The review serves to consider disproportionately greater need. As defined by HUD, a disproportionately greater need among any racial or ethnic group exists when it has housing problems at least ten percentage points higher than the percentage of households in the category as a whole.

#### i. New Castle County

As depicted in Table 10-1, in New Castle County, there are 34,922 renter households with income at or below 80 percent of MFI. Over half (57.1 percent) of the households have housing problems. Among low-income renter households there is no disproportionately greater need between white non-Hispanic and black non-Hispanic households.

**Table 10-1**  
**New Castle County Low-Income Renter Households Having Any Housing Problem by Race of Household and Hispanic Origin - 2000**

	Households <=80% of MFI		Elderly Households <=80% MFI			Small and Large Households <=80% MFI			All Other Households <=80% MFI		
	Total	% With a Housing Problem	Total	With a Problem	%	Total	With a Problem	%	Total	With a Problem	%
<b>COUNTY TOTAL*</b>	<b>34,922</b>	<b>57.1</b>	<b>6,544</b>	<b>3,704</b>	<b>56.6</b>	<b>15,704</b>	<b>8,867</b>	<b>56.5</b>	<b>12,674</b>	<b>7,360</b>	<b>58.1</b>
White Non-Hispanic	17,130	56.0	4,515	2,553	56.5	4,955	2,517	50.8	7,660	4,515	58.9
Black Non-Hispanic	12,955	56.5	1,705	995	58.4	7,505	4,224	56.3	3,745	2,096	56.0
Hispanic	3,160	60.1	200	90	45.0	2,285	1,445	63.2	675	365	54.1

Source: HUD State of the Cities Data Systems: CHAS Data 2000

\*(NOTE: County Total includes data on other races not shown separately)



Meanwhile, as shown in Table 10-2, there are 37,541 low-income owner households in New Castle County. Over 47 percent of the households have housing problems.

- As shown in Table 10-2, among all owner households, 47.1 percent have housing problems. Black households have a disproportionately greater need at 58.7 percent, as do Hispanic households at 59.8 percent.
- The greatest disparity is among elderly owner households. Among all low-income elderly owners, 32.9 percent have housing problems. 54.5 percent of elderly black owners have housing problems, and 47.6 percent of elderly Hispanic owners have housing problems, giving both groups a disproportionately greater need.
- There is also a disproportionately greater need among all other Hispanic owner households, with 74.1 percent having housing problems versus 60.5 percent for all households in the category.

**Table 10-2**  
**New Castle County Low-Income Owner Households Having Any Housing Problem**  
**by Race of Household and Hispanic Origin - 2000**

	Households <=80% of MFI		Elderly Households <=80% MFI			Small and Large Households <=80% MFI			All Other Households <=80% MFI		
	Total	% With a Housing Problem	Total	With a Problem	%	Total	With a Problem	%	Total	With a Problem	%
<b>COUNTY TOTAL*</b>	37,541	47.1	16,650	5,472	32.9	15,095	8,694	57.6	5,796	3,507	60.5
White Non-Hispanic	29,070	43.5	14,550	4,352	29.9	10,085	5,647	56.0	4,435	2,646	59.7
Black Non-Hispanic	6,460	58.7	1,845	1,005	54.5	3,535	2,119	59.9	1,080	665	61.6
Hispanic	1,269	59.8	105	50	47.6	990	580	63.4	174	129	74.1

Source: HUD State of the Cities Data Systems: CHAS Data 2000

\*(NOTE: County Total includes data on other races not shown separately)

**ii. Kent County**

As depicted in Table 10-3, Kent County has 8,342 renter households with income at or below 80 percent of MFI, and 54.8 percent of the households have housing problems.

Practically all Hispanic households in the “all other households” category have housing problems. This is a disproportionately greater need, with 64 percent of the households in the category having housing problems.

**Table 10-3**  
**Kent County Low-Income Renter Households Having Any Housing Problem**  
**by Race of Household and Hispanic Origin – 2000**

	Households 0 – 80% of MFI		Elderly Households			Small and Large Households			All Other Households		
	Total	% With a Housing Problem	Total	With a Problem	%	Total	With a Problem	%	Total	With a Problem	%
<b>COUNTY TOTAL*</b>	<b>8,342</b>	<b>54.8</b>	<b>1,412</b>	<b>759</b>	<b>53.8</b>	<b>4,599</b>	<b>2,321</b>	<b>50.5</b>	<b>2,331</b>	<b>1,491</b>	<b>64.0</b>
White Non-Hispanic	4,595	51.1	1,100	585	53.2	2,190	1,020	46.6	1,305	745	57.1
Black Non-Hispanic	3,015	58.7	275	155	56.4	1,870	995	53.2	870	620	71.3
Hispanic	378	55.3	8	4	50.0	280	115	41.1	90	90	100.0

Source: HUD State of the Cities Data Systems: CHAS Data 2000

\*(NOTE: County Total includes data on other races not shown separately)

- As shown in Table 10-4, there are 9,575 low-income owner households in Kent County, and 50.4 percent have housing problems.
- Among elderly black owner households, 60 percent have housing problems, giving them a disproportionately greater need among all households (39 percent).

**Table 10-4**  
**Kent County Low-Income Owner Households Having Any Housing Problem**  
**by Race of Household and Hispanic Origin - 2000**

	Households <=80% of MFI		Elderly Households <=80% MFI			Small and Large Households <=80% MFI			All Other Households <=80% MFI		
	Total	% With a Housing Problem	Total	With a Problem	%	Total	With a Problem	%	Total	With a Problem	%
<b>COUNTY TOTAL*</b>	<b>9,575</b>	<b>50.4</b>	<b>4,237</b>	<b>1,652</b>	<b>39.0</b>	<b>4,007</b>	<b>2,336</b>	<b>58.3</b>	<b>1,331</b>	<b>841</b>	<b>63.2</b>
White Non-Hispanic	7,845	48.4	3,735	1,359	36.4	3,050	1,754	57.5	1,060	685	64.6
Black Non-Hispanic	1,359	61.0	425	255	60.0	735	460	62.6	199	114	57.3
Hispanic	150	54.0	22	8	36.4	100	65	65.0	28	8	28.6

Source: HUD State of the Cities Data Systems: CHAS Data 2000

\*(NOTE: County Total includes data on other races not shown separately)

**iii. Sussex County**

Table 10-5 shows that Sussex County has 7,086 renter households with income at or below 80 percent of MFI, and 49.8 percent of the households

have housing problems. Hispanic renter households have disproportionately greater need among all household types.

**Table 10-5**  
**Sussex County Low-Income Renter Households Having Any Housing Problem**  
**by Race of Household and Hispanic Origin – 2000**

	Households <=80% of MFI		Elderly Households <=80% MFI			Small and Large Households <=80% MFI			All Other Households <=80% MFI		
	Total	% With a Housing Problem	Total	With a Problem	%	Total	With a Problem	%	Total	With a Problem	%
<b>COUNTY TOTAL*</b>	7,086	49.8	1,551	647	41.7	3,713	1,913	51.5	1,822	972	53.3
White Non-Hispanic	4,090	46.5	1,170	510	43.6	1,705	680	39.9	1,215	710	58.4
Black Non-Hispanic	2,335	49.0	360	115	31.9	1,475	845	57.3	500	185	37.0
Hispanic	523	77.4	14	10	71.4	440	340	77.3	69	55	79.7

Source: HUD State of the Cities Data Systems: CHAS Data 2000

\*(NOTE: County Total includes data on other races not shown separately)

- As shown in Table 10-6, there are 16,201 owner households in Sussex County with income at or below 80 percent of MFI, and 49.3 percent of the households have housing problems.
- Hispanic households have disproportionately greater need among all the household categories except all other households.

**Table 10-6**  
**Sussex County Low-Income Owner Households Having Any Housing Problem**  
**by Race of Household and Hispanic Origin - 2000**

	Households <=80% of MFI		Elderly Households <=80% MFI			Small and Large Households <=80% MFI			All Other Households <=80% MFI		
	Total	% With a Housing Problem	Total	With a Problem	%	Total	With a Problem	%	Total	With a Problem	%
<b>COUNTY TOTAL*</b>	16,201	49.3	8,591	3,521	41.0	5,243	3,162	60.3	2,367	1,302	55.0
White Non-Hispanic	13,260	47.9	7,575	3,019	39.9	3,730	2,261	60.6	1,955	1,074	54.9
Black Non-Hispanic	2,425	53.2	915	440	48.1	1,205	690	57.3	305	160	52.5
Hispanic	221	75.1	8	8	100.0	180	140	77.8	33	18	54.5

Source: HUD State of the Cities Data Systems: CHAS Data 2000

\*(NOTE: County Total includes data on other races not shown separately)

#### iv. Hispanic Population

As discussed in Part 1 of the *Housing Needs Assessment*, the population of persons of Hispanic origin in Delaware has increased. The 2005 ACS indicates that statewide, the Hispanic population was 6.1 percent of the total population, up from 4.8 percent in 2000. The number of persons of Hispanic origin, 50,218, is significantly greater than in 2000 when the population consisted of 37,277. Social service agencies working with the Hispanic community in Delaware contend the number counted by the Census Bureau is an undercount because undocumented immigrants are unlikely to respond.

Table 10-7 identifies the Hispanic population in Delaware by county as reported by the 2005 ACS. The City of Wilmington had the greatest percentage of Hispanics per population at 7.9 percent. Both New Castle and Kent County had a Hispanic population of almost 7 percent of their total population, which is greater than the state average of 6.1 percent.

**Table 10-7  
Hispanic Population – 2005**

	Population			Percentage of Households with 1.01 or more Occupants per Room		Median Household Income (\$)		Homeowners	
	Total	Hispanic Total	% of Total	Total	Hispanic	All Households	Hispanic Households	All Households	Hispanic Households
New Castle County	505,271	34,606	6.8%	1.2%	17.3%	59,270	45,388	70.0%	41.8%
Sussex County	173,111	10,251	5.9%	1.9%	17.4%	44,942	45,509	78.0%	33.0%
Kent County	77,825	5,361	6.9%	1.4%	10.7%	48,282	31,554	73.4%	49.8%
Wilmington City	62,380	4,935	7.9%	2.3%	33.0%	33,240	34,245	49.1%	34.0%
<b>DELAWARE</b>	<b>818,587</b>	<b>50,218</b>	<b>6.1%</b>	<b>1.4%</b>	<b>16.5%</b>	<b>52,499</b>	<b>43,547</b>	<b>72.4%</b>	<b>41.0%</b>

Source: U.S. Census Bureau, 2005 American Community Survey

Sussex County and Wilmington City Hispanic households had annual incomes above the statewide median. Overall, however, the median household income of Hispanic households was 17 percent below the state as a whole. The Census reported 14,195 Hispanics live below the state poverty level, which represents 28.3 percent of all Hispanics living in Delaware.

Overall, in terms of types of units, there is no housing need specific to Hispanic persons in Delaware. Because so many of the Hispanics who migrated to Delaware during the 1990s are poor, have limited education, and lack advanced jobs skills, the housing needs of Hispanic households are equivalent to those of other low-income households.

Hispanic households had a greater number of people sharing rooms. The number of households that had more than one person occupying a room was 16.5 percent compared to 1.4 percent for non-Hispanic households. By county in Delaware, the number of households that had more than one person occupying a room for Hispanic households varied from 17.3 percent in New Castle County to 10.7 in Kent County to 17.4 percent in Sussex County. The area with the greatest percentage of Hispanic households having more than one occupant per room was in Wilmington City at 33.0 percent of Hispanic households.

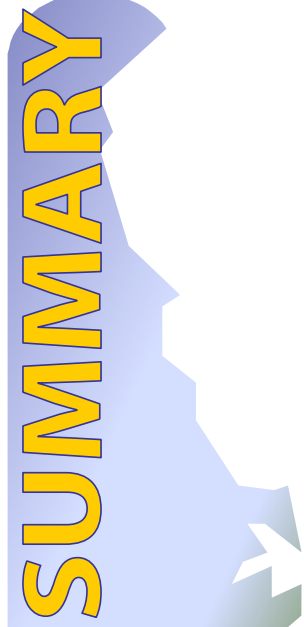
The 2005 ACS reported that homeownership for Hispanics households was lower than for non-Hispanic households. Statewide the rate of homeownership was 72.4 percent. Among Hispanic households in 2005 the rate of homeownership was only 41 percent.

Increasing homeownership among Hispanic households (particularly for those working in Sussex County’s poultry and agriculture industries of Sussex County), is the goal of the “Finanzas” program. Initially, Finanzas was designed to provide basic banking and financial education training in Georgetown with program partners including the National Council on Agricultural Life and Labor Research Fund, Inc. (NCALL), Citizens Bank, Fannie Mae’s Delaware Partnership Office, and the Delaware State Housing Authority. The program has expanded to serve the wider county area.

### 3.10 / HOUSEHOLDS & HOUSING PROBLEMS

#### A. Minority Households & Disproportionate Need

- ❑ **HUD CHAS Data from 2000 for Delaware indicate disproportionate housing need for various racial and ethnic groups statewide. As defined by HUD, a racial or ethnic group is considered to have a disproportionately greater need when a group has housing problems at least ten percentage points higher than the percentage of households in the category as a whole.**
- ❑ **In all three counties, approximately 50% of households with incomes below 80% of MFI, both renting and owning, have housing problems.**
- ❑ **Black owner households and elderly black owner households have disproportionate housing needs in Kent and New Castle Counties. In New Castle County, all other black owner households – not elderly, small, or large households – also have disproportionate needs.**
- ❑ **Hispanic owner households, elderly Hispanic owner households, and small and large Hispanic owner households in Sussex County all have disproportionate housing problems.**



❑ **Among low-income renter households, all categories of Hispanic renter households in Sussex County have disproportionate housing needs. In Kent County, all other Hispanic renter households – not elderly, small, or large households – have disproportionate housing needs.**

## B. SMALL HOUSEHOLDS & FAMILIES WITH CHILDREN

Of 317,640 households in Delaware, just more than one-third (110,962 households) consist of households with children. Roughly one-fifth (22 percent or 70,086) of the households are married couples with children. Over 10 percent of persons in Delaware age 15 and older are divorced.

Household size and make-up also impacts housing affordability. Households headed by a single adult often earn less than households with more than one adult. Because women have traditionally earned less than men, female headed households, particularly those with children, have the lowest incomes. Single households typically earn less than married couple households.

The ACS reports that in 2005, 28,567 persons in Delaware received Supplemental Security Income (SSI), cash public assistance income, or Food Stamps. The majority of the recipients, consisting of 15,981 persons (56 percent) live in female headed households. An additional 9,655 (34 percent) live in married couple households. Tables 10-8 and 10-9 lay out data related to household composition and marital status.

**Table 10-8  
Households by Presence of Children under 18 Years - 2005**

	DELAWARE		New Castle County		Kent County		Sussex County	
	Total	% of Total	Total	% of Total	Total	% of Total	Total	% of Total
<b>Households with children under 18 years</b>								
Married-couple	70,086	22.1	45,189	23.4	13,341	24.8	11,556	16.4
Male household no wife present	9,806	3.1	6,149	3.2	2,108	3.9	1,549	2.2
Female household no husband present	31,070	9.8	18,861	9.9	5,923	11.1	6,286	8.9
Total with Children	110,962	34.9	70,199	36.4	21,372	39.8	19,391	27.5
<b>Households with no children under 18 years</b>								
Married-couple	89,552	28.2	49,758	25.7	15,355	28.6	24,439	34.6
Male household no wife present	49,214	15.5	29,745	15.4	7,272	13.5	12,197	17.3
Female household no husband present	67,912	21.4	43,553	22.5	9,732	18.1	14,627	20.6
Total with no Children	206,678	65.1	123,056	63.6	32,359	60.2	51,263	72.5
<b>DELAWARE</b>	<b>317,640</b>	<b>100.0</b>	<b>193,255</b>	<b>100.0</b>	<b>53,731</b>	<b>100.0</b>	<b>70,654</b>	<b>100.0</b>

Source: U.S. Census Bureau, American Community Survey

**Table 10-9**  
**Marital Status for the Population 15 Years and Over - 2005**

	DELAWARE		New Castle County		Kent County		Sussex County	
	Total	Percent	Total	Percent	Total	Percent	Total	Percent
Never Married	178,915	27.2	114,822	28.4	29,126	26.3	34,967	24.5
Not married*	370,391	56.4	222,593	55.2	64,902	58.6	82,896	58.1
Widowed	40,208	6.1	24,985	6.2	4,881	4.4	10,342	7.3
Divorced	67,155	10.3	41,016	10.2	11,772	10.7	14,367	10.1
TOTAL	656,669	100.0	403,416	100.0	110,681	100.0	142,572	100.0

Source: U.S. Census Bureau, American Community Survey

\*Not married includes persons who are separated or who do not live with their spouses.

The National Association of Home Builders reports that in 1970, the average house size in the U.S. was 1,400 square feet. By 2005, it increased to about 2,400 square feet. The share of newly built houses with four or more bedrooms rose from 21 percent of all homes built in the 1970s to 40 percent in 2005. Today, just 4 percent of all houses have one bathroom whereas 25 years ago that figure was 41 percent. During this time, household size decreased. Also, the structure of households changed from married persons with their own children to more varied types of households including a significant increase in households headed by a single adult.

Larger houses require more land for development. The increase in housing size has contributed to sprawl. Sprawl has disconnected residential parts of communities from commercial services, jobs, and parks and recreational opportunities. Communities are starting to advance land use polices, termed neo-traditional or new urbanism, that provide for compact development and mixed uses. New urbanism allows greater connections between homes, jobs, and recreational opportunities through more compact development.

### **C. ELDERLY HOUSEHOLDS**

The elderly population is distinguished by subgroups that represent different lifestyle circumstances and, in turn, different housing needs. The “young” elderly, those age 55 to 64, are entering pre-retirement or early retirement years. The young elderly are often in the market for a smaller home, perhaps near leisure and recreation activities. The second group of elderly are those age 65 to 74. Often, households in this age range are living in the homes they chose in their pre-retirement years. Finally, there are those age 75 and over. It is not uncommon for householders age 75 and over to be living alone, having outlived a spouse. There is a greater likelihood for declining health among these householders and a need for housing in a supportive environment. Within this age group are the elderly age 85 and over that are often very frail and in need of more extensive care. The following is a review of census data related to elderly households in Delaware.

**i. Persons Age 55 and Over**

The 2005 ACS records 196,881 persons in Delaware age 55 and over, up by 13.6 percent from 173,245 in 2000. From 2000 to 2005, the state's population increased by 4.5 percent. The population of persons age 55 and over makes up 24 percent of the state's population, up from 22.1 percent in 2000 and 21 percent in 1990. About 42 percent of the elderly are between the ages of 62 to 74, down from 43.3 percent in 2000.

Table 10-10 shows the 2000 Census and 2005 ACS data on persons age 55 and over in Delaware.

**Table 10-10  
Persons Age 55 and Over - 2005**

	Persons Age 55+		Age 55-61		Age 62-74		Age 75+	
	Total	% of Total Population	Total	% of Persons 55+	Total	% of Persons 55+	Total	% of Persons 55+
<b>New Castle County</b>								
2000	99,595	19.9	31,398	31.5	41,198	41.4	26,999	27.1
2005	111,525	22.1	41,170	36.9	43,725	39.2	26,630	23.9
% Change	12.0%	2.2	31.1%	5.4	6.1%	-2.2	-1.4%	-3.2
<b>Kent County</b>								
2000	25,815	20.4	8,008	31.1	11,426	44.3	6,381	24.7
2005	31,004	22.1	10,759	34.8	13,254	42.7	6,991	22.5
% Change	20.1%	1.7	34.4%	3.7	16.0%	-1.6	9.6%	-2.2
<b>Sussex County</b>								
2000	47,835	30.5	13,395	28.1	22,509	47.1	11,931	24.9
2005	54,352	31.4	14,752	27.1	24,986	46	14,614	26.9
% Change	13.6%	0.9	10.1%	-1.0	11.0%	-1.1	22.5%	2.0
<b>DELAWARE</b>								
2000	173,245	22.1	52,801	30.5	75,133	43.3	45,311	26.2
2005	196,881	24.1	66,681	33.9	81,965	41.6	48,235	24.5
% Change	13.6%	2.0	26.3%	3.4	9.1%	-1.7	6.5%	-1.7
<b>City of Wilmington</b>								
2000	14,637	20.1	4,110	28.1	5,805	39.7	4,722	32.3
2005	13,139	21.1	4,769	36.3	5,220	39.7	3,150	24.0
% Change	-10.2%	1.0	16.0%	8.2	-10.1%	0.0	-33.3%	-8.3

Source: U.S. Census Bureau, 2005 American Community Survey



The 2005 ACS reports the following regarding the population of persons age 55 and over in Delaware.

- In New Castle County, 22 percent of the population is age 55 and over, up from about 20 percent in 2000. About 62 percent of the state's population lives in New Castle County, and about 57 percent of the population age 55 and over is in the county.
- The 31,004 persons age 55 and over in Kent County represent 22 percent of the county's population, up from 20.4 percent in 2000. 17 percent of the state's population is in Kent County, and about 16 percent of the state's population of persons age 55 and over live in the county.
- In Sussex County, 31.4 percent of the population is age 55 and over, up from 30.5 percent in 2000. Sussex County has 21 percent of the state's population, and about 28 percent of Delaware's population of persons age 55 and over.
- 21 percent of the City of Wilmington's population consists of persons age 55 and over, up from 20 percent in 2000. The city has 7.6 percent of the state's population and 6.6 percent of the population of persons age 55 and over.

**ii. Population Projections for Persons Age 55 and Over**

Population projections prepared by the DPC show that, from 2005 to 2010 Delaware's population of persons age 55 and over will increase by about 23 percent to 241,703. From 2000 to 2005, the Census reports that Delaware's population of persons age 55 and over increased by about 23,600 persons or 13.6 percent.

The total population in Delaware is projected to increase 9.3 percent from 2005 to 2010. The DPC projects that by 2015, there will be 280,614 persons in the state age 55 and over, which is an increase of 16 percent from 2010. By 2015, about 30 percent of Delaware's population will be age 55 and over, up from 22 percent in 2000. The DPC projects that by 2010, over one-third of Sussex County's population will be age 55 and over.

Statewide from 2000 to 2015, persons age 55 to 64 are projected to increase by about 75 percent, with persons age 65 to 74 projected to increase by 59 percent. Persons age 75 and over are projected to increase by 51 percent.

The population projections are not provided by CCD. The DPC reports, however, that eastern Sussex County is expected to continue to urbanize along the spine of SR 1, resulting from an influx of retirees who will add year-round residents to the Coastal Resort Area.

Table 10-11 shows the DPC's population projections and is followed by a summary for each county.

**Table 10-11  
Projected Persons Age 55 and Over – 2000 to 2015**

	Total Population	Persons Age 55+		Persons Age					
				55-64		65-74		75+	
		Total	% of Total Pop.	Total	% of Persons 55+	Total	% of Persons 55+	Total	% of Persons 55+
<b>New Castle County</b>									
2000	500,265	99,595	19.9	41,692	41.9	30,904	31.0	26,999	27.1
2005	505,271	111,345	22.0	54,359	48.8	30,356	27.3	26,630	23.9
2010	542,818	133,153	24.5	63,488	47.7	36,520	27.4	33,145	24.9
2015	560,980	118,629	21.1	36,864	31.1	46,692	39.4	35,073	29.5
<b>Kent County</b>									
2000	126,697	25,815	20.4	11,014	42.7	8,420	32.6	6,381	24.7
2005	140,205	31,004	22.1	14,278	46.1	9,735	31.4	6,991	22.5
2010	157,503	37,396	23.7	17,268	46.2	10,937	29.2	9,191	24.6
2015	167,094	43,757	26.2	20,289	46.4	13,335	30.5	10,133	23.1
<b>Sussex County</b>									
2000	156,638	47,835	30.5	18,813	39.3	17,091	35.8	11,931	24.9
2005	173,111	54,352	31.4	21,453	39.5	18,285	33.6	14,614	26.9
2010	194,422	71,154	36.6	28,882	40.6	22,035	31.0	20,237	28.4
2015	211,111	82,928	39.3	33,025	39.8	26,675	32.2	23,228	28.0
<b>DELAWARE</b>									
2000	783,600	173,245	22.1	71,519	41.3	54,415	32.5	45,311	26.2
2005	818,587	196,881	24.1	90,090	45.7	58,556	29.7	48,235	24.6
2010	894,743	241,703	27.0	109,638	45.4	69,492	28.8	62,573	25.8
2015	939,185	280,614	29.9	125,478	44.7	86,702	30.9	68,434	24.4

Source: U.S. Census Bureau, American Community Survey, Delaware Population Consortium

**a. New Castle County**

- In 2005, 22 percent of the population in New Castle County was age 55 and over, up from 20 percent in 2000. Through 2010 the county’s population of persons age 55 and over is projected to increase by about 22,000 or 19.6 percent to over 133,000. By 2015, the population of persons age 55 and over is projected to increase by 12.2 percent to 153,929 and make up over 27 percent of New Castle County’s population.
- Because the county is the population center of the state, the large increase results from the aging Baby Boomers in the community. The older population in New Castle County will consist of persons in the City of Wilmington and its older inner ring suburbs who are continuing to age in place.

- Over time, there will also be an increasing number of elderly living in the suburban areas that developed in the 1990s and early 2000s. It will be critical for these communities to have varied housing and services that allow older persons to age in place.

**b. Kent County**

- From 2000 to 2005, Kent County's population of persons age 55 and over increased by about 5,200 persons or 20 percent. As of 2005, they make up 22 percent of the county's population, up from 20.4 percent in 2000. Through 2010, it is projected that the population of persons age 55 and over will increase by 20.6 percent to 37,396. In 2015, it is projected there will about 43,800 persons age 55 and over, and they will make up over 26 percent of Kent County's population.
- It is expected that the older population in Kent County will be a combination of long-term residents in and around the City of Dover who are aging in place and retirees moving to all areas of the county.

**c. Sussex County**

- Sussex County continues to experience the largest increase among persons age 55 and over. From 2000 to 2005, the population of persons age 55 and over increased by about 6,500 persons or 13.6 percent from 47,835 to 54,352. It is projected that by 2010, there will be an additional 16,800 persons age 55 and over for an increase of about 31 percent from 2005. In 2015, it is projected there will be over 82,900 persons age 55 and over in Sussex County, an increase of 16.5 percent from 2010.
- In 2015, about 40 percent of the population will be age 55 and over, up from about 31 percent in 2000. Much of the increasing population of older persons in Sussex County will be retirees or persons near retiring, migrating to the county both from within Delaware and from out of state. The older population in Sussex County will also include long time residents who are aging in place throughout the community.

**iii. Homeowners Age 55 and Over**

As shown in Table 10-12, the 2005 ACS reports that 84.2 percent of the householders age 55 and over in Delaware are homeowners. In 2000, 87.3 percent owned their homes. Among all age groups statewide in 2005, 72.4 percent are homeowners. Among persons age 55 and over, the highest rate of homeownership is among persons age 65 to 74 at 87.3 percent. The lowest rate of homeownership among elderly households is for those age 85 and over at 67.7 percent, which is below the rate of homeownership among all households in Delaware.

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**Table 10-12**  
**Households Age 55 and Over by Tenure - 2005**

Age of Householder	Delaware		New Castle County		Kent County		Sussex County	
	% Own	% Rent	% Own	% Rent	% Own	% Rent	% Own	% Rent
55 to 59	82.2	17.8	80.3	19.7	83.0	17.0	86.5	13.5
60 to 64	87.2	12.8	83.4	16.6	90.2	9.8	94.1	5.9
65 to 74	87.3	12.7	82.2	17.8	88.5	11.5	95.5	4.5
75 to 84	83.5	16.5	80.4	19.6	80.3	19.7	91.0	9.0
85 and over	67.7	32.3	58.1	41.9	75.1	24.9	79.8	20.2
<b>Households Age 55 and Over</b>	<b>84.2</b>	<b>15.8</b>	<b>80.4</b>	<b>19.6</b>	<b>87.1</b>	<b>12.9</b>	<b>91.5</b>	<b>8.5</b>
<b>All Households</b>	<b>72.4</b>	<b>27.6</b>	<b>70.0</b>	<b>30.0</b>	<b>73.4</b>	<b>26.6</b>	<b>78.0</b>	<b>22.0</b>

Source: U.S. Census Bureau, American Community Survey

Data from the 2005 ACS regarding cost-burdened homeowners by age is shown in Table 10-13. The information, however, is only available for householders age 65 and over and those less than age 65. Among households age 65 and over, about 24 percent pay 30 percent or more of their income for their housing and are cost-burdened. Among all homeowners in Delaware in 2005, about 18 percent are cost-burdened.

**Table 10-13**  
**Cost-burdened Owners Age 65 and Over - 2005**

	Delaware		Owners 65 and over		Cost-burdened Owners 65 and over	
	Total	Percent Owners	Total	Percent	Total	Percent
New Castle County	135,270	70.0	28,897	79.2	6,630	22.9
Kent County	39,456	73.4	9,427	84.5	1,897	20.1
Sussex County	55,134	78.0	18,855	92.3	5,102	27.1
<b>DELAWARE</b>	<b>229,860</b>	<b>72.4</b>	<b>57,179</b>	<b>84.0</b>	<b>13,629</b>	<b>23.8</b>
City of Wilmington	13,155	49.1	3,391	61.3	1,106	32.6

Source: U.S. Census Bureau, 2005 American Community Survey

**iv. Housing Needs of Homeowners Age 55 and Over**

- Because of the high rate of homeownership by the older population in Delaware there will be the need for assistance allowing the low-income elderly homeowners to maintain their units and to allow them to continue living independently.
- Many elderly homeowners live on fixed incomes that do not keep pace with inflation. The households lack income to address unexpected housing costs. Older owners on limited and fixed incomes need

assistance with unexpected emergency repairs that are not budgeted within their fixed housing costs.

- Elderly homeowners have lived in their units for many years and therefore their housing is older. The older housing units require weatherization to improve energy efficiency and reduce overhead costs. This will be less of a need over the long term as housing built during the 1990s and 2000s will have better incorporated energy saving devices.
- As persons age, adaptive modifications become a need to allow the homeowner to continue to reside in their unit. Low-income aging homeowners may need funding assistance for completion of adaptive modifications. Communities should work with builders to educate them regarding the need for building housing that allows its occupants to age in place. Features to incorporate include first floor bedrooms, wider doorways, reinforced walls that allow installation of grab bars, and at least one entrance that can be accessed without stairs.
- Older homeowners are often eventually in need of services that allow them to age in place and remain living independently. Support services include, but are not limited to, home health care and personal care, meals, and transportation. Due to low pay and high turnover among the elderly supportive industries, staffing will continue to be a problem that will affect delivery of services.
- Reverse mortgages, which allow homeowners to access their equity while remaining in the unit, may be of assistance to low-income homeowners and other aging homeowners by providing funds for home maintenance and support services. Older homeowners considering reverse mortgages need extensive education and support to ensure they are aware of all the options available for accessing the equity in their homes.
- Some older homeowners choose to move to age restricted communities. The age restricted communities usually provide recreation and maintenance services to the homeowners but do not include support services that are included with assisted living.
- In Part 2 of this *Housing Needs Assessment*, it is projected that 8,555 households age 65 and over will purchase homes in Delaware from 2008 to 2012. Elderly homebuyers are households age 65 and over with annual incomes up to \$125,000. Elderly homebuyers are seeking housing alternatives in order to reduce the size of their dwelling, reduce maintenance on a dwelling, or move closer to family. The elderly homebuyers are projected to be a growing segment of the population in Delaware.

**v. Renters Age 55 and Over**

As shown earlier in Table 10-12, the 2005 ACS reports that 15.8 percent of the householders age 55 and over in Delaware are renters. In 2000, 16.3 percent were renters. Among all age groups statewide in 2005, 27.6 percent

are renters. Among persons age 55 and over, the highest rate of renters is among persons age 85 and over at about one-third. The lowest rate of renters is among those age 65 to 74 at 12.7 percent.

Table 10-14 below shows 2005 ACS data for cost-burdened renters age 65 and over. Among households age 65 and over, about 28 percent pay 30 percent or more of their income for their housing and are cost-burdened. Among all renters in Delaware in 2005, about 43 percent are cost-burdened.

**Table 10-14**  
**Cost-burdened Renters Age 65 and Over - 2005**

	Total	Percent Renters	Renters 65 and over		Cost-burdened Renters 65 and over	
			Total	Percent	Total	Percent
New Castle County	57,985	30.0	7,549	20.8	4,058	53.7
Kent County	14,275	26.6	1,735	15.5	948	54.6
Sussex County	15,520	22.0	1,577	7.7	853	54.1
<b>Delaware</b>	<b>87,780</b>	<b>27.6</b>	<b>10,861</b>	<b>16.0</b>	<b>5,859</b>	<b>53.9</b>
City of Wilmington	13,615	50.9	2,142	38.7	1,591	74.3

Source: U.S. Census Bureau, 2005 American Community Survey

**vi. Housing Needs of Renters Age 55 and Over**

- Cost burden among the oldest households is a result of the spending down of their savings and living on fixed incomes that do not keep pace with inflation, particularly the increased cost of health care. Elderly renter households need rent subsidies to alleviate cost burden and thereby reduce the number of elderly renters who are at-risk. Affordable housing and subsidies become more important as older renters age. Part 2 of this *Housing Needs Assessment* identifies the need for 151 additional rental units for low-income elderly households in Delaware from 2008 to 2012 based on household growth and unmet existing demand.
- The Inventory of Affordable Housing contained in Part 2 of the *Housing Needs Assessment* identifies 4,634 subsidized units as elderly households. Nearly 45 percent of the elderly affordable rental units are in the City of Wilmington, which has less than 7 percent of the state's population of persons age 55 and over. The concentration of the affordable elderly rental units requires the elderly renters to be displaced from their established communities to find housing that they can afford.
- A need of older renter households is finding safe, decent housing that is affordable and well situated in dispersed locations. Location is a particular concern to renters who were previously long-time homeowners. The new renters generally prefer to reside in the same area, close to their families and established communities.

- As noted with aging homeowners, adaptive modifications are a need to allow renter households to continue living independently in their unit. Low-income aging renters may need funding assistance for the adaptive modifications.
- Many older renters will eventually need services that allow them to age in place and remain living independently. A segment of all aging households will no longer be able to live independently and will need assisted living or nursing homes.

### 3.10 / HOUSEHOLDS & HOUSING PROBLEMS

#### C. Elderly Households

- ❑ **The number of elderly households will continue to increase in coming years. By 2015, 30% of Delaware's population is projected to be age 55 and older, up from 22 percent in 2000.**
- ❑ **Rates of cost burden are higher among elderly renters and homeowners than among the general population.**
- ❑ **For both elderly renters and homeowners, fixed incomes make it difficult to meet unexpected costs or increases to regular costs (such as rent and utilities increases, or emergency home repairs). Assistance to maintain and update housing units will help elderly households continue to live independently. However, declining federal monies for housing assistance make such programs more difficult.**
- ❑ **The cost of health care and its effect on income available for housing and other needs, while an issue for all Delaware households, is a particular concern with elderly households.**
- ❑ **Location, transportation, and access to services are especially important for elderly households.**

**SUMMARY**

## **D. COST-BURDENED HOUSEHOLDS WITH HOUSING PROBLEMS**

The following presents information regarding low-income households in Delaware with housing problems. The statistics used for this analysis are taken from HUD's Comprehensive Housing Affordability Strategy (CHAS Data 2000). CHAS Data 2000 is a special tabulation prepared for HUD by the Census Bureau. HUD reports that the Census Bureau uses a special rounding scheme on special tabulation data. As a result, there may be discrepancies between the data reported by CHAS Data 2000 and data reported by Census 2000 Summary File 3. Furthermore, the CHAS data has not been updated by HUD per the 2005 American Community Survey.

The following provides an estimate of the number and type of households in need of housing assistance. The needs are considered for owners and renters. The review considers need for the households using the same framework that was laid out in Part 2, Section 1: *Defining Affordability*: extremely low-income (income less than 30 percent of MFI); very low-income (income between 30 and 50 percent of MFI); low-income (income between 51 and 80 percent of MFI); moderate, middle, and high income (income above 80 percent of MFI).

Tables 10-15 through 10-17 show households with any housing problem by county. As defined by CHAS Data 2000, any housing problem includes:

- Cost burdened households paying from 30 percent to 50 percent of their income and households paying more than 50 percent for housing (severe cost burden);
- Overcrowding; and/or
- Without complete kitchen or plumbing.
- "Other Problems" - CHAS Data 2000 combines overcrowding and/or without complete kitchen or plumbing but not cost-burdened into the category "Other Housing Problems."

### **i. New Castle County Cost-burdened Households with Problems**

- In New Castle County, of 188,901 total households, 47,283 (25 percent) had housing problems. About 30 percent of all households were renters. About 47 percent of the households with problems were renters. 37,603 (79.5 percent) of the households with housing problems were low-income, earning at or below 80 percent of the area MFI.
- Among low-income renters, 57 percent had a housing problem. Extremely low-income and very low-income renters had comparably high rates of households with problems at over 70 percent. Among renters with incomes above 80 percent of MFI, less than 10 percent had housing problems.
- Among low-income owners, 59 percent had a housing problem. Extremely low-income owners had the highest rate of households with



problems at 69.8 percent. Among owners with income above 80 percent of MFI, just 8 percent had housing problems.

- Among all income categories, the major problem of households with housing problems is cost burden. 43,158 of the 47,283 households with problems (91 percent) total were cost-burdened. 16,942 or 39 percent of the cost-burdened households were severely cost-burdened. Of the total cost-burdened households, 35,558 (82.4 percent) were low-income. 18,289 (51.4 percent) of the 35,558 low-income cost-burdened households were renters.
- 4,125 households or 2.2 percent of the total households had other housing problems, including overcrowding in addition to lack of complete kitchen or plumbing, but excluding cost burden. 2,045 (49.6 percent) of the households were low-income. 1,630 (79.7 percent) of the 2,045 low-income households with other housing problems were renters.

**Table 10-15**  
**New Castle County Households with Housing Problems by Household Income - 2000**

Income Category of Household	Total	Any Housing Problem		Cost Burden				Other Housing Problems	
				30%-50%		More than 50% (Severe)			
		Total	%	Total	%	Total	%	Total	%
<b>Renter Households</b>									
Extremely Low (0-30% MFI)	12,169	8,835	72.6	1,947	16.0	6,571	54.0	317	2.6
Very Low (31-50% MFI)	9,429	7,034	74.6	4,950	52.5	1,650	17.5	434	4.6
Low (51-80% MFI)	13,324	4,050	30.4	2,931	22.0	240	1.8	879	6.6
Above 80% MFI	21,529	2,088	9.7	538	2.5	323	1.5	1,227	5.7
Total Renters	56,451	22,007	39.0	10,366	18.4	8,784	15.6	2,857	5.1
<b>Owner Households</b>									
Extremely Low (0-30% MFI)	7,455	5,204	69.8	1,469	19.7	3,660	49.1	75	1.0
Very Low (31-50% MFI)	10,289	4,898	47.6	2,336	22.7	2,499	24.2	63	0.6
Low (51-80% MFI)	19,797	7,582	38.3	5,781	29.2	1,524	7.7	277	1.4
Above 80% MFI	94,909	7,592	8.0	6,264	6.6	475	0.5	853	0.9
Total Owners	132,450	25,276	19.1	15,850	12.0	8,158	6.2	1,268	1.0
<b>All Households</b>									
Total Households	188,901	47,283	25.0	26,216	23.1	16,942	22.1	4,125	2.2

Source: HUD State of the Cities Data Systems: CHAS Data 2000

**ii. Kent County Cost-burdened Households with Problems**

- In Kent County, of 47,126 total households, 12,351 (26.2 percent) had housing problems. 40 percent of all households with housing problems were renters, while just 30 percent of households overall rented. 9,404 (76.1 percent) of households with housing problems were low-income.
- Among low-income renters, 54.8 percent had a housing problem. Extremely low-income renters had the highest rate with problems at

about 71 percent. Among renters with incomes above 80 percent of MFI, less than 7 percent had housing problems.

- Among low-income owners, 50.5 percent had a housing problem. Extremely low-income owners had the highest rate of households with problems at 74.2 percent. Among owners with income above 80 percent of MFI, about 11 percent had housing problems.
- Among all income categories, the major problem of households with housing problems is cost burden. 11,384 of the 12,351 households with problems (92.2 percent) were cost-burdened. 4,704 (41.3 percent) of the cost-burdened households were severely cost-burdened. Of the total cost-burdened households, 8,921 (78.4 percent) were low-income. 4,276 (52.1 percent) of the 8,921 low-income cost-burdened households rented.
- 967 households, or 2.1 percent of the total households had other housing problems, including overcrowding in addition to lack of complete kitchen or plumbing, but excluding cost burden. 483 (50 percent) of the households were low-income. 294 (60 percent) of the 483 low-income households with other housing problems were renters.

**Table 10-16**  
**Kent County Households with Housing Problems by Household Income - 2000**

Income Category of Household	Total Households	Any Housing Problem		Cost Burden				Other Housing Problems	
				30%-50%		More than 50% (Severe)			
		Total	%	Total	%	Total	%	Total	%
<b>Renter Households</b>									
Extremely Low (0-30% MFI)	2,562	1,814	70.8	323	12.6	1,432	55.9	59	2.3
Very Low (31-50% MFI)	2,532	1,603	63.3	965	38.1	542	21.4	96	3.8
Low (51-80% MFI)	3,248	1,153	35.5	926	28.5	88	2.7	139	4.3
Above 80% MFI	5,791	394	6.8	185	3.2	6	0.1	203	3.5
Total Renters	14,133	4,964	35.1	2,399	17.0	2,068	14.6	497	0.3
<b>Owner Households</b>									
Extremely Low (0-30% MFI)	1,896	1,407	74.2	368	19.4	1,001	52.8	38	2.0
Very Low (31-50% MFI)	2,422	1,293	53.4	467	19.3	780	32.2	46	1.9
Low (51-80% MFI)	5,257	2,134	40.6	1,456	27.7	573	10.9	105	2.0
Above 80% MFI	23,418	2,553	10.9	1,991	8.5	281	1.2	281	1.2
Total Owners	32,993	7,387	22.4	4,282	13.0	2,635	8.0	470	1.4
<b>All Households</b>									
Total Households	47,126	12,351	26.2	6,681	22.8	4,703	10.0	967	2.1

Source: HUD State of the Cities Data Systems: CHAS Data 2000

### iii. Sussex County Cost-burdened Households with Problems

- In Sussex County, of 62,566 total households, 15,931 (25.2 percent) had housing problems. Renters made up about 26 percent of households with housing problems; only 19 percent of total households rented. 11,517

(72.3 percent) of the households with housing problems were low-income.

- Among low-income renters, about half had a housing problem. Extremely low-income renters had the highest rate with problems at about 63 percent. Among renters with incomes above 80 percent of MFI, 11.5 percent had housing problems.
- Among low-income owners, 49.3 percent had a housing problem. Extremely low-income owners had the highest rate of households with problems at 70.6 percent. Among owners with income above 80 percent of MFI, 11.2 percent had housing problems.
- Among all income categories, the major problem of households with housing problems is cost burden. 14,300 of the 15,931 households with problems (98.8 percent) were cost-burdened. 5,723 (40 percent) of the cost-burdened households were severely cost-burdened. Of the total cost-burdened households, 10,783 (75.4 percent) were low-income. 3,122 (29 percent) of low-income cost-burdened households rented.
- 1,631 households, or 2.6 percent of the total households had other housing problems, including overcrowding in addition to lack of complete kitchen or plumbing, but excluding cost burden. 734 (45 percent) of these households were low-income. 409 (55.7 percent) of the 734 low-income households with other housing problems were renters.

**Table 10-17**  
**Sussex County Households with Housing Problems by Household Income - 2000**

Income Category of Household	Total Households	Any Housing Problem		Cost Burden				Other Housing Problems	
				30%-50%		More than 50% (Severe)			
		Total	%	Total	%	Total	%	Total	%
<b>Renter Households</b>									
Extremely Low (0-30% MFI)	2,421	1,516	62.6	402	16.6	1,031	42.6	83	3.4
Very Low (31-50% MFI)	2,046	1,041	50.9	612	29.9	346	16.9	83	4.1
Low (51-80% MFI)	2,619	974	37.2	660	25.2	71	2.7	243	9.3
Above 80% MFI	4,949	569	11.5	94	1.9	25	0.5	450	9.0
Total Renters	12,035	4,100	34.1	1,768	14.7	1,473	12.2	859	7.1
<b>Owner Households</b>									
Extremely Low (0-30% MFI)	3,490	2,464	70.6	597	17.1	1,836	52.6	31	0.9
Very Low (31-50% MFI)	4,418	2,346	53.1	1,087	24.6	1,180	26.7	79	1.8
Low (51-80% MFI)	8,293	3,176	38.3	2,173	26.2	788	9.5	215	2.6
Above 80% MFI	34,330	3,845	11.2	2,952	8.6	446	1.3	447	1.3
Total Owners	50,531	11,831	23.4	6,809	13.5	4,250	8.4	772	6.5
<b>All Households</b>									
Total Households	62,566	15,931	25.5	8,577	13.7	5,723	9.1	1,631	2.6

Source: HUD State of the Cities Data Systems: CHAS Data 2000

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## 11. HOUSING NEEDS OF SPECIAL POPULATIONS

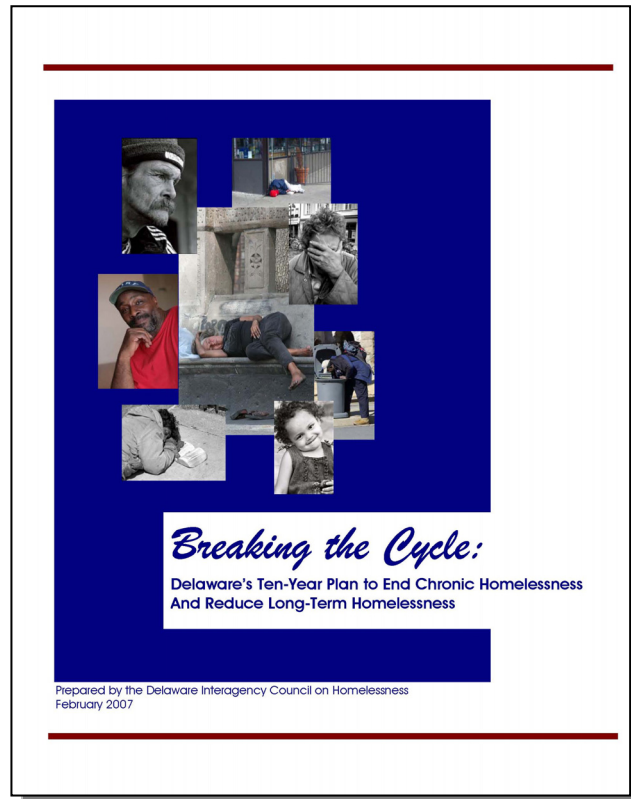
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This section of the *Housing Needs Assessment* considers housing issues for special needs populations. In this report, special needs populations include the homeless and those persons at risk of homelessness, persons with disabilities, persons with HIV/AIDS, victims of domestic violence, and migrant and seasonal workers. Services for these groups are provided by a multitude of agencies, both governmental and non-governmental, as well as countless caring individuals. The following list of contacts provided information critical to the preparation of this section.

- ARC of Delaware, (Trish Kelleher)
- Brandywine Counseling, (Shay Lipshitz)
- Commission on Community Based Alternatives for Individuals with Disabilities, Housing Subcommittee
- Connections CSP, (Cathy McKay)
- Delaware Commission of Veterans Affairs, (Melanie Bronov)
- Delaware Department of Corrections, (Joseph Paesani)
- Delaware Department of Health and Social Services - Division of Developmental Disabilities Services, (Pat Weygandt)
- Delaware Department of Health and Social Services - Division of Services for Aging and Adults with Physical Disabilities (Carol Barnett)
- Delaware Department of Health and Social Services - Division of Substance Abuse and Mental Health, (Melissa Smith, Cliffvon Howell)
- Delaware Department of Services for Children, Youth, and Their Families, (Truman Bolden)
- Delaware Domestic Violence Coordinating Council, (Cindy Boehmer)
- Delaware HIV Consortium, (Diane Casey)
- Delaware/Maryland Paralyzed Veterans of America, (Wayne Carter)
- Homeless Planning Council of Delaware, (Cara Robinson)
- National Alliance for the Mentally Ill - Delaware Chapter, (Merton Briggs)
- Stand Up for What's Right and Just (SURJ), (Stephanie Symons, Esq.)
- State Council for Persons with Disabilities, (Kyle Hodges)
- U.S. Department of Veterans Affairs, (Kent Johnson)

**A. HOMELESS & PERSONS AT RISK OF HOMELESSNESS**

The Homeless Planning Council of Delaware is the lead agency for the Continuum of Care grant application program. Meanwhile, the Delaware Interagency Council on Homelessness (DICH) prepared Delaware's *Ten-Year Plan to End Chronic Homelessness and Reduce Long-Term Homelessness*. According to the Homeless Planning Council, on any given night, more than 1,800 people are homeless, and more than 6,700 persons over the course of a year experience homelessness. The following information is taken from the Ten-Year Plan.



During the January 26, 2006, homeless point-in-time study, 1,834 homeless persons were counted in Delaware. Data from the count is presented in Tables 11-1, 11-2 and 11-3 below.

**Table 11-1  
Homeless Subpopulations in Delaware, 2006 Point-in-Time Count**

	Sheltered	Unsheltered	Hotel/Motel	Doubled-Up	Total*
<b>Chronically Homeless</b>	224	70	N/A	N/A	294
<b>Seriously Mentally Ill</b>	380	57	9	23	469
<b>Chronic Substance Use</b>	410	90	5	32	537
<b>Veterans</b>	116	66	3	23	208
<b>Domestic Violence Victims</b>	78	6	4	7	95
<b>Children in Families</b>	190	8	37	44	279
<b>Unaccompanied Youth</b>	10	N/A	N/A	N/A	10

Source: Homeless Planning Council of Delaware

\*Note: Because individuals are counted in multiple subcategories, the total number reflected in the table exceeds the total Point-in-Time count.

**Table 11-2  
Chronically Homeless by County, Unaccompanied Individuals –  
2006 Point-in-Time Count**

		New Castle County			Kent County			Sussex County		
		Unsheltered	Emergency Shelter	Transitional Housing	Unsheltered	Emergency Shelter	Transitional Housing	Unsheltered	Emergency Shelter	Transitional Housing
<b>CHRONICALLY HOMELESS</b>										
Sex	Female	9	10	14	3	3	1	1	2	3
	Male	40	83	58	6	6	14	11	10	20
Race & Ethnicity	Black	36	48	44	7	3	7	6	4	6
	White	8	32	23	2	6	7	3	8	17
	Other	2	9	2	0	0	1	0	0	0
	Asian	0	3	0	0	0	0	1	0	0
	Multi-Racial	3	1	3	0	0	0	2	0	0
Age	18 – 30	5	13	6	3	1	2	3	1	4
	31 – 49	23	52	51	5	7	7	7	4	12
	50 – 64	20	17	12	0	1	6	1	6	5
	65+	1	11	3	0	0	0	1	1	2
Subpopulation	Serious Mental Illness	21	37	35	5	1	6	3	8	7
	Substance Abuse	27	44	37	4	3	5	6	7	20
	HIV/AIDS	6	2	4	0	0	1	0	0	0
	Physical Disability	13	15	23	2	1	1	3	3	1
	Veteran	13	12	13	1	0	3	1	7	9
	Domestic Violence	1	3	2	1	0	0	1	0	0

Source: Homeless Planning Council of Delaware

**Table 11-3  
NOT Chronically Homeless by County, 2006 Point-in-Time Count**

		New Castle County			Kent County			Sussex County		
		Unsheltered	Emergency Shelter	Transitional Housing	Unsheltered	Emergency Shelter	Transitional Housing	Unsheltered	Emergency Shelter	Transitional Housing
<b>NOT CHRONICALLY HOMELESS</b>										
Sex	Female	12	31	21	7	18	5	4	7	6
	Male	69	56	63	9	18	35	14	26	32
Race & Ethnicity	Black	43	50	60	10	30	20	4	11	14
	White	32	32	19	6	4	18	12	17	16
	Other	4	2	2	0	1	0	1	2	3
	Asian	0	0	1	0	0	0	0	0	0
	Multi-Racial	2	3	2	0	1	2	1	4	5
Age	18 – 30	4	9	13	5	3	4	6	5	13
	31 – 49	47	50	48	7	26	24	9	25	22
	50 – 64	21	23	20	4	7	12	3	2	2
	65+	9	5	3	0	0	0	0	1	1
Subpopulation	Serious Mental Illness	13	7	11	8	3	5	5	0	2
	Substance Abuse	30	23	71	7	8	32	11	8	36
	HIV/AIDS	1	6	2	0	1	0	1	0	0
	Physical Disability	15	14	6	0	2	1	0	7	9
	Veteran	34	29	6	2	8	4	2	0	11
	Domestic Violence	0	7	3	0	3	1	1	0	0

Source: Homeless Planning Council of Delaware

Using the method described in *Estimating the Need: Projecting from the Point-in-Time* published by the Corporation for Supportive Housing, the Homeless Planning Council of Delaware (HPC) estimates that over the course of one year, there are 6,758 homeless persons in Delaware. Of those, 73 percent are in New Castle County; 13 percent are in Kent County; and 14 percent are in Sussex County.

Of the estimated 6,758 homeless people in Delaware, it is further estimated that 337 meet the U.S. Department of Housing and Urban Development definition of chronically homeless (homeless continuously for one year or experiencing four episodes of homelessness over the past 3 years, single and with a disabling condition). Follow-up studies of the housing needs of persons served by state agencies and other programs showed that additional individuals are at risk of chronic homelessness for a total population of 2,003 people.

The HPC inventories housing programs for persons who are homeless. As reported in the DICH Ten-Year Plan, as of January, 2006, the system included 1,366 units of housing. In addition, there were 120 motel voucher certificates in use across the state.

- Emergency Shelter Beds: 532
- Seasonal Beds: 76
- Transitional Housing Beds: 471
- Permanent Supportive Beds: 277
- Current Total Inventory: 1,366

There is an unmet need for units to cover the gap between the 1,834 persons identified and the 1,366 beds available in the system. DICH has set as a goal to produce new housing to fill the unmet need for chronically homeless individuals.

Table 11-4 highlights the need for additional beds by client group, by county. A combination of new construction of 648 new supportive housing units and 1,000 rental subsidies is needed to adequately house approximately 2,000 people who are chronically homeless or at risk of chronic homelessness. The need identified by the DICH was developed independently of and are in addition to the projected demand for 1,489 new affordable rental units identified in Part 2 of this *Housing Needs Assessment*.

These units and subsidies will serve persons with incomes below 30 percent of median who have diagnosable mental health conditions, substance use conditions, physical disabilities including HIV/AIDS, and/or developmental disabilities, who have been homeless, or who pay more than 50 percent of their income for rent. The timetable for implementation of this plan is through 2017.



**Table 11-4  
DICH Recommended Housing (#Beds) by Need and Client Type**

	Client Types	Delaware	New Castle County	Kent County	Sussex County
New units of permanent housing for people with extremely low or no income to accommodate chronically homeless persons who are unsheltered, living in emergency or transitional housing.	Mental Health, Substance Use or other disability	294	215	32	47
New units of permanent housing for people with extremely low or no income to accommodate persons with mental health disorders who are currently unsheltered, living in emergency or transitional housing or living in the Delaware Psychiatric Center because they lack alternative housing with adequate supports.	Mental Health	99	72	10	17
New units of permanent housing and Safe Haven beds for people with extremely low or no income with substance use disorders who are unsheltered, living in emergency or transitional housing.	Substance Use	215	110	52	45
New units that can provide transitional housing for persons who have completed detox and are awaiting a residential treatment bed.	Substance Use	8	8	0	0
Rental subsidies that can provide housing for persons with substance use and mental health conditions.	Persons with mental health and substance use conditions, including those served in the DHSS CCCP	600	438	60	102
Rental subsidies that can provide housing for youth transitioning from foster care.	Youth leaving foster care. Vouchers are good for five years	200	146	20	34
Rental subsidies that can provide housing for persons re-entering from prison.	Offenders leaving prison with no housing options	200	146	20	34
New units of supportive transitional and permanent housing designed to serve young adults exiting foster care.	Young Adults Exiting Foster Care	10	10	0	0
New units of permanent housing needed to accommodate families where the head of household has a diagnosable mental health or substance use disorder and is accompanied by his/her children.	Families with Mental Health or Substance Abuse	18	18	0	0
New units of permanent housing needed to accommodate families where the head of household has a diagnosable mental health or substance use disorder and is accompanied by his/her children.	Families with Mental Health or Substance Abuse	12	0	6	6
Homeless Service Centers with immediate response capacity and temporary beds where persons can be admitted with no wait while screening, intake, and housing locator services are completed.	Individuals, including chronically homeless, with multiple challenges	25	18	2	5
Funding of match for existing SHP programs to maintain the 'floor' of housing for homeless and chronically homeless persons that currently exists.	Individuals, families, and youth exiting foster care; persons with HIV/AIDS, substance use and mental health conditions	330	314	10	6
<b>TOTAL Beds Needed</b>		<b>2003</b>	<b>1495</b>	<b>212</b>	<b>296</b>

Source: Delaware Interagency Council on Homelessness (DICH)

**i. Veterans**

The 2005 American Community Survey (ACS) reported that there were 79,151 veterans in Delaware, 5,938 of whom were women. Veterans in Delaware have been disproportionately represented in Delaware's homeless population. In 2006, 11% of homeless adults (208 of 1,834) surveyed in the Point-in-Time study were veterans.

Housing assistance alternatives for disabled veterans are limited in Delaware. The point-in-time study indicated that, among all homeless residing in permanent supportive housing, six percent were veterans. This would account for approximately 17 of the 287 permanent supportive beds in the state. *Homelessness in Delaware*, completed in 2007, reports that about 13 percent of homeless adults are veterans.\*

A new State VA Home in Milford will provide 150 beds for veterans requiring intermediate or long-term medical care. Although a fee is assessed for services, unlike a federal VA Home, Medicare and insurance is expected to be available to defray expenses. Beds will be allocated for assisted living and dementia as well as intermediate and shorter-term medically related intervention. Although long-term care will be part of the new facility's mission, it will not provide permanent housing for homeless veterans once their medical conditions are resolved. As such, it should not be considered a general housing resource for veterans in need of housing.

**ii. Youth Aging out of Foster Care**

Youth aging out of foster care can be at risk of becoming homeless. The Delaware Department of Services for Children, Youth, and Their Families (DSCYF) provides Independent Living services to assist youth ages 14 and older that are in foster care, and youth ages 18 to 21 who have exited foster care. The services are designed to promote self-sufficiency and responsible living for young adults who do not have the typical familial supports of other young adults. Youth receive training in life skills and personal development, mentoring, tuition assistance, and support with transitional living. Housing alternatives for youth include the Independent Living Program, the Apartment Lease Program, Home Host Agreements, and Transitional Housing. Each program offers financial support as well as related services to ensure the success of the youth.

The Delaware Division of Family Services (DFS) estimated the number of youth aging out of the Delaware foster care system from 2006 through 2009. In 2007, 73 youth are expected to come of age, 85 in 2008 and 56 in 2009. In addition, 34 children receiving services through the Division of Child Mental Health (CMH) and Division of Youth Rehabilitative Service (YRS) who have

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\*Peuquet, Steven W., Robinson, C., Kotz, R. (2007). Homelessness in Delaware: Twenty Years of Data Collection and Research. Newark, DE: Center for Community Research and Service, University of Delaware, and the Homeless Planning Council of Delaware.

mental health, substance abuse and developmental disabilities are expected to age out in 2007, 43 in 2008 and 15 in 2009. The risk for homelessness is very high among this population.

Based upon these numbers and the expertise of DFS staff, the number of transitioning youth was projected to be 75 for each of the next six years. Additionally, it was estimated that half of the youth transitioning from foster care will require supportive housing services. The result, 225 youth, are the ones for whom adequate housing must be provided.

It is assumed that the projected homeless youth will require supportive housing services until age 21, and that one-third of these youth will continue to require supportive housing until age 23. This results in the number of projected new beds needed each year. After 2011, the number of new beds needed drops significantly, as the youth utilizing the housing supports transition out of the program into other permanent housing.

Table 11-5 below shows the population age 18 through 22 anticipated to require supporting housing services between 2006 and 2015.

**Table 11-5  
Total Youth Ages 18-22 Requiring Supportive Housing Services, 2006-2015**

	<b>Total Expected and Projected Youth Ages 18-22</b>	<b>Total Projected Homeless Youth Ages 18-22</b>	<b>Total Projected New Beds Needed Each Year</b>
<b>2006</b>	29	15	15
<b>2007</b>	102	52	37
<b>2008</b>	177	89	38
<b>2009</b>	204	107	18
<b>2010</b>	206	132	25
<b>2011</b>	206	152	20
<b>2012</b>	225	156	4
<b>2013</b>	225	156	0
<b>2014</b>	225	163	6
<b>2015</b>	225	163	0

*Source: Planning for Delaware's Transitioning Foster Youth, DFS, 2006*

**iii. Ex-Offenders Re-entering Society**

Quantifying the housing issues for ex-offenders leaving prison and re-entering society has proven difficult. In its May 2007 analysis, *Stand Up for What's Right and Just* (SURJ) noted that data collected and reported by the Delaware Justice Information System is not prepared in a format that

facilitates external analysis.\* As shown in Table 11-6 below, the Homeless Point-in-Time survey showed that 1,428 adults had previously been incarcerated.

**Table 11-6**  
**History of Incarceration of Clients in DE-HMIS – 2006**

<b>Incarcerated in Past?</b>	<b>Number</b>	<b>Percent</b>
Yes	1,428	32%
No	3,059	68%
Total: Adults	4,487	100%

Source: DE-HMIS, Homeless Planning Council of Delaware

Based on prison release data for 2004, 4,952 offenders were released from Level 5 custody. Additional details about the released population could not be gleaned from the data. However, national research does highlight the difficulties ex-offenders face when trying to secure housing upon re-entry. Sometimes this begins immediately upon release when an ex-offender is not provided any viable contacts to help locate suitable housing. It is noted that ex-offenders who are not able to locate adequate housing are more likely to re-offend.

Citing again from the SURJ 2007 report, the majority of ex-offenders live with family during re-entry. This arrangement may not provide a suitable environment for individuals going through the re-entry process. Other housing alternatives for ex-offenders include emergency shelters, transitional and supportive housing, public housing, and private market housing. The SURJ report identifies barriers that may make each alternative unworkable, as highlighted below:

- HUD funding for emergency shelters has shifted its focus to help the chronically homeless and people with disabilities. Ex-offenders may not fall into these categories.
- Shelters and transitional housing receiving McKinney-Vento funds may not house persons leaving any institutions, including correctional facilities, without adequate evidence that no alternatives exist. (Such evidence may be difficult to obtain.)
- Groups willing to provide transitional and supportive housing for ex-offenders often lack adequate financial resources. They might also face severe community hostility to plans for establishing homes for ex-offenders.

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\* SURJ and the Delaware Center for Justice. *Ex-Offender Re-entry in Delaware: A Report of the Delaware Re-entry Roundtable*. May 2007.

- Housing Choice Vouchers landlords are able to use their own discretion when deciding to accept or reject an applicant who has a criminal record. Public housing authorities (PHAs) have to consider federal standards when considering applicants and allocations of Housing Choice Vouchers, but depending on the nature of the criminal record, PHAs may be obligated to deny housing to certain ex-offenders for a period of time.
- Affordability is the most significant barrier for an ex-offender attempting to access housing in the private market.
- Lack of official identification, often a reality for ex-offenders, prevents access to many forms of housing. Although the State Department of Corrections issues photo ID cards to offenders upon release, the card may not be recognized as official identification by other agencies. For prisoners who have lost their driver's license or other identification during incarceration, this can be a serious setback.

Joseph Paesani of the Department of Corrections detailed the 2006 population in the prisons to the DICH. In March, 2006, there were 5,796 persons incarcerated in Delaware. There were also 17,574 persons on supervised probation or parole.

The Re-Entry Policy Council has drafted recommendations that will hopefully, reduce the recidivism of the population. In the period 1999-2001, Delaware received grant funds to undertake a re-entry project in which 919 offenders, ages 18 to 35 years old, who were serious and violent offenders, received intensive case management services. *The Delaware Serious and Violent Offender Reentry Project*, lead by the DHSS Division of Substance Abuse and Mental Health Services, targeted up to 300 offenders per year who were about to be released into the community from 2002-2005. The project targeted ex-offenders from the ages of 18 to 35 up to one year prior to release with intensive case management and community-based long-term support during and after their transition. More wrap-around services such as this will be needed to assure the community that the ex-offender can safely reside in the community once again.

#### **iv. Persons With Drug & Alcohol Addictions**

The State's Division of Substance Abuse and Mental Health (DSAMH) provides funding for services for persons with addictions and substance abuse issues. The year end total for 2005 showed 8,480 persons receiving services. Alcohol and heroin were the predominant substances being abused upon admission.

According to the January 2006 point-in-time study, over one-third of persons in emergency or transitional shelters reported substance abuse, with an even higher rate of addiction (nearly 50 percent) among non-sheltered homeless.

Brandywine Counseling, Inc. (BCI) is a substance abuse treatment agency based in Wilmington that provides counseling and related assistance to

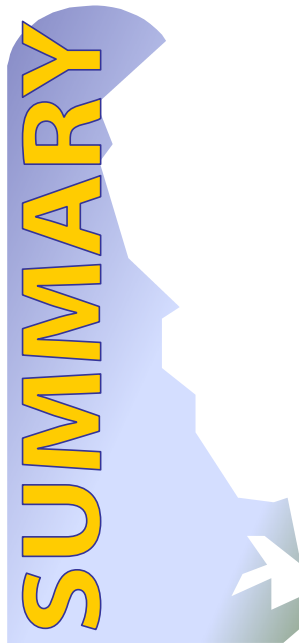
addicted persons and their families for chemical addiction and related problems. The agency is not a housing provider, but it does offer assistance in finding housing. Shay Lipshitz, the director of the agency's Sussex County program reports that some of BCI's homeless clients are able to find temporary housing in shelters but have no permanent housing plans after the 30-day maximum stay has passed. She reports that only about 10 percent are able to find housing solutions, a statistic that is reportedly typical for this population.

Delaware's newly adopted *Ten-Year Plan to End Chronic Homelessness and Reduce Long-Term Homelessness* emphasizes the state's system of outpatient substance abuse treatment which aims to engage and retain people in treatment. The plan states that, while these treatment efforts have successfully reduced the rate of hospitalizations and incarcerations, the lack of affordable and accessible community-based housing causes the rates of both to remain high.

### 3.11 / HOUSING NEEDS OF SPECIAL POPULATIONS

#### A. Homeless & Persons at Risk of Homelessness

- ❑ **Over the course of a year, more than 6,700 Delawareans will experience homelessness. Of the 1,834 persons counted in the January 2006 Point-in-Time survey, 294 were identified who met the HUD definition of chronically homeless.**
- ❑ **Mental health and substance abuse conditions are major risk factors for homelessness. Other groups identified at risk for homelessness include ex-offenders reentering the community, youth exiting foster care, veterans, and victims of domestic violence.**
- ❑ **The Delaware Interagency Council on Homelessness (DICH) is first addressing the 50% of people who are homeless in Delaware who are chronically homeless or at risk for chronic homelessness.**
- ❑ **The DICH's 10-Year Plan to End Chronic Homelessness includes the following five strategies: (1) Develop New Housing for Persons Who Are Chronically Homeless or At-Risk for Chronic Homelessness; (2) Remove Barriers to Accessing Existing Affordable Housing; (3) Improve Discharge and Transition Planning; (4) Improve Supportive Services for Persons who are Homeless; and (5) Enhance Data Collection and Use of Technology.**
- ❑ **The DICH planning process and 10-Year Plan identifies need for new construction of 648 supportive housing units and 1,000 rental subsidies to adequately house approximately 2,000 people who are chronically homeless or at risk of chronic homelessness.**



## **B. PERSONS WITH DISABILITIES**

The U.S. Census defines a disability as a long-lasting condition, meaning six months or more. To further clarify, a disability is considered to be a condition that limits the ability of the person to perform one or more *activities of daily living* (ADLs). ADLs are functions and tasks for self-care that include bathing, dressing, eating, grooming, and other personal hygiene activities. *Instrumental activities of daily living* (IADL) are activities that support a person such as shopping, meal preparation, housekeeping, and money management.

Data collected by the Census falls into the following categories of disability:

- Sensory – blindness, deafness, or a severe vision or hearing impairment.
- Physical – a condition that substantially limits one or more basic physical activities, such as walking, climbing stairs, reaching, lifting, or carrying.
- Mental – an emotional condition that makes it difficult to learn, remember, or concentrate.
- Self-care – a condition that limits the ability to dress, bath, or get around inside the home.
- Go-outside-the home – a condition that limits the ability to go outside the home alone to shop or visit a doctor’s office.
- Employment – a condition that limits the ability to work at a job.

Table 11-7 shows the 2005 ACS data for persons with disabilities in Delaware. The 2000 Census reported that the poverty rate in Delaware for persons with a disability age 16 to 64 was 13.61 percent. For persons with a disability age 65 and above, the rate of poverty was 7.4 percent. Nearly 50 percent of the persons age 16 to 64 living with a disability in Delaware reported not working. An update on poverty statistics for the disabled from the 2005 ACS indicates the rate of poverty for persons with a disability age 16 to 64 increased to 19 percent; for those age 64 and above, the rate increased to 10.1 percent.

**Table 11-7  
Persons with Disabilities - 2005**

	Total Population	Disability % of Total						
		Any Disability	Sensory	Physical	Mental	Self-Care	Go-outside the Home	Employment
<b>NEW CASTLE COUNTY</b>								
Population 5 to 15 years	74,550	9.2%	1.9%	0.9%	7.3%	1.1%	-	-
Population 16 to 64 years	338,597	11.3%	2.3%	6.9%	3.4%	1.5%	2.3%	5.1%
Population 65 years and over	57,166	36.7%	14.9%	27.3%	9.2%	8.1%	15.2%	-
<b>KENT COUNTY</b>								
Population 5 to 15 years	21,704	9.0%	2.8%	0.7%	7.5%	0.5%	-	-
Population 16 to 64 years	89,482	15.6%	2.6%	9.8%	6.3%	2.9%	3.6%	9.7%
Population 65 years and over	16,726	39.4%	15.3%	34.3%	9.1%	8.5%	16.0%	-
<b>SUSSEX COUNTY</b>								
Population 5 to 15 years	22,529	4.8%	1.4%	0.9%	3.8%	0.7%	-	-
Population 16 to 64 years	107,191	11.0%	3.0%	7.7%	3.1%	2.4%	3.3%	6.6%
Population 65 years and over	32,899	32.0%	11.7%	23.2%	5.8%	8.0%	10.5%	-
<b>WILMINGTON CITY</b>								
Population 5 to 15 years	10,371	7.7%	1.8%	2.6%	6.0%	0.3%	-	-
Population 16 to 64 years	39,857	15.0%	2.9%	8.9%	3.8%	2.2%	3.1%	6.5%
Population 65 years and over	7,233	34.9%	14.4%	22.1%	7.2%	7.1%	15.2%	-
<b>DELAWARE</b>								
Population 5 to 15 years	118,783	8.3%	1.9%	0.9%	6.6%	0.9%	-	-
Population 16 to 64 years	535,270	12.0%	2.5%	7.6%	3.8%	1.9%	2.7%	6.2%
Population 65 years and over	106,791	35.7%	14.0%	27.1%	8.1%	8.1%	13.9%	-

Source: U.S. Census Bureau, 2005 American Community Survey



**i. Physical Disabilities**

The housing needs of persons with physical disabilities are wide-ranging. Persons who can live independently with or without personal care support are addressed in this report. (Note: it is outside the scope of this study to project future needs for nursing homes or assisted living.) To maintain independent living, it is recognized that attendant care or assistance with the “Activities of Daily Living” may be needed but again, it is outside the scope of this report to detail the sources or types of programs or constraints on such assistance.

The Delaware Division of Aging and Adults with Physical Disabilities is working to move individuals with physical disabilities into their own homes. This program, called the Delaware Passport to Independence (DPI) has counseled many persons living in 43 of the 45 nursing homes in the state about community options. Of the 46 persons seen during the 2003 - 2005 grant period, 16 individuals transitioned from a nursing home to the community. A full-time caseworker is continuing this transition work. Affordable, accessible housing is cited as a major barrier to successful transitions.

Independent Resources, Inc. (IRI), a Center for Independent Living, has transitioned 25 individuals into the community. Many more individuals would like to live in community-based arrangements. The Minimum Data Set compiled by the Center for Medicaid and Medicare Services for the 2<sup>nd</sup> quarter, 2007, indicates that 20.4 percent or 792 of 3,886 people living in nursing homes indicate a preference to return to the community. The data does not indicate whether affordability issues or attendant care needs prevent their transition.

From April through December 2006, DSAAPD received 188 requests for information about housing. This number may be interpreted as a reflection of the overall housing need of persons with disabilities.

The Americans with Disabilities Act (ADA) requires that rental units in buildings of more than 10 units be made accessible for persons with disabilities or that occupants be allowed to make modifications that will not be permanent or damaging to the structure. DSHA has equipped units in various developments to accommodate the needs of persons with disabilities. As of January 2007, there were 82 households on the waiting list for units that identified a disability. The Dover Public Housing Authority reported 35 persons on its waiting list; Wilmington reported 193 on its waiting list. (The City of Newark and New Castle County each have their own housing authorities, however, and as small authorities, the prescribed form for their annual plans does not include waiting list information.)

Of the state’s 5,500 tax credit units, 275 housing units have also been made accessible (110 for persons with hearing impairments).

## **ii. Developmental (Mental) Disability**

The Delaware Division of Developmental Disabilities Services (DDDS) is the state agency charged with the responsibility to address the needs of persons with mental retardation and developmental disabilities.

The DDDS registry is an internal database used to identify the service needs of individuals deemed eligible for DDDS. It is based on a risk assessment that prioritizes those in need of residential placement and is used to identify the need for other critical services. These persons generally have income equivalent to SSI benefits. In June 2007, DDDS reported 88 persons residing at Stockly Center, 28 in supported living, 173 in shared living arrangements (previously foster care), 472 residing in DDDS-supported neighborhood homes, 168 in apartments, and 42 in “other” undefined living arrangements.

A national study, *State of the States in Developmental Disabilities 2005* prepared by the Department of Psychiatry and Coleman Institute for Cognitive Disabilities of the University of Colorado, identified persons served in institutional settings, nursing homes and Intermediate Care Facilities (ICF) from 1992 to 2004. The report showed the trend away from institutions and toward community-based facilities, placing greater demand on the housing stock for more units.

In the study, the population placed in intermediate care programs increased over 9 percent between 1992 and 2004. Meanwhile, the increase in “other residential” settings was fewer than 6 people. The number of persons served in larger ICFs with more than 16 persons increased from 46 to 55, while the number in state institutions and fell from 325 to 147 persons. The nursing facilities population was cut in half from 82 persons to 41 persons.

Analysis of the DDDS registry data conducted in July 2007 indicates 1,370 individuals with developmental disabilities in need of affordable rental housing, 99 percent of whom have income below 30 percent of median income for their current county of residence. Nearly 55 percent (747) of the individuals were located in New Castle County; 23 percent (309) in Kent County; and 23 percent (314) in Sussex. One-hundred seventeen individuals also have physical disabilities. All would require on-site support; 163 would require wheelchair accessible units; 149 would require sensory adaptations.

DDDS expects to be able to serve 375 clients over the next five years based on budget constraints as of 2007. These clients will be placed in various housing situations including group homes, apartments, shared living, and supported living based on their choice.

**iii. Emotional (Mental Health) Disabilities**

The Department of Health and Social Services (DHSS) Division of Substance Abuse and Mental Health (DSAMH) is the state agency that administers programs addressing the needs of persons with emotional disabilities. Using the estimation methodology published by the Center for Mental Health services, DSAMH estimates a 12-month prevalence of adults with serious mental illness residing in Delaware of 33,736. The prevalence of adults with severe and persistent mental illness is estimated at 16,860. In FY 2006, 5,805 unduplicated adults with serious mental illness were receiving mental health services providing by DSAMH. Of this number, 2,469 unduplicated adults with severe and persistent mental illness received clinic-based and intensive community support services through DSAMH.

DSAMH supports a variety of group homes, supervised apartments and rental subsidy programs statewide. DSAMH supports these programs directly via Community Continuum of Care Programs (CCCP's) and indirectly by contracting services with local providers such as Connections CSP Inc., Brandywine Counseling Inc., Horizon House Inc., Fellowship Housing Resources Inc., and NAMI-Delaware. This inventory of supported housing includes 14 group homes serving 114 residents and eight supervised apartment programs serving 82 residents (196 total). In addition to the DSAMH units, NAMI-DE and other nonprofit organizations provide housing for persons with mental illness using HUD Section 811 and other funds.

DSAMH also supports the Projects for Assistance in Transition from Homelessness (PATH) program, an aggressive outreach program. PATH assists individuals in accessing entitlements, emergency food, educational supports such as GED programs, and relevant vocational programs, supports and employment. The program assists individuals with a full range of housing services including access to temporary shelter, housing-related entitlements/subsidies, security deposits, and assistance in obtaining permanent/semi permanent housing.

The NAMI Score Card for the State of Delaware states, "housing is an area of strength," relative to other places. But although Delaware provides consumers with a continuum of options, there are still unmet housing needs for the mentally ill. NAMI-DE maintains a waiting list of persons seeking housing. Their list, as of June 2007, included 61 persons in New Castle County, 9 persons in Kent, and 4 in Sussex. Mental illness is a major risk factor for homelessness and persons with mental illness are consistently overrepresented in the homeless population. Over 40 percent (123 of 294) individuals who met the definition of chronically homeless as of the point-in-time study conducted in January 2006 had a serious mental illness. A total of 469 individuals (25.6 percent of the total) counted in the point-in-time study reported serious mental illness. Community support services beyond the simple provision of housing are a critical component of a successful strategy for addressing the needs of this special population.

#### **iv. Actions to Address Housing Needs for Persons with Disabilities**

Several groups have been exploring housing needs for persons with disabilities. The Department of Health and Social Services (DHSS) is the key state agency for administering state and federal programs that impact persons with disabilities. Several divisions with the Department coordinate these funding streams. The Division of Medicaid and Medical Assistance (DMMA); the Division of Services for Aging and Adults with Physical Disabilities (DSAAPD), The Division of Developmental Disabilities Services (DDDS), and the Division of Substance Abuse and Mental Health (DSAMH) each operate long-term care facilities and programs that provide housing for persons with disabilities in the community. In addition, the Division of Public Health (DPH) administers 3 of the state run long-term intermediate and nursing care facilities with 592 beds.

The Delaware State Housing Authority, in preparation for this study, compiled information from several reports of various agencies that address housing needs of persons with disabilities. Outreach to these organizations was conducted through the Governor's *Commission on Community-based Alternatives for Individuals with Disabilities*, which was created in by Executive Order 50 and signed by Governor Ruth Ann Minner on September 22, 2003. The purpose of the Commission is to make recommendations on ways to improve state infrastructure, systems, supports, and services to maximize community inclusion for persons with disabilities. Membership of the Commission includes the state legislature; state agencies; advocacy groups, consumers, and providers of services to individuals with disabilities

The Governor's *Commission for Community Based Alternatives for Individuals with Disabilities* has adopted goals and objectives that will assist persons with disabilities integrate into the community. The very first of these goals relates to housing:

- **Housing Goal 1** – Ensure there are a sufficient number of safe, affordable, integrated and accessible housing options for individuals with disabilities

The seven objectives that aim to achieve this goal are as follows:

- Establish coordinated system to develop, administer, and implement housing programs for people with disabilities through a streamlined voucher process to be used by Public Housing Authorities within a statewide housing plan.
- Create a directory of rental opportunities.
- Maintain stock of vouchers and affordable housing units.
- Create new housing options.
- Include input of people with disabilities in Delaware State Housing Authority Needs Assessment.
- Increase access to homeownership.

- Develop and implement Division of Services for Aging & Adults with Physical Disabilities housing options.
- Ensure range of in-home services and supports, including Personal Attendant Services (PAS); in-home medical, non-medical, and personal care needs; and behavioral health services.

Quantitative analysis of the housing needs of persons with disabilities for this *Housing Needs Assessment* is severely limited by a lack of available data. The American Community Survey provides information about the size of the population and poverty levels, but these statistics are only marginally useful in the identification of the true extent and specific nature of housing needs for persons with disabilities in Delaware. Planning, advocacy and budgeting for these housing needs are hindered by the scarcity of clear, reliable data on the number of individuals and families in need. State and local agencies providing services can be exceptional sources of information and are often in an excellent position to gather information on the populations they serve via their intake and service processes. Management information systems used by service providers should collect information about people's incomes, housing situations, and housing needs. Coordination of data collection among organizations and agencies providing services is critical.

**v. Persons with Disabilities in Institutions**

The Olmstead decision of the Supreme Court (1999) “encourages states to develop plans to ensure that programs and services provided by the state promote community integration for individuals with disabilities rather than institutionalization.”

Working with the *Delaware Governor’s Commission on Community-based Alternatives for Individuals with Disabilities*, the Lewin Group was contracted to evaluate the manner in which individuals access services—either in institutions or in the community—and whether there exist policies or procedures that favor institutional placement over home and community-based services.

The report also reviews State initiatives on rebalancing and models the potential financial impact of Delaware’s adoption of a *Money Follows the Person* program. Essentially, under a Money Follows the Person program, the funding that would have supported a person in an institution becomes available for covering his or her services and supports in the community.

The resulting report, *Money Follows the Person Study*, outlines various options for moving persons from Long-term Care (LTC) to community-based housing. The Money Follows the Person Demonstration project, *Finding a Way Home*, administered by the Department of Health and Social Services with partial federal funding from the Centers for Medicare and Medicaid Services (CMS), will seek to transition 100 persons from LTC facilities over 5 years. The Housing Subcommittee of the Commission has defined a goal to provide housing to 2,123 individuals of the 2,985 currently homeless

(identified through their own research) residing in institutions or at risk of institutionalization.

Currently institutionalized populations include those residing in nursing homes and other arrangements as discussed below.

**a. Nursing Homes**

- There are 4,983 licensed nursing home beds according to the Delaware Department of Health and Social Services, Division of Long-term Care Residents Protection website.
- Four state facilities are on the list: the Stockly Center with 116 beds in Georgetown, Emily P. Bissell Hospital with 100 beds in Wilmington, the Governor Bacon Health Center with 94 beds in Delaware City, and the Delaware Hospital for the Chronically Ill with 397 beds in Smyrna.
- According to the Kaiser Family Foundation's health statistics web page, there was 82.3 percent occupancy of nursing home beds in 2005.
- Nearly 60 percent of DE residents in nursing homes are paid for by Medicaid, which means they are low-income with very few assets; 16 percent are paid for by Medicare, which usually means it's a short term rehabilitation stay, and 25 percent are private pay.
- The Minimum Data Set, a client survey instrument, indicates that as of the 2<sup>nd</sup> quarter of 2007, 20.4 percent of people living in nursing homes (792 of 3,886) would like to live independently. The survey does not indicate what barriers prevent those individuals from doing so.

**b. Intermediate Care Facilities**

- The Mary Campbell Center in Wilmington was established in 1976 and provides residential and respite care services for persons of all ages with special needs; day activities and special programs for children and youth. The individuals who use their services have disabilities which pose a daily challenge. The facility houses 65 individuals.
- The Mary Campbell Center provides long-term, short-term, and temporary respite care for individuals with disabilities such as cerebral palsy, muscular dystrophy, spina bifida, multiple sclerosis, mental retardation, and post trauma injuries.
- There are two additional beds set aside for Respite Care, which is a short term stay from overnight to two months in duration. This program provides care and assistance for individuals who normally live in their own community allowing them and/or their caregivers to "get a break."

**c. Facilities for those with Emotional (Mental Health) Disabilities**

- The Delaware Psychiatric Center provides inpatient services with intensive psychiatric treatment and rehabilitation for individuals who are severely mentally ill. The current bed count is 281 beds.
- Beds are sub-divided to serve three discrete populations. The first population consists of 200 long-term beds in the Psychiatric Hospital. The second population is a 42 bed forensic program. The third population is a 39 bed psychiatric nursing facility.
- The average daily census count is currently 247 beds. DSAMH has reduced the available bed count in DPC 23 percent since December 1999, when the DPC bed number peaked at 362.

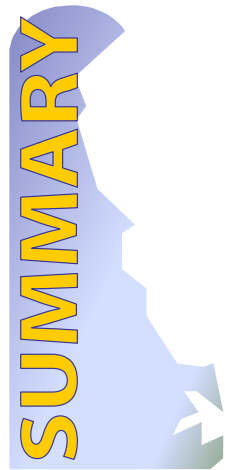
**d. Assisted Living & Medicaid Waivers:**

- DSAAPD currently has 330 slots for Medicaid waiver assisted living with an unduplicated count of 217 actual residents using the slots as of July 2007.
- At any one time, about 150 residents are living in assisted living in these slots. Some residents are not in assisted living for the whole year because they move in and out at different times of year so the slot is taken for that year, even if they are living there for only a few months.
- The assisted living facilities that accept the Medicaid waiver include 7 in New Castle County, 3 in Kent County, and 5 in Sussex County, including up to 20 slots for residents with brain injuries at Peach Tree and 15 slots for residents with Alzheimer's Disease at the Stockly Center.

**3.11 / HOUSING NEEDS OF SPECIAL POPULATIONS**

**B. Persons with Disabilities**

- ❑ **A wide variety of groups with specific needs fall under the heading "persons with disabilities," and there is a shared overarching need for housing that is affordable and accessible.**
- ❑ **Many persons with disabilities have extremely limited and fixed incomes that make securing safe, decent, and accessible housing close to impossible without assistance. As in many other areas, federal assistance is limited and supports like SSI do not provide sufficient income to maintain housing.**
- ❑ **The lack of affordable and accessible housing is also a major barrier to efforts to transition individuals currently living in institutions into the community.**







## C. PERSONS WITH HIV/AIDS

As shown in Table 11-8 below, as of April 2007, 3,185 persons in Delaware were living with HIV or AIDS. New Castle residents represent 70 percent of the total. Nine percent were living in Kent County, and 18 percent were residing in Sussex County. Nearly one percent had no known county of residence.

**Table 11-8**  
**HIV/AIDS Populations by Gender and County, 2007**

	<b>Total Living w/ HIV/AIDS</b>	<b>Living with HIV</b>	<b>Living with AIDS</b>
<b>Total</b>	3,235	1,244	1,991
<b>Male</b>	2,189	811	1,378
<b>Female</b>	1,046	433	613
<b>New Castle County</b>	2,293	897	1,396
<b>Kent County</b>	322	116	206
<b>Sussex County</b>	595	217	378
<b>Unknown</b>	25	14	11

Source: State of Delaware, Department of Public Health

The Delaware HIV Consortium provides services to persons living with HIV and AIDS and their families. One in four persons responding to a survey of 278 clients conducted by the Delaware HIV Planning Council in 2006 indicated they needed help finding affordable housing. In New Castle County, 24 percent indicated they had been homeless for at least one night in the prior 12 months; 20 percent in Kent County had experienced homelessness.

The U.S. Department of Housing and Urban Development, through the Housing Opportunities for Persons With AIDS (HOPWA) grant, provides some housing assistance funding for the HIV/AIDS population. Tenant-based rental assistance provides on-going rent subsidies to 191 households, but overall, the lack of affordable housing creates a serious health issue for persons living with HIV/AIDS. Nutrition and medication needs cannot be met without stable housing that includes refrigeration. Without adequate foods and a regular medical regime, the disease progresses more rapidly.

The shortage of affordable housing in Kent and Sussex Counties was reported to be especially acute for persons living with HIV/AIDS. Among individuals with tenant-based rental assistance in FY 2006, 37 of 191 (19 percent) listed their recent living situation as homeless, in transitional housing, or in an emergency shelter. An additional 72 individuals (38 percent) listed their most recent living situation as living with relatives or friends.

The cyclical nature of the HIV/AIDS disease creates unstable housing situations. When the person is symptomatic with the disease, it may be difficult to work and to perform the “Activities of Daily Living” (defined earlier) unaided. The co-occurrence of drug use and mental health problems exacerbates the problem. Housing assistance must be flexible and include case management to manage stability. Transportation and accessibility of services are also particular challenges for persons living with HIV/AIDS in Kent and Sussex Counties.

**D. VICTIMS OF DOMESTIC VIOLENCE**

Information on the number of persons who are victims of domestic violence was drawn from the 2006 Annual Report of the Domestic Violence Coordinating Council (DVCC), a state agency legislatively created in 1993 to improve Delaware's response to domestic violence. The Coordinating Council brings together domestic violence service providers and policy level officials to identify and implement improvements in system response through legislation, education, and policy development. In 2005, as reported by the State Bureau of Identification in the Annual Report of the Domestic Violence Coordinating Council, the total number of domestic violence incidents in Delaware (combined criminal and non-criminal) was 27,569. This is a slight increase from 27,477 reported in 2004, but an increase of 2.5 percent over the number reported in 1998.

Not all victims of domestic violence require housing assistance. Many remain in their homes or are able to find other housing. For those who must seek safety outside their home, there are four shelters located throughout Delaware and one transitional housing facility. The Annual Report states, “women and their children find a temporary home, where they can receive assistance with safety planning and information on criminal and civil process, participate in support groups and individual counseling, and find assistance in locating employment and permanent housing.” These facilities provide 56 beds that are detailed in the section on homelessness.

Other shelters also house victims of domestic violence, although not exclusively. During 2005, the Commission’s Annual Report identified 541 women and children in shelter programs, which represented 284 women and 237 children. Table 11-9 below shows data for the resulting domestic violence-related housing needs. These statistics reflect a cumulative annual tabulation of those who were sheltered during the reporting year.

**Table 11-9  
Domestic Violence Shelter Occupancy, 2005 (Cumulative)**

	Delaware	New Castle	Kent/Sussex
<b>Women</b>	284	162	122
<b>Children</b>	237	119	118

Source: DVCC Annual Report, 2006

The Point-in-time Study for 2006 of the Homeless Planning Council of Delaware detailed the number of persons who were victims of domestic violence that were living in emergency shelter, transitional housing, permanent supportive housing or unsheltered on the night of the Point-in-time Count in January 2006. Table 11-10 shows similar data as Table 11-9, but the source is the 2006 Point-In-Time survey.

**Table 11-10**  
**Point-in-Time Homeless Count for Victims of Domestic Violence, 2006**

	Delaware	New Castle	Kent	Sussex
<b>Women</b>	47	23	19	5
<b>Children</b>	28	13	14	1
<b>Unsheltered</b>	4	1	1	2

*Source: 2006, Point-in-Time Survey, Homeless Planning Council of Delaware*

The Violence Against Women Act of 2007 highlights the need for public agencies to recognize the specific needs and protections of women who have been victims of domestic violence, date rape, and stalking. Public housing authorities, as well as recipients of HUD funds, must report on the housing needs of victims and offer specific protections in their rights to obtain and maintain housing. Over the course of a single year, nearly 300 households required housing. These households often have a very low income for a period of time until their situation can be stabilized.

## **E. MIGRANT & SEASONAL WORKERS**

In June 2005, Mullin and Lonergan Associates, Inc., prepared a study for The National Council on Agricultural Life and Labor Research, Inc. (NCALL) detailing the housing needs for farmworkers on the Delmarva Peninsula. NCALL provides technical assistance to non-profit housing development corporations in developing housing for farmworkers on the Delmarva Peninsula. The Delmarva Peninsula includes Delaware as well as five counties in Maryland and two in Virginia. The farmworker population on the Peninsula is changing. Government financed housing for farmworkers requires that they be permanent legal residents of United States. Certain employment programs allow for the provision of temporary status to farmworkers brought into the area for employment, but housing must be privately financed.

Farmworkers are often isolated from the communities where they live and work. A consequence of the isolation is the general lack of information on farmworker demographics, economic conditions, and housing conditions. Information on farmworkers as a distinct population is not available through the U.S. Census Bureau. The Delmarva Peninsula's Hispanic population has grown, largely as the result of immigrants from Mexico and other Central American countries who work as farm laborers. The key findings of M&L's report were as follows:

- The percentage of farms with hired farm labor was highest in Sussex County at 46 percent; 25 percent in Kent County.
- Over 5 percent of the farms in Kent County employ migrant farm labor while less than 2 percent of the farms in Sussex County employ migrant farm labor. All of the USDA 514/516 units for farmworkers in Delaware are in Sussex County.
- *Findings from the National Agricultural Workers Survey (NAWS)* reports that nationally, 78 percent of farmworkers are foreign-born. In Sussex County, 55.4 percent of Hispanic residents are foreign-born Hispanics, while in Kent County, 20 percent are foreign-born.
- NAWS finds that 47 percent of farmworkers are US citizens, legal permanent residents, or employment-eligible on some other basis. Within Delaware, similar patterns among foreign-born are seen among citizenship status. In Sussex County, 52 percent are U.S. citizens, while in Kent County, 87 percent are U.S. citizens.
- NAWS reports that 44 percent of all farmworkers do not speak English at all and 26 percent speak it a little. In Kent County, over one-fourth of the Hispanic population (37 percent) do not speak English well or at all. In Sussex County only 8 percent over age 5 do not speak English well or at all.
- As reported by NAWS, the median highest grade of schooling completed by farmworkers is 6<sup>th</sup> grade; 13 percent have completed less than three years of school and only 13 percent completed the twelfth grade. In Kent County, 27 percent of the Hispanic persons age 25 and over lack high school diplomas, while in Sussex County, 62 percent lack a HS diploma.
- NAWS indicates that 38 percent of US-born farmworkers own or are buying their housing while 11 percent of foreign-born farmworkers own or are buying their home.
- *No Refuge from the Fields: Findings from a Survey of Farmworker Housing Conditions in the United States*, published by the Housing Assistance Council (HAC), reports that median monthly unit cost for farmworkers is \$350, which is about 41 percent of the individual median monthly income.

Table 11-11 below is from the 2005 NCALL study. It highlights data related to the migrant working population. The number of farms in Delaware suggests that Kent and Sussex Counties have a greater need for assisted farmworker rental units than New Castle. Kent County, with a greater percentage of farms with migrant labor in combination with a greater percentage of overcrowded Hispanic households and cost-burdened renter households, has a greater need than Sussex County.

**Table 11-11  
Farm Population, Hispanic Population, & Assisted Rental Housing by County – 2000**

	Kent County	Sussex County
<b>FARMS</b>		
Total	721	1,312
Average size (acres)	257	216
Farms with hired labor	181	606
% of total farms	25.1	46.2
Total hired farmworkers	927	2,112
Farms with migrant labor	38	24
% of total farms	5.3	1.8
Migrant and seasonal farmworkers	Not reported	
<b>TOTAL POPULATION</b>		
Total population	126,697	156,638
% increase from 1990	14.1	38.3
<b>HISPANIC POPULATION</b>		
Total	4,278	6,736
% of total	3.3	4.3
% increase from 1990	68.4	356.4
% foreign-born	20.3	55.4
% not a citizen	12.6	48.4
% age 5 and over do not speak English well or at all	8.2	37.4
% age 25 and over lack HS diploma	27.2	62.2
Total employed in agriculture	35	122
% of employed	2.2	4.3
% unemployed	8.3	8.1
Median family income (\$)	35,030	33,239
% below poverty	14.9	27.2
% renter	49.2	61.4
% cost burden	16.2	16.2
- owners	34.2	29.9
- renters		
% crowded	51.3	35.8
<b>ASSISTED RENTAL HOUSING UNITS AND FARMWORKER HOUSING</b>		
Total assisted rental units	2,722	3,042
% of total rental units	19.2	25.2
Assisted seasonal farmworker housing units (USDA 514/516 subsidized)	0	18
Assisted migrant farmworker housing units	0	32
Unassisted farmworker units	Not reported	

Source: U.S. Census Bureau, National Agricultural Workers Survey (NAWS), Housing Assistance Council, Mullin & Lonergan Associates.

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## 12. WORKFORCE HOUSING

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The Federal Housing Finance Board reports that, between 1995 and 2006, median home sale prices in Delaware appreciated by 177 percent, the fastest rate in the nation for that time period.\* The result has been an increasing number of households for whom finding affordable housing in the communities where they work is a challenge. Even for double-income households, the push some have felt to spend beyond their means has led in part to the deepening subprime lending and mortgage foreclosure crisis. Understanding the details of the mismatch between wages and housing costs is the subject of this section of the *Housing Needs Assessment*.

“Workforce housing” is defined as housing that is affordable to households earning up to 120 percent of area median income. While this includes households traditionally considered “low-income,” (earning up to 80 percent of median), those earning between 80 and 120 percent make too much to qualify for housing assistance, yet, as we will see, are having increasing difficulty finding affordable housing.

Globalization and the shift to a more service and technology- and knowledge-oriented economy have challenged states and localities to develop strategies to attract “new economy” jobs. The simultaneous challenge is to provide the supply the educated workers many of these industries require. In the economy of the 21<sup>st</sup> century, an educated workforce generates prosperity and is the basis of a vigorous economy.

But while “knowledge-based” industries may bring higher salary jobs to a community, they may not employ the same large numbers of workers as did the manufacturing sectors that have declined in significance over the latter half of the 20<sup>th</sup> century. While important and often successful, local strategies to advance higher-skill and higher-wage jobs cannot completely counterbalance the effects of national and international trends. Numerous lower-wage and low-skill jobs will remain, many of which are integral to the overall economy.

These are the retail employees and managers, food service workers, health care and child care workers, trucking and shipping coordinators, mechanics and service technicians, bus drivers and construction workers. Their jobs require various levels of training but often not advanced degrees. As such, they earn lower wages and salaries than their counterparts in the higher knowledge sectors. Nevertheless, the “new economy” could not function without them, nor can the “new economy” function without the occupations that form core institutions and provide core

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\* Federal Housing Finance Board, *Monthly Survey of Rates and Terms on Conventional Single-family Non-farm Mortgage Loans*. Periodic Summary Tables – Table 36: Median Price of Single-family Homes by State. Washington, D.C., 2007.

services in a community: teachers, emergency workers and first responders like police and paramedics, and health care workers.

As was discussed in Part 1 of the *Housing Needs Assessment*, Delaware, like much of the nation, has not replaced its high-paying manufacturing jobs of yesterday with the high-tech jobs of today at a 1 to 1 ratio. In turn, the larger and faster growing segments of the job market are in many of the lower-paying industries referenced above and in Part 1, including Retail Trade, Administrative and Waste Services and Accommodation and Food Services. Their growth in number has coincided with inflation in housing costs across Delaware that has outpaced wage growth.

## **A. HOMEOWNERSHIP AFFORDABILITY**

### **i. Ratio of Price to Median Income**

A first step in understanding workforce housing issues in Delaware is to compare overall income to home prices. One standard for assessing the affordability of a home purchase is the ratio of cost to the annual income of the home buyer. A ratio of 2.5 to 3 times annual income, depending on the homeowner's outstanding debt load, is considered affordable. Therefore, a household with an income of \$52,499 (Delaware's 2005 statewide median as reported by the American Community Survey) could conceivably afford to buy a home priced up to \$157,497.\*

Using the framework derived from the Internet-based housing affordability forum, *Demographia* ([www.demographia.com](http://www.demographia.com)), a ratio of home price to income between 3.1 and 4.0 is classified as "moderately unaffordable." Those between 4.1 to 5.0 depict a market that is "seriously unaffordable." A ratio above 5.0 is considered "severely unaffordable."

Table 12-1 shows the change in median household income and median home price between 2000 and 2007 and the subsequent change in the price/income ratio in each of Delaware's three counties.

As the table demonstrates, in 2000, the median home price in each of the counties ranged from 2.5 times the median income (New Castle County) to 3.3 times (Sussex County). As of 2007, the ratios had changed: home prices in New Castle had increased to almost four times median income ("moderately unaffordable"); over four times median income in Kent County ("moderately unaffordable"); and in Sussex, a significant increase to nearly six times the median income ("severely unaffordable.") Note: the Sussex median price is for the entire county and does include sales in more expensive resort areas.

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\* In Part 2 of the *Housing Needs Assessment*, Table 1-1 lays out basic standards used by DSHA to estimate affordability. Those standards include loan terms of 30 years at 7.00 percent interest with qualifying amount based on 33%/38% debt to loan ratio (HUD standard); estimated tax and insurance costs of \$150; and an estimated "other debt" of 12 percent (school loans, credit cards, etc.).

**Table 12-1**  
**Income/Home Price Comparison – 2000 and 2007**

	Median Household Income (\$)		Median Home Price (\$)		Home Price/Income Ratio	
	2000	2005	2000	2007	2000	2007
New Castle County	52,419	59,270	128,900	230,000	2.5	3.8
Kent County	40,950	48,282	115,000	195,000	2.8	4.0
Sussex County	39,208	44,942	130,900	260,000	3.3	5.8

Source: U.S. Census Bureau 2005 American Community Survey; New Castle and Kent County Board of Realtors, Sussex County Association of Realtors, eNeighborhoods

**ii. Ratio of Price to Workforce Household Income**

The purpose of analyzing the ratio of median price to median income is to demonstrate the increased difficulty middle-income households face in achieving homeownership. But who are “middle-income households” in real terms? To answer this, we turn to the concept of workforce households. As stated above, workforce households include teachers, police officers, firefighters, health care workers, retail clerks, administrative personnel, and others, all of whom are essential to the economic vitality of the state and the success of its corporations, institutions, and governmental services.

Based on average income for these professions, a standard benchmark for defining a “workforce household” is annual income at or below 120 percent of median income. Incomes at this level usually reflect the potential earnings of experienced professionals in the aforementioned careers. Logically, then, “workforce housing” is housing that is affordable to households with income at or below 120 percent of median income.

Table 12-2 shows the calculation by county of 120 percent of 2005 median household income. It goes on to show how many households earned incomes at that level in order to get a sense of how many households are “workforce households.” Combined, the three counties total 188,110 Delaware households earning at or below 120 percent of median. In other words,

**A NOTE ABOUT THE DATA**

In this discussion, median household income as reported by the U.S. Census Bureau is used for measuring housing affordability. This number is inclusive of family and non-family households.

The HUD area median family income (MFI) discussed throughout Part 2 of the *Housing Needs Assessment* is based on an arithmetic estimate of family households; non-family households are not included in the calculation. MFI is also used in the county comparisons presented in subsection 4C below in relation to housing wage gaps.



nearly 60 percent of Delaware’s 317,640 households are workforce households.

**Table 12-2  
Households with Income at or Below 120 Percent of Median - 2005**

	New Castle County		Kent County		Sussex County	
2005 Median Household Income (U.S. Census)		\$59,270		\$48,282		\$44,942
80% of Median		\$47,416		\$38,626		\$35,954
115% of Median		\$68,161		\$55,524		\$51,683
120% of Median		\$71,124		\$57,938		\$53,930
	Households	% of Total Households	Households	% of Total Households	Households	% of Total Households
Less than 80% of Median	77,021	39.9	20,367	37.9	27,166	38.4
80% to 100% of Median	18,961	9.8	6,274	11.7	8,196	11.6
101% to 115% of Median	6,083	3.1	3,619	6.7	5,562	7.9
116% to 120% of Median	12,499	6.5	1,093	2.0	1,269	1.8
Total <=120% of Median	114,564	59.3	31,353	58.3	42,193	59.7
Total households	193,255		53,731		70,654	

Source: U.S. Census Bureau, American Community Survey

The 2005 ACS reported that median household income in Delaware was \$52,499. At 120 percent, households earning up to \$62,999 would be considered “workforce households.” Using the same affordable housing assumptions footnoted above taken from Table 4-1 of Part 2 of the *Housing Needs Assessment* (instead of the price/income ratios presented above in Table 12-1), a household earning \$62,999 would qualify for a mortgage in the amount of \$182,620. Meanwhile, as shown earlier in Table 12-1, in each of Delaware’s three counties, median sale prices in 2006 were near and above \$200,000.

According to the American Community Survey, of 5,253 vacant for-sale units in the state in 2005, more than half were valued greater than \$200,000. Between 2000 and 2005, units valued under \$100,000 have decreased from about 36 percent of the units to just 17 percent of the units. Units valued at \$500,000 or more increased from 1.4 percent to 6.6 percent.

The dream of homeownership is increasingly out-of-reach to the large segment of workforce households earning at or below 120 percent of median income. Using the 2005 ACS county median household incomes (shown in Table 12-2 above) and the qualifying mortgage amount assumptions from Part 2, Table 4-1, footnoted earlier, the following gives an indication of how far out-of-reach homeownership has become.

- In New Castle County, 120 percent of the 2005 median household income equals \$71,124; the qualifying mortgage amount is \$209,081. Based on the 1<sup>st</sup> quarter 2007 median home price of \$230,000, the

median priced house exceeds the maximum mortgage amount affordable to a workforce household by nearly \$20,000.

- In Kent County, 120 percent of the 2005 median household income equals \$57,938; the qualifying mortgage amount is \$166,140. Based on the 1<sup>st</sup> quarter 2007 median home price of \$195,000, the median priced house exceeds the maximum mortgage amount affordable to a workforce household by roughly \$30,000.
- In Sussex County, 120 percent of the 2005 median household income equals \$53,930; the qualifying mortgage amount is \$153,087. Based on the 1<sup>st</sup> quarter 2007 median home price of \$260,000, the median priced house exceeds the maximum mortgage amount affordable to a workforce household by over \$100,000.

## **B. DELAWARE WORKFORCE CHARACTERISTICS**

Part 1 of the *Housing Needs Assessment* presented an overview of wage and employment statistics prepared by the Delaware Department of Labor Office of Occupational & Labor Market Information (OOLMI).<sup>\*</sup> Table 1-10 in Part 1 presents the rankings in terms of projected new employment growth for 22 industries. To recap, from 2004-2014 several industries with comparatively low wages will continue to experience strong annual growth (Retail Trade, Accommodation and Food Services), while jobs in some higher-wage industries will decline (Utilities and Manufacturing).

- Health care and social assistance is expected to generate the largest increase in total number of jobs. Average wages for workers in this industry are only slightly below the overall state average wage. In 2006, the average wage for jobs in this industry classification was \$43,829.
- Retail trade, which is one of the state's lowest-paying industry sectors on average is projected to provide the second highest total of net new jobs. In 2006, the average wage for jobs in this industry classification was \$25,013.
- Accommodation and food services is expected to add the third highest total jobs. It is also one of Delaware's lowest paying industries. In 2006, the average wage for jobs in this industry classification was \$16,184.
- Educational Services is expected to add the fourth highest total jobs. In 2006, the average wage for jobs in this industry classification was \$36,016.
- Finance and insurance, which is Delaware's largest industry in terms of contribution to Gross State Product and one of its highest-paying industries, is projected to grow at a slower pace over the next 10 years than it has over the previous 20 years. In 2006, the average wage for jobs in this industry classification was \$84,616.

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<sup>\*</sup> DE Department of Labor, Office of Occupational and Labor Market Information (OOLMI), *Delaware 2014*, April 2007.

- Manufacturing is projected to continue its decline. This means the loss of relatively high paying jobs. In 2006, the average wage for jobs in this industry classification was \$54,107, ranking it the 6<sup>th</sup> highest average annual wage.

### **C. HOUSING WAGE GAPS**

The labor market for each county comprises a wide array of professions. In order to demonstrate how housing costs may not be affordable to Delaware's workers, several key professions have been selected for closer examination below. The professions include childcare workers, pre-school teachers, elementary school teachers, registered (or licensed practical) nurses, emergency medical technicians, police officers, retail sales-persons, and retail managers. Some of them represent growing employment sectors mentioned above.

In the county discussions below, median pay levels for each profession are compared to median housing costs for each county. At the top of the accompanying tables, a benchmark of countywide median income and housing cost is provided to establish a framework. In order to be as current as possible, 2007 data was used, including HUD's area median family income (MFI) and fair market rents (FMR)\*, and eNeighborhood's median home price (MHP) for the 1<sup>st</sup> quarter of 2007.

For the purpose of the analysis, the median income for workers with mid-level experience in each profession was used. Incomes at the mid-level of these professions are below the overall median family income in each area. In some cases, this means there is a gap between the fair market rents and what households can afford. In nearly all cases, such a gap exists between median price and what they can afford. These gaps are shown in the tables.

Even with two incomes, many households have to stretch their incomes and credit to purchase homes. The tables also include several dual-income household scenarios to illustrate the housing wage gaps even they face.

In large part, the subprime lending industry emerged to serve this market. Its collapse is currently unfolding, as is the closely related mortgage foreclosure crisis discussed in Part 2. One consequence of this upheaval will be a dramatic reduction in the credit available for lower income households hoping to purchase a home. (More consequences of the lack of affordable housing for the workforce are discussed in subsection E.)

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\* Fair market rent calculations include utility costs.

**i. New Castle County Housing Wage Gap Analysis**

Table 12-3 shows the comparison of the eight selected professions, their relative incomes, and the affordability gaps those incomes yield in the current rental and for-sale housing market in New Castle County. The table begins by showing the 2007 area median family income and an affordable rent and home price for that income level. This is compared to fair market rents (as calculated by HUD) and the median home price (as reported by eNeighborhoods for the 1<sup>st</sup> quarter of 2007) to calculate the gaps. Highlights are as follows:

- The median annual pay for a childcare worker in New Castle County is \$19,573. An affordable monthly rent for such a worker would be \$489 per month, or \$284 less than the 1 bedroom 2007 FMR for New Castle County; \$434 less than the 2 bedroom FMR; and \$616 less than the 3 bedroom FMR. An affordable mortgage would be \$41,196, or \$188,804 less than the median home price for New Castle County as of the 1<sup>st</sup> quarter of 2007.
- The median annual pay for a pre-school teacher in New Castle County is \$25,085. An affordable monthly rent for such a worker would be \$627 per month, or \$146 less than the 1 bedroom 2007 FMR for New Castle County; \$296 less than the 2 bedroom FMR; and \$478 less than the 3 bedroom FMR. An affordable mortgage would be \$59,147, or \$170,853 less than the median home price for New Castle County as of the 1<sup>st</sup> quarter of 2007.
- The median annual pay for a police officer in New Castle County is \$51,979. An affordable monthly rent for such a worker would be \$1,298 per month, which falls within the FMR rates for the county. However, an affordable mortgage would be \$146,733, or \$83,267 less than the median home price for New Castle County as of the 1<sup>st</sup> quarter of 2007. Although a single-income police officer household would be able to rent within the county, homeownership would be out of reach.
- The median annual pay for a retail salesperson in New Castle County is \$20,093. An affordable monthly rent for such a worker would be \$502 per month, or \$271 less than the 1 bedroom 2007 FMR for New Castle County; \$421 less than the 2 bedroom FMR; and \$603 less than the 3 bedroom FMR. An affordable mortgage would be \$42,889, or \$187,111 less than the median home price for New Castle County as of the 1<sup>st</sup> quarter of 2007.

**Table 12-3**  
**New Castle County, Housing Wage Gap Analysis**

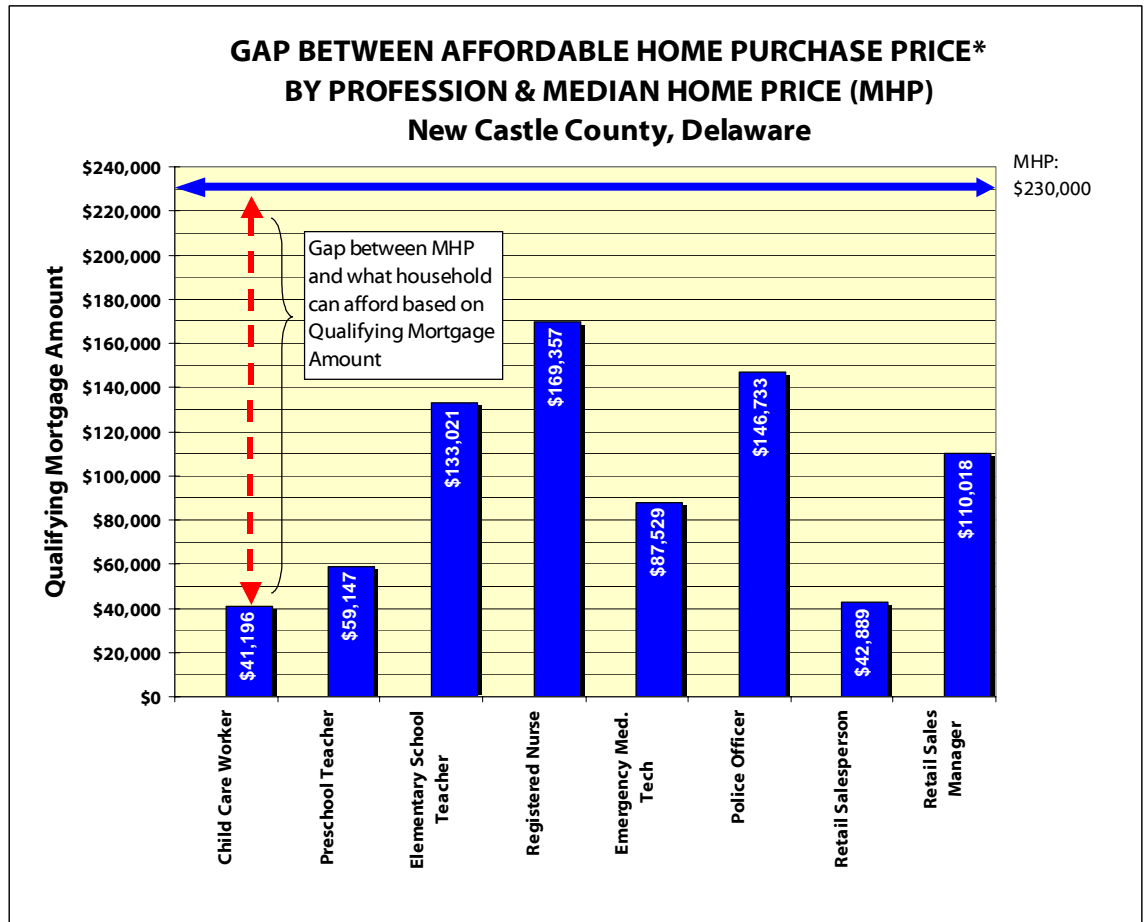
	AFFORDABLE HOUSING THRESHOLDS		FAIR MARKET RENT & MEDIAN HOME PRICE		SURPLUS OR (GAP)
<i>2007 HUD MFI</i> <i>Median income for a</i> <i>New Castle County</i> <i>family of four:</i>  \$71,600	<b>Affordable Rent</b> <i>(One-third of monthly</i> <i>income for rent)</i>	\$1,790	1 Bedroom FMR, 2007	\$773	\$1,017
			2 Bedroom FMR, 2007	\$923	\$867
			3 Bedroom FMR, 2007	\$1105	\$685
	<b>Affordable Home Price</b> <i>(Qualifying Mortgage</i> <i>Amount)</i>	\$210,631	MHP, 1 <sup>st</sup> Quarter, 2007	\$230,000	<b>(\$2,406)</b>

Source: U.S. Department of HUD (MFI and FMR); *Neighborhoods* (MHP)

**Selected Professions and Housing Wage Gap Analysis, New Castle County**

		Childcare Worker	Pre-School Teacher	Elementary School Teacher	Registered Nurse	Emergency Medical Technician	Police Officer	Retail Salesperson	Retail Manager
<b>MEDIAN PAY</b>	Hourly (\$)	9.41	12.06	22.97	28.33	16.25	24.99	9.66	19.57
	Monthly (\$)	1,630	2,089	3,978	4,907	2,815	4,328	1,673	3,390
	Annual (\$)	19,573	25,085	47,769	58,926	33,800	51,979	20,093	40,706
<b>RENTERS</b>	<b>Can afford this much rent . . .</b>	\$489	\$627	\$1,193	\$1,472	\$844	\$1,298	\$502	\$1,017
	Surplus or (Gap) 1-BR FMR (\$)	<b>(284)</b>	<b>(146)</b>	420	699	71	525	<b>(271)</b>	244
	Surplus or (Gap) 2-BR FMR (\$)	<b>(434)</b>	<b>(296)</b>	270	549	<b>(79)</b>	375	<b>(421)</b>	94
	Surplus or (Gap) 3-BR FMR (\$)	<b>(616)</b>	<b>(478)</b>	88	367	<b>(261)</b>	193	<b>(603)</b>	(88)
<b>HOMEBUYERS</b>	<b>Can afford this home price . . .</b>	\$41,196	\$59,147	\$133,021	\$169,357	\$87,529	\$146,733	\$42,889	\$110,018
	Gap w/ MHP (\$)	<b>(188,804)</b>	<b>(170,853)</b>	<b>(96,978)</b>	<b>(60,643)</b>	<b>(142,471)</b>	<b>(83,267)</b>	<b>(187,111)</b>	<b>(119,982)</b>

Source: OOLMI (Delaware Wages 2005), DSHA, Mullin & Lonergan Associates



(Table 12-3 continued)

### Dual Income Household and Housing Wage Gap Analysis, New Castle County

DUAL INCOME HOUSEHOLDS:		Childcare Worker & Police Officer	Pre-School Teacher & EMT	Registered Nurse & Electrician	Retail Clerk & Pharmacy Technician	Mechanic & Home Health Aide	Carpenter & Receptionist
Median Annual Income (\$)		71,552	58,885	110,822	40,643	56,846	67,184
RENTERS	Can afford this much rent . . .	\$1,789	\$1,472	\$2,771	\$1,016	\$1,421	\$1,680
	Surplus or (Gap) 1-BR FMR (\$)	1,016	699	1,998	243	648	907
	Surplus or (Gap) 2-BR FMR (\$)	866	549	1,848	93	498	757
	Surplus or (Gap) 3-BR FMR (\$)	684	367	1,666	(89)	316	575
HOMEBUYERS	Can afford this home price . . .	\$210,475	\$169,222	\$338,365	\$109,815	\$162,583	\$196,250
	Gap w/ MHP (\$)	(19,525)	(60,778)	108,365	(120,185)	(67,417)	(33,750)

Source: OOLMI (Delaware Wages 2005), DSHA, Mullin & Lonergan Associates

Also shown in Table 12-3 are dual-income household scenarios which show that housing wage gaps still exist in certain hypothetical situations. Below are several illustrative points:

- The median annual pay for a household comprising a childcare worker and a police officer in New Castle County is \$71,552. An affordable monthly rent for such a household would be \$1,789 per month, which falls within the FMR rates for the county. However, an affordable mortgage would be \$210,475, or \$19,525 less than the median home price for New Castle County as of the 1<sup>st</sup> quarter of 2007.
- The median annual pay for a household comprising a pre-school teacher and an EMT in New Castle County is \$58,885. An affordable monthly rent for such a household would be \$1,472 per month, exceeding the fair market rent. However, an affordable mortgage would be \$169,222, or \$60,778 less than the median home price for New Castle County as of the 1<sup>st</sup> quarter of 2007.
- The median annual pay for a household comprising a retail clerk and a pharmacy technician (not included separately) is \$40,643. This household can afford monthly rent of \$1,016. One- and two-bedroom fair market rents are affordable; three-bedroom units are not. An affordable home price would be \$109,815 -- \$120,185 less than the median home price as of the 1<sup>st</sup> quarter of 2007.

## ii. **Kent County Housing Wage Gap Analysis**

Shown in Table 12-4 is a comparison of the eight selected professions, their relative incomes, and the affordability gaps those incomes would yield in the current rental and for-sale housing market in Kent County. The table begins by showing the 2007 area median income and an affordable rent and home price for that income level. This is compared to fair market rents (as calculated by HUD) and the median home price (as reported by *eNeighborhoods* for the 1<sup>st</sup> quarter of 2007) to calculate affordability gaps. Key points follow:

- The median annual pay for a childcare worker in Kent County is \$16,765. An affordable monthly rent for such a worker would be \$419 per month, or \$221 less than the 1 bedroom 2007 FMR for Kent County; \$290 less than the 2 bedroom FMR; and \$508 less than the 3 bedroom FMR. An affordable mortgage would be \$32,051, or \$162,949 less than the median home price for Kent County as of the 1<sup>st</sup> quarter of 2007.
- The median annual pay for a pre-school teacher in Kent County is \$20,405. An affordable monthly rent for such a worker would be \$510 per month, or \$130 less than the 1 bedroom 2007 FMR for Kent County; \$199 less than the 2 bedroom FMR; and \$417 less than the 3 bedroom FMR. An affordable mortgage would be \$43,905, or \$151,095 less than the median home price for Kent County as of the 1<sup>st</sup> quarter of 2007.
- The median annual pay for a registered nurse in Kent County is \$54,122. An affordable monthly rent for such a worker would be \$1,353 per month, which falls within the FMR rates for the county. However, an affordable mortgage would be \$153,710, or \$41,290 less than the median home price for Kent County as of the 1<sup>st</sup> quarter of 2007. Although the registered nurse would be able to rent within the county, homeownership would be beyond his or her reach.
- The median annual pay for a police officer in Kent County is \$48,714. An affordable monthly rent for such a worker would be \$1,218 per month, which falls within the FMR rates for the county. However, an affordable mortgage would be \$136,098, or \$58,902 less than the median home price for Kent County as of the 1<sup>st</sup> quarter of 2007. Although a single-income police officer household would be able to rent within the county, homeownership would be out of reach.



**Table 12-4**  
**Kent County, Housing Wage Gap Analysis**

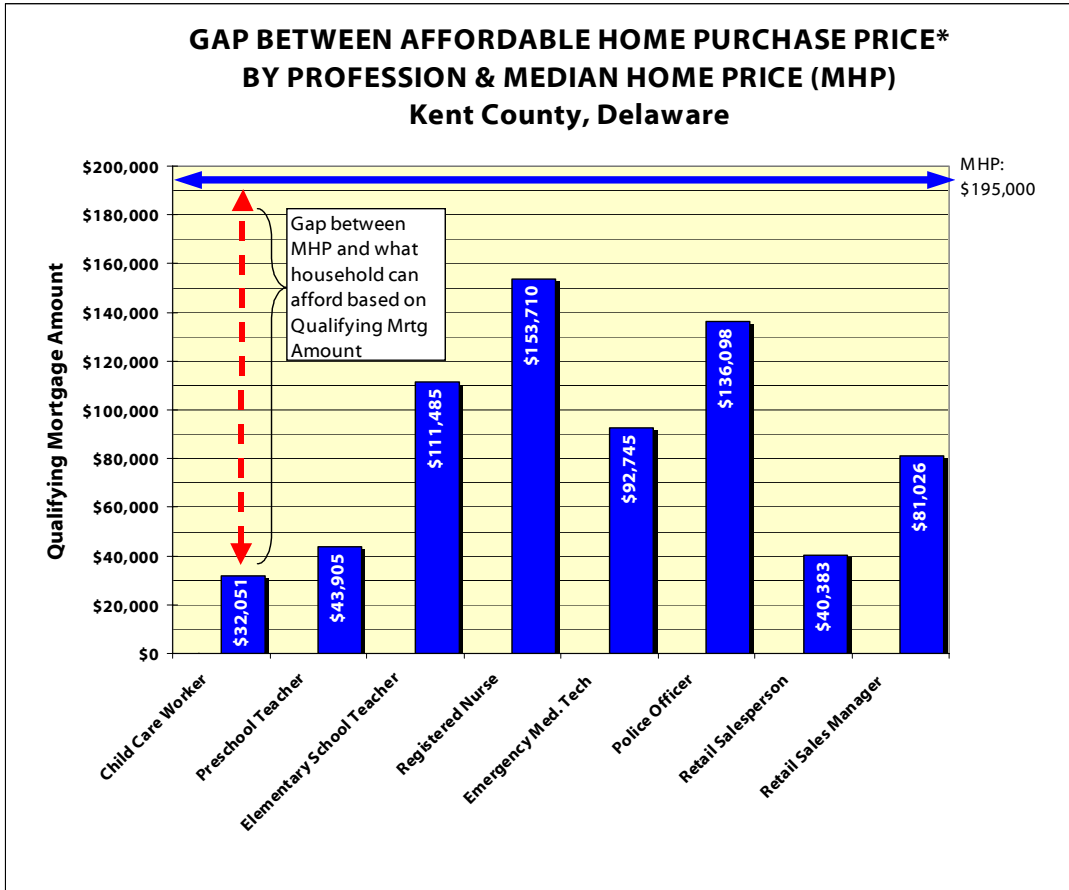
	AFFORDABLE HOUSING THRESHOLDS		FAIR MARKET RENT & MEDIAN HOME PRICE		SURPLUS OR (GAP)
<i>2007 HUD MFI</i> <i>Median income for a Kent County family of four:</i>  \$58,700	<b>Affordable Rent</b> <i>(One-third of monthly income for rent)</i>	\$1,468	1 Bedroom FMR, 2007	\$640	\$828
			2 Bedroom FMR, 2007	\$709	\$759
			3 Bedroom FMR, 2007	\$927	\$541
	<b>Affordable Home Price</b> <i>(Qualifying Mortgage Amount)</i>	\$168,620	MHP, 1 <sup>st</sup> Quarter, 2007	\$195,000	<b>(\$26,380)</b>

Source: U.S. Department of HUD (MFI and FMR); *Neighborhoods* (MHP)

**Selected Professions and Housing Wage Gap Analysis, Kent County**

		Childcare Worker	Pre-School Teacher	Elementary School Teacher	Registered Nurse	Emergency Medical Technician	Police Officer	Retail Salesperson	Retail Manager
<b>MEDIAN PAY</b>	Hourly (\$)	8.06	9.81	19.79	26.02	17.02	23.42	9.29	15.29
	Monthly (\$)	1,397	1,700	3,430	4,510	2,950	4,059	1,610	2,648
	Annual (\$)	16,765	20,405	41,156	54,122	35,402	48,714	19,323	31,803
<b>RENTERS</b>	<b>Can afford this much rent . . .</b>	\$419	\$510	\$1,029	\$1,353	\$885	\$1,218	\$483	\$794
	Surplus or (Gap) 1-BR FMR (\$)	<b>(221)</b>	<b>(130)</b>	389	713	245	578	<b>(157)</b>	154
	Surplus or (Gap) 2-BR FMR (\$)	<b>(290)</b>	<b>(199)</b>	320	644	176	509	<b>(226)</b>	85
	Surplus or (Gap) 3-BR FMR (\$)	<b>(508)</b>	<b>(417)</b>	102	426	<b>(42)</b>	291	<b>(444)</b>	<b>(133)</b>
<b>HOMEBUYERS</b>	<b>Can afford this home price . . .</b>	\$32,051	\$43,905	\$111,485	\$153,710	\$92,745	\$136,098	\$40,383	\$81,026
	Gap w/ MHP (\$)	<b>(162,949)</b>	<b>(151,095)</b>	<b>(83,515)</b>	<b>(41,290)</b>	<b>(102,255)</b>	<b>(58,902)</b>	<b>(154,617)</b>	<b>(113,974)</b>

Source: OOLMI (Delaware Wages 2005), DSHA, Mullin & Lonergan Associates



(Table 12-4 continued)

### Dual Income Household and Housing Wage Gap Analysis, Kent County

DUAL INCOME HOUSEHOLDS:		Childcare Worker & Police Officer	Pre-School Teacher & EMT	Registered Nurse & Electrician	Retail Clerk & Pharmacy Technician	Mechanic & Home Health Aide	Carpenter & Receptionist
Median Annual Income (\$)		65,478	55,806	90,854	39,104	48,048	63,149
<b>RENTERS</b>	<b>Can afford this much rent . . .</b>	\$1,637	\$1,395	\$2,271	\$978	\$1,201	\$1,579
	Surplus or (Gap) 1-BR FMR (\$)	997	755	1,631	338	561	939
	Surplus or (Gap) 2-BR FMR (\$)	928	686	1,562	269	492	870
	Surplus or (Gap) 3-BR FMR (\$)	710	468	1,344	51	274	652
<b>HOMEBUYERS</b>	<b>Can afford this home price . . .</b>	\$190,695	\$159,197	\$273,336	\$104,802	\$133,930	\$183,108
	Gap w/ MHP (\$)	(4,305)	(35,803)	78,336	(90,198)	(61,070)	(11,892)

Source: OOLMI (Delaware Wages 2005), DSHA, Mullin & Lonergan Associates

Also shown in Table 12-4 are dual-income household scenarios which show that housing wage gaps still exist in certain hypothetical situations. Below are several illustrative points:

- The median annual pay for a household comprising a childcare worker and a police officer in Kent County is \$65,478. An affordable monthly rent for such a household would be \$1,637 per month, which falls within the FMR rates for the county. However, an affordable mortgage would be \$190,695, or \$4,305 less than the median home price for Kent County as of the 1<sup>st</sup> quarter of 2007.
- The median annual pay for a household comprising a pre-school teacher and an EMT in Kent County is \$55,806. An affordable monthly rent for such a household would be \$1,395 per month, exceeding the fair market rent. However, an affordable mortgage would be \$159,197, or \$35,803 less than the median home price for Kent County as of the 1<sup>st</sup> quarter of 2007.
- The median annual pay for a household comprising a retail clerk and a pharmacy technician (not included separately) is \$39,104. This household can afford monthly rent of \$978, again exceeding the fair market rent for the area. However, an affordable home price would be \$104,802 – \$90,198 less than the median home price as of the 1<sup>st</sup> quarter of 2007.

### iii. **Sussex County Housing Wage Gap Analysis**

Shown in Table 12-5 is a comparison of the eight selected professions, their relative incomes, and the affordability gaps those incomes would yield in the current rental and for-sale housing market in Sussex County. The table begins by showing the 2007 area median income and an affordable rent and home price for that income level. This is compared to fair market rents (as calculated by HUD) and the median home price (as reported by *eNeighborhoods* for the 1<sup>st</sup> quarter of 2007) to calculate the gaps. Key points follow.

- The median annual pay for a childcare worker in Sussex County is \$14,456. An affordable monthly rent for such a worker would be \$361 per month, or \$234 less than the 1 bedroom 2007 FMR for Sussex County; \$300 less than the 2 bedroom FMR; and \$543 less than the 3 bedroom FMR. An affordable mortgage would be \$24,532, or \$235,468 less than the median home price for Sussex County as of the 1<sup>st</sup> quarter of 2007.
- The median annual pay for an elementary school teacher in Sussex County is \$43,340. An affordable monthly rent for such a worker would be \$1,083 per month, which falls within the FMR rates for the county. However, an affordable mortgage would be \$118,598, or \$141,402 less than the median home price for Sussex County as of the 1<sup>st</sup> quarter of 2007. Although the elementary school teacher would be able to rent affordably within the county, homeownership would be beyond his or her reach.
- The median annual pay for a licensed practical nurse in Sussex County is \$38,750. An affordable monthly rent for such a worker would be \$968 per month, which falls within the FMR rates for the county. An affordable mortgage would be \$103,651, or \$156,349 less than the median home price for Sussex County as of the 1<sup>st</sup> quarter of 2007. Although the L.P.N. would be able to rent affordably within the county homeownership would be beyond his or her reach.
- The median annual pay for an emergency medical technician in Sussex County is \$28,517. An affordable monthly rent for such a worker would be \$712 per month, or \$192 less than the 3 bedroom FMR. An affordable mortgage would be \$70,323, or \$189,677 less than the median home price for Sussex County as of the 1<sup>st</sup> quarter of 2007.

**Table 12-5  
Sussex County, Housing Wage Gap Analysis**

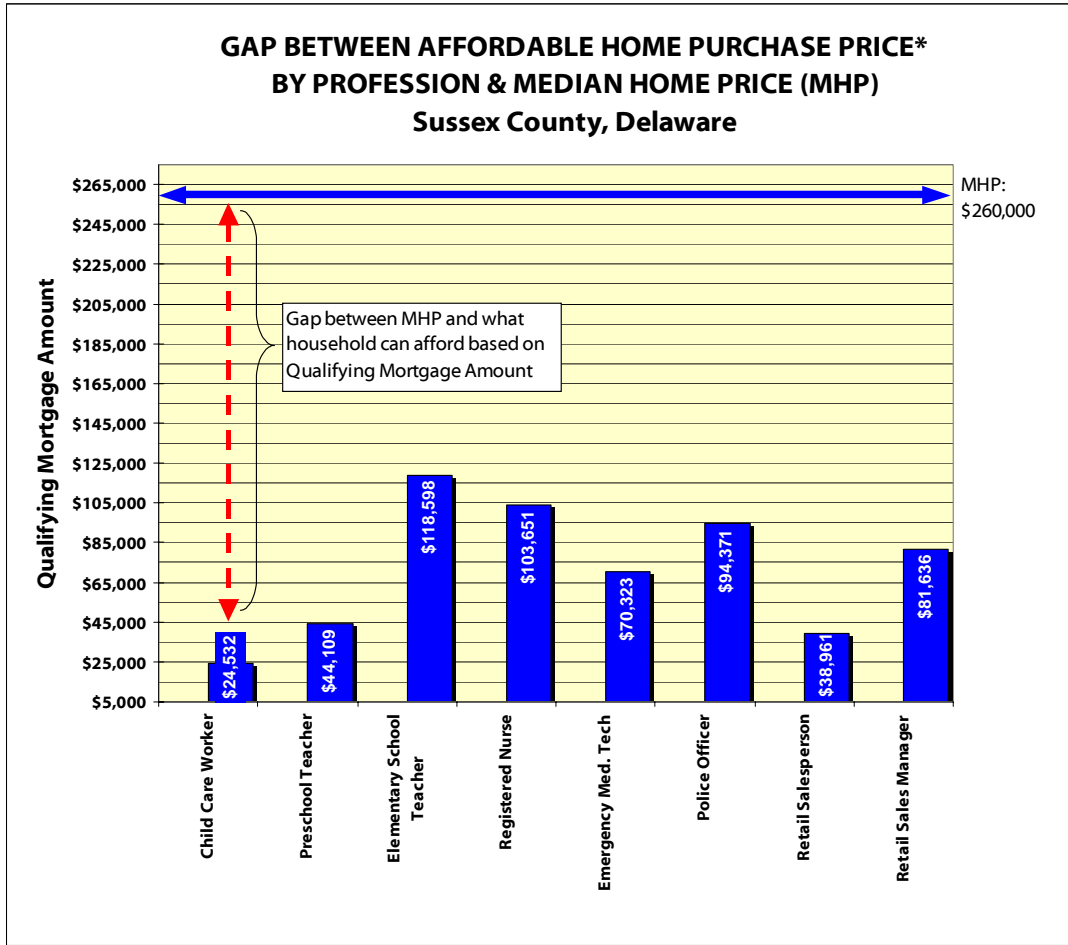
	AFFORDABLE HOUSING THRESHOLDS		FAIR MARKET RENT (FMR) & MEDIAN HOME PRICE (MHP)		SURPLUS OR (GAP)
<b>2007 HUD MFI</b> <i>Median income for a Sussex County family of four:</i>  \$53,800	<b>Affordable Rent</b> <i>(One-third of monthly income for rent)</i>	\$1,345	1 Bedroom FMR, 2007	\$595	\$750
			2 Bedroom FMR, 2007	\$661	\$684
			3 Bedroom FMR, 2007	\$904	\$441
	<b>Affordable Home Price</b> <i>(Qualifying Mortgage Amount)</i>	\$152,662	MHP, 1 <sup>st</sup> Quarter, 2007	\$260,000	<b>(\$107,338)</b>

Source: U.S. Department of HUD (MFI and FMR); Neighborhoods (MHP)

**Selected Professions and Housing Wage Gap Analysis, Sussex County**

		Childcare Worker	Pre-School Teacher	Elementary School Teacher	Licensed Practical Nurse	Emergency Medical Technician	Police Officer	Retail Sales- person	Retail Manager
<b>MEDIAN PAY</b>	Hourly (\$)	6.95	9.84	20.84	18.63	13.71	17.26	9.08	15.38
	Monthly (\$)	1,204	1,704	3,609	3,227	2,375	2,989	1,573	2,664
	Annual (\$)	14,456	20,467	43,340	38,750	28,517	35,901	18,886	31,990
<b>RENTERS</b>	<b>Can afford this much rent . . .</b>	\$361	\$511	\$1,083	\$968	\$712	\$897	\$472	\$799
	Surplus or (Gap) 1-BR FMR (\$)	<b>(234)</b>	<b>(84)</b>	488	373	117	302	<b>(123)</b>	204
	Surplus or (Gap) 2-BR FMR (\$)	<b>(300)</b>	<b>(150)</b>	422	307	51	236	<b>(189)</b>	138
	Surplus or (Gap) 3-BR FMR (\$)	<b>(543)</b>	<b>(393)</b>	179	64	<b>(192)</b>	<b>(7)</b>	<b>(432)</b>	<b>(105)</b>
<b>HOMEBUYERS</b>	<b>Can afford this home price . . .</b>	\$24,532	\$44,109	\$118,598	\$103,651	\$70,323	\$94,371	\$38,961	\$81,636
	Gap w/ MHP (\$)	<b>(235,468)</b>	<b>(215,891)</b>	<b>(141,402)</b>	<b>(156,349)</b>	<b>(189,677)</b>	<b>(165,629)</b>	<b>(221,039)</b>	<b>(178,364)</b>

Source: OOLMI (Delaware Wages 2005), DSHA, Mullin & Lonergan Associates



(Table 12-5 continued)

**Dual Income Household and Housing Wage Gap Analysis, Sussex County**

DUAL INCOME HOUSEHOLDS:		Childcare Worker & Police Officer	Pre-School Teacher & EMT	LPN & Electrician	Retail Clerk & Pharmacy Technician	Mechanic & Home Health Aide	Carpenter & Receptionist
Median Annual Income (\$)		50,357	48,984	71,115	38,210	51,126	53,477
RENTERS	Can afford this much rent . . .	\$1,259	\$1,225	\$1,778	\$955	\$1,278	\$1,337
	Surplus or (Gap) 1-BR FMR (\$)	664	630	1,183	360	683	742
	Surplus or (Gap) 2-BR FMR (\$)	598	564	1,117	294	617	676
	Surplus or (Gap) 3-BR FMR (\$)	355	321	874	51	374	433
HOMEBUYERS	Can afford this home price . . .	\$141,449	\$136,978	\$209,052	\$101,890	\$143,955	\$151,610
	Gap w/ MHP (\$)	(118,551)	(123,022)	(50,948)	(158,110)	(116,045)	(108,390)

Source: OOLMI (Delaware Wages 2005), DSHA, Mullin & Lonergan Associates

Also shown in Table 12-5 are dual-income household scenarios which show that housing wage gaps still exist in certain hypothetical situations. Below are several illustrative points:

- The median annual pay for a household comprising a childcare worker and a police officer in Sussex County is \$50,357. An affordable monthly rent for such a household would be \$1,259 per month, which falls within the FMR rates for the county. However, an affordable mortgage would be \$141,449, or \$118,551 less than the median home price for Sussex County as of the 1<sup>st</sup> quarter of 2007.
- The median annual pay for a household comprising a pre-school teacher and an EMT in Sussex County is \$48,984. An affordable monthly rent for such a household would be \$1,225 per month, exceeding the fair market rent. However, an affordable mortgage would be \$136,978, or \$123,022 less than the median home price for Sussex County as of the 1<sup>st</sup> quarter of 2007.
- The median annual pay for a household comprising a retail clerk and a pharmacy technician (not included separately) is \$38,210. this household can afford monthly rent of \$955 exceeding the fair market rents for the area. However, an affordable home price would be \$101,890 – \$158,110 less than the median home price as of the 1<sup>st</sup> quarter of 2007.

## D. HOUSING AND COMMUTING TO WORK

To maintain a workforce that fits the needs of all employment sectors, a community needs housing that workers can afford close to their place of employment. When affordable housing options are located at long distances from the place of work, additional transportation expenses need to be added to the calculation of housing expenses.

Delaware's workforce overwhelmingly relies on private vehicles to travel to work, often driving alone. Very few workers use public transit. Table 12-6 shows travel times to work for Delaware workers as of 2005. Table 12-7 provides the 2000 Census data for the same broken out by the county and its local subdivisions.

**Table 12-6  
Travel Time (Minutes) to Work for Workers 16 Year and Over - 2005**

	Delaware		New Castle County		Kent County		Sussex County		City of Wilmington	
	Total	Percent of Total	Total	Percent of Total	Total	Percent of Total	Total	Percent of Total	Total	Percent of Total
Less than 5	10,246	2.7	5,242	2.1	1,474	2.3	3,530	4.8	1,849	6.7
5 to 14	97,287	25.4	58,833	24.1	18,898	29.3	19,556	26.4	7,698	27.7
15 to 24	135,992	35.6	90,262	37.0	22,197	34.4	23,533	31.8	10,976	39.6
25 to 39	79,509	20.8	51,876	21.3	10,898	16.9	16,735	22.6	4,267	15.4
40 to 59	34,590	9.0	21,945	9.0	6,169	9.7	6,476	8.8	1,048	3.8
60 to 89	17,232	4.5	10,846	4.4	3,420	5.3	2,966	4.0	1,508	5.4
90 or more	7,625	2.0	5,092	2.1	1,382	2.1	1,151	1.6	400	1.4
<b>Total</b>	<b>382,481</b>	<b>100.0</b>	<b>244,096</b>	<b>100.0</b>	<b>64,438</b>	<b>100.0</b>	<b>73,947</b>	<b>100.0</b>	<b>27,746</b>	<b>100.0</b>

Source: U.S. Census Bureau, 2005 American Community Survey

The 2005 ACS reports that, statewide, the mean travel time to work is 23.7 minutes, unchanged from the mean reported by the 2000 Census. That said, the number (and percentage) of workers traveling 60 minutes or more to work showed a slight increase from 2000 (22,500 workers or 6.2 percent) to 2005 (25,000 workers or 6.5 percent).

Of the 382,481 Delawareans age 16 and over who worked outside the home in 2005, nearly 64 percent traveled less than 25 minutes to work each day. This is a slight increase from 2000 when roughly 62 percent commuted under 25 minutes.

Because Delaware's employment centers have not disbursed to the same degree as the housing, the longest travel times to work occur in the outlying suburban areas. Increased travel times may also indicate the increasing housing costs in the state, as longer commutes are a common tradeoff for working families moving farther away to find affordable housing.



**Table 12-7**  
**Travel Time to Work for Workers 16 Years and Over - 2000**

	Total	Did not work at home	Less than 5 Minutes		5 to 14 Minutes		15 to 24 Minutes		25 to 39 Minutes		40 to 59 Minutes		60+ Minutes	
			Total	% of not at home workers	Total	% of not at home workers	Total	% of not at home workers	Total	% of not at home workers	Total	% of not at home workers	Total	% of not at home workers
<b><i>New Castle County</i></b>														
Brandywine	39,208	37,750	889	2.6	9,955	26.4	14,166	37.5	7,595	20.1	3,355	8.9	1,790	4.7
Central Pencader	17,226	16,984	172	1.0	2,625	15.5	6,066	36.7	4,862	28.6	1,999	11.8	1,260	7.4
Greater Newark	34,162	33,274	761	2.3	9,426	28.3	11,355	34.1	7,388	22.2	2,536	7.6	1,808	5.4
Lower Christiana	17,514	17,137	386	2.3	4,584	26.7	7,525	43.9	3,201	18.7	671	3.9	770	4.4
Middletown-Odesa	14,236	13,704	264	1.9	1,666	12.2	2,457	17.9	5,433	39.6	2,721	19.9	1,163	8.5
New Castle	40,266	39,683	770	1.9	8,773	22.1	16,179	40.8	8,550	21.5	3,057	7.7	2,354	5.9
Piedmont	13,957	13,264	177	1.3	2,300	17.3	4,975	37.5	3,859	29.1	1,142	8.6	811	6.1
Pike Creek-Central Kirkwood	22,443	21,863	408	1.9	4,278	19.6	8,549	39.1	5,712	26.1	1,806	8.3	1,110	5.1
Red Lion	2,820	2,748	48	1.7	396	14.4	889	32.4	812	29.5	335	12.2	268	9.8
Upper Christiana	13,612	13,394	153	1.1	3,400	25.4	5,074	37.9	2,751	20.5	1,104	8.2	912	6.8
Wilmington	29,690	28,905	685	2.4	8,493	29.4	10,877	37.6	5,161	17.9	1,761	6.1	1,928	6.7
<b>County Total</b>	<b>245,134</b>	<b>238,706</b>	<b>4,713</b>	<b>2.0</b>	<b>55,896</b>	<b>23.4</b>	<b>88,112</b>	<b>36.9</b>	<b>55,324</b>	<b>23.2</b>	<b>20,487</b>	<b>8.9</b>	<b>14,174</b>	<b>5.9</b>
City of Newark	14,015	13,681	467	3.4	4,609	33.7	4,301	31.4	2,599	19.0	971	7.1	734	5.4
<b><i>Kent County</i></b>														
Central Kent	8,907	8,630	153	1.8	1,600	18.5	4,271	49.5	1,654	19.2	468	5.4	484	5.6
Dover	31,019	30,080	1,310	4.4	12,869	42.8	9,060	30.1	2,930	9.7	1,631	5.4	2,280	7.6
Felton	2,741	2,639	24	0.9	323	12.2	1,169	44.3	748	28.3	191	7.2	184	7.0

	Total	Did not work at home	Less than 5 Minutes		5 to 14 Minutes		15 to 24 Minutes		25 to 39 Minutes		40 to 59 Minutes		60+ Minutes	
			Total	% of not at home workers	Total	% of not at home workers	Total	% of not at home workers	Total	% of not at home workers	Total	% of not at home workers	Total	% of not at home workers
Harrington	4,853	4,691	236	5.0	1,186	25.3	1,143	24.4	1,365	29.1	456	9.7	305	6.5
Kenton	2,571	2,479	61	2.5	367	14.8	893	36.0	453	18.3	448	18.1	257	10.4
Milford North	4,031	3,866	190	4.9	1,229	31.8	909	23.5	1,080	27.9	213	5.5	245	6.3
Smyrna	5,691	5,571	196	3.5	1,341	24.1	1,597	28.7	961	17.3	923	16.6	553	9.9
<b>County Total</b>	<b>59,813</b>	<b>57,956</b>	<b>2,170</b>	<b>3.7</b>	<b>18,915</b>	<b>32.6</b>	<b>19,042</b>	<b>32.9</b>	<b>9,191</b>	<b>15.9</b>	<b>4,330</b>	<b>7.5</b>	<b>4,308</b>	<b>7.4</b>
City of Dover	14,675	14,281	813	5.7	7,092	49.7	3,538	24.8	1,011	7.1	756	5.3	1,071	7.5
<b>Sussex County</b>														
Bridgeville-Grnwd	4,239	4,054	233	5.8	801	19.8	1,377	34.0	872	21.5	457	11.3	314	7.7
Georgetown	4,841	4,675	129	2.8	1,498	32.0	1,376	29.4	1,117	23.9	371	7.9	184	3.9
Laurel-Delmar	9,435	8,989	250	2.8	1,817	20.2	3,125	34.8	2,480	27.6	748	8.3	569	6.3
Lewes	9,558	9,058	680	7.5	3,401	37.5	2,418	26.7	1,111	12.3	746	8.2	702	7.8
Milford South	7,512	7,281	233	3.2	1,978	27.2	2,045	28.1	2,047	28.1	554	7.6	424	5.8
Millsboro	8,102	7,883	329	4.2	1,864	23.6	2,396	30.4	2,019	25.6	833	10.6	442	5.6
Milton	4,657	4,463	165	3.7	1,038	23.3	1,684	37.7	835	18.7	396	8.9	345	7.7
Seaford	9,518	9,213	343	3.7	3,595	39.0	2,313	25.1	1,715	18.6	814	8.8	433	4.7
Selbyville-Frnkfrd	10,261	9,701	572	5.9	2,786	28.7	2,906	30.0	1,903	19.6	936	9.6	598	6.2
<b>County Total</b>	<b>68,123</b>	<b>65,317</b>	<b>2,934</b>	<b>4.5</b>	<b>18,778</b>	<b>28.7</b>	<b>19,640</b>	<b>30.1</b>	<b>14,099</b>	<b>21.6</b>	<b>5,855</b>	<b>9.0</b>	<b>4,011</b>	<b>6.1</b>
Georgetown	2,090	2,021	63	3.1	722	35.7	592	29.3	443	21.9	124	6.1	77	3.8
<b>DELAWARE</b>	<b>373,070</b>	<b>361,979</b>	<b>9,817</b>	<b>2.7</b>	<b>93,589</b>	<b>25.9</b>	<b>126,794</b>	<b>35.0</b>	<b>78,614</b>	<b>21.7</b>	<b>30,672</b>	<b>8.5</b>	<b>22,493</b>	<b>6.2</b>

Source: U.S. Census Bureau

By county, the percentages of worker travel time are fairly consistent.

- In New Castle County, the mean travel time to work in 2005 was 24.1 minutes. 149,095 (61 percent) of the workers travel between five and 24 minutes to work. About 16,000 workers (6.5 percent) travel more than 60 minutes.
- In 2000, 144,000 (or 60 percent) of New Castle County workers traveled between 5 and 24 minutes to work. About 14,200 workers (5.9 percent) traveled more than 60 minutes. In the Red Lion CCD, about 10 percent of the workers traveled more than 60 minutes to work, and in the Middletown Odessa CCD, 8.5 percent of the workers travel 60 or more minutes to work.
- In Kent County, the mean travel time to work in 2005 was 23.6 minutes. About 41,100 workers (64 percent) traveled between 5 and 24 minutes to work. About 4,800 workers (7.4 percent) traveled more than 60 minutes. The higher percentage of persons traveling more than 60 minutes reflects the commuting patterns whereby more residents leave Kent County for their work than non-residents enter for work.
- In 2000, about 38,000 (65.5 percent) of the workers in Kent County, traveled between five and 24 minutes to work. About 4,300 workers (74 percent) traveled more than 60 minutes. In the Kenton CCD, 10.4 percent of the workers traveled more than 60 minutes to work, and in the Smyrna CCD, 9.9 percent traveled more than 60 minutes to work.
- In Sussex County, there were 43,089 workers (58.3 percent) in 2005 traveling between 5 and 24 minutes to work. The mean travel time to work was 22.7 minutes. About 4,100 workers, or 5.6 percent, traveled more than 60 minutes. Sussex County is the only county where travel times to work decreased between 2000 and 2005, a reflection of the greater growth in jobs in the county.
- In 2000, there were about 38,400 workers in Sussex County, (58.8 percent) traveling between 5 and 24 minutes to work. About 4,000 workers, or 6.1 percent, traveled more than 60 minutes. Nearly 8 percent of the workers in the Lewes CCD and 7.7 percent of the workers in the Bridgeville/Greenwood CCD traveled more than 60 minutes to work.
- With 1,849 workers (6.7 percent) of those who travel to work, the City of Wilmington has the highest percentage of workers who travel less than 5 minutes to work. The mean travel time to work is 20.9 minutes. About 18,700 workers (67 percent) travel between 5 and 24 minutes to work. About 1,900 workers, or 6.9 percent, travel more than 60 minutes to work.

Unfortunately, Census data does not cross-tabulate commuting patterns with household income. But in a review of 28 of the nation's metropolitan areas, the Center for Housing Policy reported on the connection between housing costs and transportation costs in *A Heavy Load: the Combined Transportation and Housing Costs of Working Families*.

The study found that, for households of all income levels, 27 percent of income goes for housing alone and another one-fifth goes to the cost of “getting around.” Together, these items account for almost 48 percent of household income.\*

Working families with incomes between \$20,000 and \$50,000 spend a similar percentage of income on housing; however, their transportation costs consume almost 30 percent of their income. Ultimately, households that are able to reduce their housing costs are better able to expand their housing opportunities.

The biggest tradeoff for households that are cost-burdened is transportation. Working families that spend more than half their household expenditures on housing put 7.5 percent of their expenditures toward transportation. Working families living in housing they can afford expend up to 24 percent of their budget for transportation.

Commuting is a common strategy for working families to cope with high housing costs. Statistics show that working families spend 77 cents on transportation for every dollar decrease in housing costs. Although not all of family transportation cost is attributable to commuting, the journey to work from less expensive housing likely accounts for a substantial part of it.

Working families that are cost-burdened are almost twice as likely to lack a vehicle. While this is not necessarily a hardship, it possibly limits access to education or employment, the things that are needed to help with overcoming cost burden. Lack of a vehicle limits housing options to places close to work and services or convenient to public transit.

## **E. COSTS AND BENEFITS**

There are public costs arising from the lack of affordable housing for the state’s workforce. Two incomes are now a necessity to own a home for all but high-wage occupations. Even so, one consequence of the housing wage gap is households stretching their incomes and credit to the limit to purchase homes. And the backlash of this dynamic is the deepening subprime lending crisis and increases in foreclosure rates statewide and nationwide.

An inadequate supply of housing for the workforce also results in large scale commuting to places of employment, which, in turn, overtaxes roads and transportation facilities and significantly contributes to air and noise pollution. Conversely, a community that effectively targets workforce housing in its long term planning can see true benefits.

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\* Center for Housing Policy, *A Heavy Load: the Combined Transportation and Housing Costs of Working Families*, (October 2006).

**i. Economic, Infrastructure and Social Costs**

As referenced above, the push households feel to spend beyond what they can afford for housing, at least in the case of homebuyers, has in part led to the mortgage foreclosure crisis yet unfolding. But perhaps a more subtle yet pervasive economic impact is lost consumer spending results. Cost-burdened households that spend more than 30 percent of their budget on housing are limited in their ability to purchase other goods such as food, transportation, health care, childcare, and retail items. This offset of purchasing power has a significant impact on the local economy.

Public costs associated with how a community grows include road construction and maintenance, schools, and water and sewer utilities. There are significant public savings derived from the reduction of commuting through providing affordable housing close to jobs and its attendant costs of congestion, accidents, and air pollution. The costs include infrastructure costs and health concerns.

As discussed in Part 1 of the *Housing Needs Assessment*, the Delaware Office of State Planning Coordination notes in its 2004 publication, *Directing Growth, Improving Housing Choice*, compact development can save an average of 31.8 percent through reduced infrastructure costs. In addition, an over-burdened transportation system has the potential to negatively impact the ability to attract new business, retain and expand existing industry, and increase the employment opportunities needed to strengthen the economic base.

Finally, the social costs of an inadequate supply of workforce housing are significant. Communities face a real threat of losing talented and effective workers in vital jobs such as teachers and police officers due to a lack of affordable housing nearby. When affordable housing is close to high-wage jobs, top-quality schools, and well-funded public safety services, children of all income levels have more opportunity to achieve economic and social stability than when they are not. Community-borne social costs that are related to inadequate housing can include homelessness and the related need for social services.

**ii. Benefits of Workforce Housing**

Affordable housing for the workforce serves the needs of local employers, including business, schools, and the municipalities themselves. Quite simply put, providing adequate affordable housing for a community's workforce is an important long term strategy to attracting new employers. Businesses find it easier to hire and retain employees who are able to live within a reasonable commuting distance.\*

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\* Harris Interactive, Inc. *Workforce Housing Research for the Urban Land Institute*, May 2007.

Additionally, while in the short term residential construction stimulates the economy directly through job generation and wages, it provides a long term support for the local economy because of the resulting demand for goods and services.

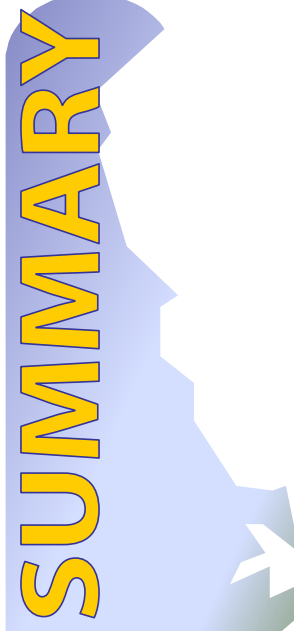
The construction of affordable housing provides a new and stable source of property tax revenue. Also, the property tax base benefits greatly if the availability of desirable, affordable workforce housing results in the attraction of new employers to the community.

Municipal governments, school districts, and fire and police departments benefit from employees living in the communities they serve because they are more invested in its future.

The lack of affordable housing forces younger parents and single parent households out of the communities in which they grew up in and these households can not live in the communities where they have a social network available to assist them. Affordable workforce housing allows younger households and single parent households to find housing in communities with good schools, parks and services.

### 3.12 / WORKFORCE HOUSING

- ❑ **There is a disconnect between wages and housing prices, challenging the notion that the reason individuals and households cannot afford housing is simply that they are not working.**
- ❑ **While society idealizes the notion that a full-time worker can afford a basic standard of living that includes access to housing, this ideal is becoming less true for workers with lower-wages. We may not expect that a preschool teacher, janitor, retail salesperson should be able to afford to buy the median priced home on their income alone. But we do expect that these people should be able to afford the fair market rent on a basic apartment.**
- ❑ **To exemplify the analysis of 2007 median incomes and median housing costs, neither a full-time childcare worker, nor a preschool teacher, nor a retail salesperson earning the median wage in their professions can alone afford the fair market rent for a 1-bedroom apartment anywhere in Delaware.**
- ❑ **The lack of affordable workforce housing is not a problem that is going to go away. Many of the industries with the most jobs and fastest job growth are those with lower average wages. The result is households at risk, with very low incomes, high housing costs, very precariously housed.**
- ❑ **Two incomes are now basically a necessity to own a home for all but high-wage occupations. One result is households stretching their incomes and credit to the limit to purchase homes. And the backlash of this dynamic is the deepening subprime lending crisis and increases in foreclosure rates statewide and nationwide.**



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## 13. HOUSING MARKET BARRIERS

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The following section of the *Housing Needs Assessment* discusses those barriers, financial, regulatory, and social, that prevent the development of more affordable housing in Delaware communities. These barriers are relevant to solving the workforce housing/wage gaps (discussed in the preceding section) as well as the larger issues affecting housing affordability for low-income populations overall.

### A. REVIEW OF BARRIERS

Throughout the *Housing Needs Assessment*, multiple topics related to barriers and impediments to developing affordable housing are addressed. In Part 2, the following list of factors are identified as impeding the development of more affordable housing.

- Income and Rent levels: In Kent and Sussex Counties, the low-income levels hinder the financial viability of developing affordable housing without deep development and rental subsidies. Although development and operating costs are similar in all three counties in Delaware, there is a disparity in the amount of income to be derived from rents, thus resulting in less viable projects.
- Land Costs and availability: Land costs have increased substantially over the past years in Delaware, making it difficult to maintain affordability.
- Pre-development funds: There is need for additional “seed” money for non-profit developers to cover the up-front costs associated with development.
- Limited Resources: Development costs keep increasing, thus requiring deeper development subsidies. Resources such as Federal HOME funds and tax credits are limited and often not sufficient to fund needed units.
- Mixed-income resources: There is a lack of resources to create a mixed-income environment and supportive housing for persons with disabilities.
- Special initiatives: There is a lack of funds to create affordable assisted living for seniors and supportive housing for people with disabilities.
- NIMBYISM: Many areas within the state have a “Not in My Back Yard” attitude. Residents fear that higher density, affordable housing will decrease their own property values. Vocal community opposition at public hearings often causes developers to fail in their attempt to obtain zoning relief needed to proceed with the creation of affordable housing.
- Demographics: Although a need may exist for affordable units in rural areas, the demographics do not support large scale development, therefore limiting economy of scale and financial viability of creating new units. Rural areas also often lack adequate infrastructure to service higher density multi-family housing. Development of the infrastructure adds substantially to the cost of the housing.

- Blighted properties: Lack of property maintenance in certain urban and rural areas deters private investment from older communities that have a higher density housing stock that could become a viable source of affordable units.
- Unfunded mandates and regulations: Public policies that address important public health and welfare issues can also drive up costs. Federal requirements to address lead-based paint hazards deter many from investing in the rehabilitation of older housing. Addressing lead-paint safety adds time and costs to a rehab project.

## **B. BARRIERS IDENTIFIED IN HUD CONSOLIDATED PLANS**

The U.S. Department of Housing and Urban Development (HUD) requires that entitlement communities identify barriers to affordable housing in their 5-Year Consolidated Plans (CPs). The following are excerpts from the most recent of those plans on the subject of identifying and addressing barriers to affordable housing.

### **i. State of Delaware**

The State's CP identifies a variety of obstacles that hinder it from achieving its affordable housing goals.

- Volatile market conditions impacting the cost of issuing bonds and prohibiting the expansion of homeownership assistance programs;
- Neighborhood objection to the location of affordable housing developments (i.e. NIMBYism);
- Lack of jobs at wages that can sustain housing costs for individuals and families;
- Annual deterioration rate of properties exceeds funding available to assist rehabilitation

The State CP presents a list of its own homeowner and rental assistance programs as tools for overcoming some of the affordable housing problems in the state. At the policy level, the Preliminary Land Use Service (PLUS) is identified as a state level agency review of major land use change proposals. Ostensibly, this process can help weigh-in to lend support to projects that might otherwise succumb to community opposition.

### **ii. New Castle County**

New Castle County's Consolidated Plan identifies availability of funds as the most significant obstacle to meeting its housing needs. (The County's CP cites the example of a subsidy of almost \$46,000 per house being needed in order to sell a new home in Belvedere for the affordable price of \$134,000). Community perception is also listed as an obstacle that may negatively affect the success of affordable housing production.



The County's CP references the Unified Development Code (UDC) as a tool for promoting affordable housing, stating that it will continue to encourage the production of affordable housing that is fully integrated into the community. The UDC offers a wide range of zoning categories that allows higher density developments. Density bonuses are also offered to incentivize developers to produce higher density housing.

The goal of higher density is to ensure and achieve adequate affordable housing while at the same time eliminating sprawl and haphazard, premature, uneconomical, or scattered land development. The elimination of this type of development will often keep the cost of housing down by utilization of existing infrastructure.

Finally, the UDC was amended to make redevelopment of existing properties more cost beneficial. It is one of the goals of redevelopment to encourage the revitalization and utilization of deteriorating areas with available infrastructure to provide affordable housing and economic opportunities to older regions of New Castle County.

**iii. City of Wilmington**

The City of Wilmington's CP states that, while no local government regulatory barriers exist, the develop of affordable housing is hindered by the lack of financial resources to subsidize development and the lack of assembled land.

The CP states that the city's 1999 building renovation code removed barriers to the cost effective rehabilitation of existing homes. The code allows renovation projects to meet only structural and fire safety standards and waives more stringent (and costly) code compliance required of substantial rehabilitations.

The city's real estate tax abatement program for new construction and rehabilitation of housing units is cited as a tool to help address the cost barriers to affordable housing.

**iv. City of Dover**

The City of Dover's CP contends that there are no barriers to affordable housing resulting from public policy. Inclusionary zoning and special zoning provisions to promote housing density and design flexibility are cited as instruments that promote affordable housing.

The CP states that the city has no policy-based disincentives that would block the development of additional public and assisted housing in appropriate zoning districts. As a policy, the city forgives property tax liens on properties acquired by Habitat for Humanity in exchange for the non-profit's commitment to providing affordable housing.

## C. STRATEGIES FOR OVERCOMING BARRIERS

Only through a combination of approaches can the supply of housing affordable to working families and low-income families be expanded. The above sub-sections depict a range of topics that include economic, regulatory and community barriers to affordable housing. Much information is available on techniques for addressing each barrier. Below is a synopsis of some key approaches.

### i. Overcoming Economic Barriers

As with most goods, the costs of producing a housing unit are passed on to consumers in the form of sale prices and monthly rents. And, as with most manufacturers, housing developers want to maximize their profits. Therefore, any costs the developer incurs during development will impact the price local households pay for their housing; the higher the costs to the developer, the higher the costs of local housing.

Developer incentives lower the cost of residential construction and make affordable housing development more feasible. Incentives should be available to guarantee the long-term affordability of units to households at various low- and moderate-income categories. Some incentives are as follows.

- Density bonuses: These allow for additional housing in a more affordable price range to be built. The additional density allows for the spread of the land costs over more homes, thus helping to reduce the overall price of the housing.
- Waivers from development standards and fees: In exchange for development of affordable housing such waivers offset some development costs. The offsets allow a local government to decrease the burden placed on developers of affordable housing. Examples of offsets include waivers, reductions, deferrals of impact fees, building permit fees, tap-on fees, administrative fees, and development fees; modification of standards relating to road widths, curbs and gutters, parking, landscaping, lot coverage, and minimum lot sizes; and allow builders to finish out the interiors of affordable units with less expensive finishes and appliances.
- Expedited permitting: Although expedited permitting may relate as much to regulatory barriers as economic ones, this is a cost-efficient and effective way of reducing developer costs. Delays during any stage in the development process add to the final costs of new housing. Reducing the costs incurred by developers during the review process makes affordable housing projects more attractive. Fast-tracking review and permitting of affordable housing projects reduces developer costs at no cost to local jurisdictions.
- Promoting rehabilitation of existing structures: In urbanized areas where available land is hard to find, the rehabilitation and adaptive reuse of

existing buildings can be an effective means of providing affordable housing. Prime locations for infill development include downtowns, economically depressed neighborhoods ripe for revitalization, transit corridors and any location near employment, shopping, recreational, and cultural centers. Incentives such as relaxing of height restrictions and decreasing parking requirements, particularly for sites served by public transit, upgrading the local infrastructure, adding public amenities, relaxing building codes for rehabilitation of buildings, and lowering development fees encourage residential rehabilitation and make the inclusion of affordable units more feasible.

- Shared equity and Community Land Trusts: Committed to expanding homeownership opportunities but constrained by the high price of making homeownership a reality for low and moderate-income households, many communities have instituted shared-equity provisions accompanying their initiatives to help households achieve homeownership. Shared-equity homeownership ensures that homes made affordable to low and moderate-income households by public and private subsidies or policies like inclusionary housing remain affordable long-term by restricting future appreciation. The two most commonly used methods to preserve homeownership affordability are 1) deed restrictions and/or performance-based soft second mortgages and 2) community land trusts (CLTs), both of which are gaining a foothold in Delaware.

The CLT model is proven effective at preserving the affordability of owner-occupied housing, and thus often the public and private subsidies that went into making the home affordable. The CLT's dual ownership structure makes this possible. The owner of the land is the community land trust, a nonprofit corporation. The owner of the building is typically an individual homeowner or family, holding title to a house on the land held by the CLT. Instead of selling the land the CLT acquires for development, the CLT provides for the exclusive use of their land by the owners of the buildings located thereon. This is done through a long-term (typically 99 years) renewable, inheritable ground lease, which provides homeowners and their heirs the exclusive right to occupy the land on which their homes are located. Restrictions on the future resale price of the home are included in and enforceable through the ground lease.

Shared-equity and CLT homes are made affordable through traditional means, typically public and/or private subsidies, inclusionary housing incentives or mandates. The special features of shared-equity homeownership and the CLT model are in preserving the value of that subsidy for future generations while still expanding homeownership opportunities for families who otherwise would not be able to become homeowners. In Delaware, the West Rehoboth CLT is working to revitalize the West Rehoboth community through affordable homeownership using the CLT model. Statewide, the Diamond State

CLT has initiatives and projects at various stages of development in all three counties to create perpetually affordable homes.

**ii. Overcoming Regulatory Barriers**

Affordable housing can be expanded through the promulgation of local land use and zoning codes that allow varied types of housing. In addition to low-density, single family dwellings, local land use and zoning codes should allow and encourage multi-family dwellings (with combinations of different types of dwellings), accessory dwellings, mixed used developments containing residential and non-residential use, and live/work housing. Smaller units cost less to develop and can be made available at lower costs. Varied housing also avoids over-housing of smaller households and allows them to match their budgets with their needs.

Inclusionary housing ordinances take many forms, but the basic concept is to require that a certain percentage of new development be set aside for occupancy by households at prescribed income levels. Nearly all inclusionary housing programs apply to residential development and involve developers, including a percentage of affordable housing units in their overall proposal.

Some inclusionary housing ordinances also apply to non-residential development on the theory that non-residential development generates additional demand for affordable housing stock. Sussex County has adopted a Moderately Priced Housing Unit Program, which is an inclusionary zoning program targeted to households up to 125 percent of median income.

Inclusionary zoning can be mandatory or voluntary. Most inclusionary programs, however, contain the following elements.

- Income eligibility criteria for defining affordability.
- Pricing criteria for affordable units.
- Restrictions on resale and subsequent rental of affordable units. Controls assure that the units remain affordable after it is sold or rented to new occupants. This requires on-going management and administration. The restrictions are usually applicable for a set number of years. There may be an option for purchase by a local government or non-profit at the end of the period of affordability allowing the unit to be retained as an affordable dwelling.
- Provisions for in-lieu fees with payment of a per-unit fee which is pooled in a local affordable housing fund. In-lieu fees offer an alternative when the actual construction of affordable units may not be feasible. In-lieu fees should not be completely optional for the developer if the desire is to scatter income-restricted units throughout the community. The fee should be sufficient to facilitate the development of the required affordable units at another nearby location. Land donation may be considered as a preferred alternative to in-lieu fees.

- Design guidelines to ensure that inclusionary units are integrated within the development so as not to be distinguishable from the market-rate units.
- Criteria for future residents to screen applicant for the affordable cost units because the demand from eligible buyers and renters may exceed the supply.
- Phasing guidelines that describe the development of affordable units in relation to market-rate units.

Inclusionary housing is effective in a variety of housing market conditions. In gentrifying communities, the affordable units created through an inclusionary program can help offset the displacement of residents. In new and growing suburban communities, the inclusionary units can broadly disperse affordable housing needed by area jobholders and prevent exclusive communities.

At the municipal and county levels, a consistent regulatory environment is essential to promote the development of inclusionary housing policies and ultimately, affordable housing in all communities. Developers of affordable housing shy away from areas governed by piece-meal land use policies that result in decisions being made on a case-by-case basis. Inclusionary zoning relies on a consistent framework to be successful.

### **iii. Overcoming Community Barriers**

Changing local land use restrictions to promote workforce housing will start by increasing public awareness of issues. At the local level, there is often a perception among long-term residents that higher density housing reduces the value of nearby single family or detached housing. The opposition to such development, often called NIMBYism (short for “*not in my backyard*”), is common at public hearings throughout Delaware. Overcoming this common reaction will involve time and energy devoted to public education.

Many years of research on the subject refutes the notion that higher-density, affordable housing has an overall negative impact on a community’s property values, so long as units are designed appropriately. In fact, apartment developments may increase values of nearby single family homes for three reasons: 1) the mere fact that higher density housing is attracted to an area by market forces signals higher values for all properties; 2) multi-family housing may increase the supply of potential buyers for nearby single family homes; and 3) when part of a mixed housing and mixed-use development, housing that adds choice to an area makes it more attractive than nearby developments.

Communities should create codes that avoid NIMBYism. Allowing varied and new housing types by-right versus as a conditional use or special exception that requires additional hearings goes a long way toward avoiding

NIMBYism. Eliminating unnecessary public hearings will reduce opportunities for nonproductive community opposition.

**iv. Overcoming Barriers for Individual Households**

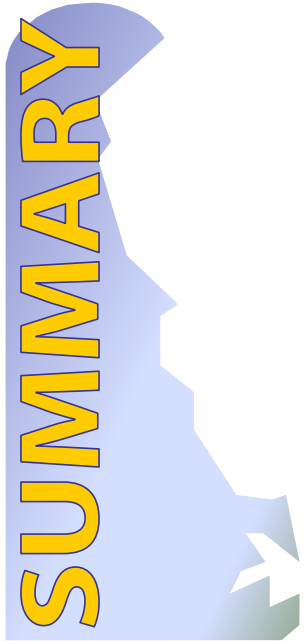
Each of the points above address barriers that stand between housing developers and the development of affordable housing. On the demand-side, there are myriad federal, state and local programs, many long standing, that help support renters, homebuyers and homeowners. Below are three more current ideas for directly helping individual households.

- Employer Assisted Housing: Employer can provide benefit with the intention of assisting employees become homeowners. Local governments can work with employers by offering technical assistance in creating an Employer Assisted Housing (EAH) program. DSHA's own *Live Near Your Work* program already partners with some local communities and employers who match state money for downpayment and closing cost assistance. Expansion of the program could play an important part in addressing workforce housing concerns.
- "Green" Building Design: While not always inexpensive during construction, green building design creates energy-efficient housing that lowers monthly utility bills, making market-rate housing more affordable for moderate-income families over time.
- Universal Design: Universal Design is growing in interest as an approach to the design of housing so it can be as usable as possible by as many people as possible regardless of age, ability, or situation. Universal Design is different than accessible design, which typically only refers to products and buildings that are accessible and usable by people with disabilities. Universal design means buildings are accessible and usable by everyone—abled and disabled, young and old. Accessible design has a tendency to lead to separate facilities—for example, a ramp set off to the side of a stairway at an entrance or a wheelchair accessible toilet stall. By acknowledging that disability, aging, and other differences are a part of every day, universal design changes the overall approach to building. By addressing accessibility uniformly in all homes, universal design can potentially reduce the costs associated with retro-fitting special features into existing structures or providing special units in larger developments.
- Location Efficient Mortgages: By living close to and using mass transit rather than automobiles, homeowners can save money at the same time they are helping to alleviate congestion and sprawl. The monthly savings from reduced auto use can also help in qualifying for a mortgage in some parts of the country. Low down payments, competitive interest rates, and flexible criteria for financial qualification can help promote homeownership. (Currently, lenders in Chicago and several West Coast cities have developed mortgage products along with Fannie Mae and the

Institute for Location Efficiency, a California-based non-profit, to promote “location efficiency.”)

### 3.13 / HOUSING MARKET BARRIERS

- ❑ **Partly due to the high costs of housing development, the marketplace does not provide housing that all households can afford. High subsidies are needed to make housing – particularly rental housing – affordable to low-income households, especially very and extremely-low income households with the greatest needs.**
- ❑ **Economic barriers, including high land, labor, and material costs, are not the only factor preventing the development of affordable housing. Local development policies may create barriers to affordable housing, as may social misperceptions about who needs affordable housing. Prejudice against multifamily and higher-density development as well as community opposition to all development in some areas – even within growth zones – unfortunately often results in the least efficient type of development, single-family subdivisions on large lots.**
- ❑ **Leapfrog development moving constantly outwards leaves city and town centers and inner-ring suburbs in need of investment and redevelopment, which present their own challenges.**
- ❑ **Among barriers to overcome: finding ways to capitalize on and partner with the inventiveness and efficiency of the private market to create affordable and moderately-priced housing. This can include encouraging infill housing, redevelopment, and investment in cities and towns via incentives, waivers, assistance assembling land, etc.**
- ❑ **Additionally, development of state and local funding sources (such as housing trust funds) to fill in for receding federal resources, with secure and stable sources of revenue.**
- ❑ **Also, a planning framework that minimizes opportunities for easily-swayed case-by-case decisions and increases predictability. Ordinances should be crafted to unambiguously direct development toward a clear vision that includes affordable housing for the future of a community.**



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## 14. INDICATORS & BENCHMARKS

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This section of the *Housing Needs Assessment* provides a review of Delaware housing indicators against indicators of housing nationwide. Indicators are Delaware statistics or indexes that, when compared to the same statistics on a nation-wide level, provide a measurement of the well-being of Delaware's housing environment and the well-being of the residents.

### A. HOMEOWNERSHIP AFFORDABILITY

Through use of the Housing Affordability Index (HAI) prepared by the National Association of Realtors (NAR), the affordability of owner housing in Delaware can be compared to the affordability of owner housing nation-wide. The NAR HAI measures if a typical family qualifies for a mortgage loan on a typical home. The NAR defines a typical home as the national median priced, existing single-family home. A typical family is defined as one earning the median family income as reported by the Census.

- To interpret the indices, a value of 100 means that a family with the median income has exactly enough income to qualify for a mortgage on a median price home.
- An index above 100 signifies that a family earning the median income has more than enough to qualify for a mortgage loan on a median priced home.
- An increase in the HAI shows that the family is more able to afford the median price home. For example, a HAI of 120.0 means a family earning the median family income earns 120 percent of the income necessary to qualify for a conventional loan covering a median priced existing single-family home.

The NAR calculation of the HAI assumes a down payment of 20 percent of the home price and that the monthly P&I payment cannot exceed 25 percent of the median family income. NOTE: these assumptions are different than those used by DSHA in determining qualifying mortgage amounts. DSHA's standard assumptions, as used throughout this document and first introduced in Table 4-1 of Part 2, include the following: 30 year, 7.00% fixed rate mortgage, 33/38% debt ratio, taxes & insurance of \$150, and "other debt" of 12%.

Table 14-1 shows the HAI for the US and Delaware using the median price of an existing single family home as reported by the ACS. The nation-wide HAI was calculated by the NAR and posted on their website. The NAR for the counties in Delaware was calculated using the same assumptions as used by the NAR for determining the NAI nationwide. The 2005 median price for an existing single-family home is what was reported by the ACS, and the median household income in Delaware is the 2005 median, also reported by the ACS.



Using the NAR HAI as an indicator of owner housing affordability, Table 14-1 shows that in 2005, median income families in New Castle County and Kent County are more able to afford the median price home than one nationwide. While typical households in Sussex County can afford a median priced existing single family home, it is less affordable than those nationwide.

**Table 14-1  
Housing Affordability Index – 2005**

	Median Price Existing Single - Family Home (\$)	Mortgage Rate*	Monthly P & I Payment (\$)	Payment as a % of Income	Median Family Income (\$)	Qualifying Income (\$) **	Housing Affordability Index
NATIONWIDE	219,000	5.91	1,040	22.4	55,823	49,920	111.8
New Castle	218,400	5.91	1,037	21.0	59,270	44,443	133.4
Kent	159,900	5.91	760	18.9	48,288	32,571	148.3
Sussex	203,400	5.91	966	25.8	44,942	41,400	108.6

Source: National Association of Realtors, Mullin & Lonergan Associates

\* Effective rate on loans closed on existing homes - Federal Housing Finance Board.

\*\* Based on a 25 percent qualifying ratio for monthly housing expense to gross monthly income with a 20 percent down payment.

Table 14-2 shows at-risk owners in Delaware in comparison to those nationwide, showing a slightly smaller percentage of at-risk owners in the state.

**Table 14-2  
At Risk Owner Households - 2005**

	Owner Households		
	Total	Cost-burdened With Income Below \$20,000	Percent of Total Owner Households
NATIONWIDE	74,318,982	6,299,710	8.5
New Castle County	135,270	7,524	5.6
Kent County	39,456	3,375	8.6
Sussex County	55,134	5,529	10.0
<b>DELAWARE</b>	<b>229,860</b>	<b>16,428</b>	<b>7.1</b>

Source: U.S. Census Bureau American Community Survey

## B. RENTAL HOUSING AFFORDABILITY

Rental housing affordability is an indicator available to determine the well-being of renter households in Delaware in comparison to renters nation-wide. The National Low-income Housing Coalition (NLIHC) examines housing data each year to determine the extent of the rental housing affordability gap. The findings are reported in *Out of Reach*, which provides a side-by-side comparison of wages and rents in every county, Metropolitan Statistical Area, combined non-metropolitan area, and state in the United States (in addition to the District of Columbia and Puerto Rico). The NLIHC ranks renter housing affordability based on the two-bedroom housing wage. The housing wage is the amount a worker would have to earn per hour in order to be able to work 40 hours per week and afford a two-bedroom unit at the area's FMR. For 2006, the NLIHC ranks Delaware, with a housing wage of \$16.31, 37 out of 52 (a higher rank is less affordable). In 2002, Delaware was ranked 33.

Another standard to consider is at-risk renter households. As described in Part 2 of this *Housing Needs Assessment*, at-risk households are those with annual incomes of less than \$20,000 paying more than 30 percent of household income for housing costs. While at-risk households may be housed in a standard unit, the combination of very low-incomes in combination with excess housing costs places at-risk households in extreme danger of experiencing a housing crisis. At-risk households live paycheck to paycheck and have very limited ability to save money. Often they have minimal or no benefits. Many have jobs that provide little or no opportunity for advancement to higher wage jobs. If they lose their source of income or if their housing cost increases, they cannot afford to pay for their housing. The at-risk households represent an unmet housing need in the state. A review of at-risk households provides a sense of the well-being of both renters and owners in Delaware in relation to those nation-wide. Table 14-3 shows at-risk renters in Delaware in comparison to those nationwide showing a smaller percentage of at-risk renters in the state than occurs nationally.

**Table 14-3**  
**Extremely-Low Income, Cost-Burdened Renter Households**

	Renter Households		
	Total	Cost-burdened With Income Below \$20,000*	Percent of Total Renter Households
New Castle County	57,985	12,817	22.1
Kent County	14,275	3,531	24.7
Sussex County	15,520	3,037	19.6
<b>DELAWARE</b>	<b>87,780</b>	<b>19,385</b>	<b>22.1</b>
<b>NATIONWIDE</b>	<b>36,771,635</b>	<b>10,095,798</b>	<b>27.5</b>

Source: U.S. Census Bureau

\*Total At Risk renters, including those on housing assistance waiting lists, is estimated to equal 24,901 in Delaware.

### **C. BENCHMARKING DELAWARE**

Both the *Out of Reach* report and the NAR HAI are published annually, allowing an annual comparison of housing affordability in Delaware against housing affordability nationwide.

In addition to considering the above indicators, this Part of the *Housing Needs Assessment* provides a comparison of Delaware demographics, housing data, and housing production data against those for the U.S. The comparison, shown in Table 14-4 and 14-5 also includes select states in the Mid-Atlantic and New England Regions including New Jersey, Pennsylvania, Maryland, the District of Columbia, Virginia, Connecticut, Rhode Island, and Vermont.

**Table 14-4  
DE in Comparison to United States - 2005**

	Delaware	US
<b>Demographics</b>		
Total Population	818,587	288,378,137
% Change 2000 to 2005	4.5	2.47
<b>Population by Age (%)</b>		
Under age 15	19.8	21.0
15 - 24	12.9	13.5
25 - 34	13.1	13.5
35 - 44	15.4	15.0
45 - 54	14.7	14.6
55 - 64	11.0	10.4
65 - 74	7.2	6.4
75 and over	5.9	5.3
<b>Population by Race (%)</b>		
White	73.6	74.8
Black	19.9	12.1
American Indian and Alaska	0.3	0.8
Asian	2.7	4.3
Hawaiian/Other Pacific Islander	0.01	0.1
Some Other Race	2.0	6.0
Two or More Races	1.5	1.9
Persons of Hispanic Origin (%)	6.1	14.5
<b>Households (%)</b>		
Family households (families)	68.1	66.9
With own children under 18 years	31.6	31.6
Married-couple family	50.3	49.7
With own children under 18 years	20.6	21.7
Male householder, no wife	4.4	4.6
With own children under 18 years	2.2	2.3
Female householder, no husband	13.4	12.6
With own children under 18 years	8.8	7.6
Non family households	31.9	33.1
Householder living alone	25.6	27.1
65 years and over	9.0	9.1
<b>Annual Household Income (%)</b>		
Less than \$15,000	10.7	14.9
\$15,000 to \$24,999	10.3	12.0
\$25,000 to \$34,999	10.4	11.5
\$35,000 to \$49,999	15.5	15.1
\$50,000 to \$74,999	20.3	18.9
\$75,000 to \$99,999	13.8	11.4
\$100,000 to \$149,999	12.2	10.0
\$150,000 to \$199,999	3.8	3.2
\$200,000 or more	3.0	3.0
Median Household Income (\$)	52,499	46,242
% Change 2000 to 2005	10.8	10.1
<b>Poverty Status</b>		
% of Total Population	10.4	13.3
% of All Population Below Age 18	14.5	18.5
% of All Population Age 18 to 64	9.6	11.9
% of All Population Age 65 and Over	7.2	9.9

	Delaware	US
<b>Housing</b>		
Total Units	374,872	124,521,886
% Change 2000 to 2005	9.3	7.4
Occupied	317,640	111,090,617
% Occupied	84.7	89.2
Vacant (%)		
• % of Vacant Held for Seasonal, Recreational, or Occasional Use	15.3	10.8
	53.5	28.9
• % Vacant Minus Units Held for Seasonal, Recreational, or Occasional Use	7.1	7.1
% of Total Units that are Vacant for Sale	1.1	1.7
% of Total Units that are Vacant for Rent	2.4	7.7
Percent:		
Single-family (attached or detached)	70.3	66.8
Multi-family (two or more per structure)	18.4	26.1
Manufactured Homes	11.2	7.0
Other	0.1	0.1
<b>Owner-occupied Units</b>		
% of Occupied that are Owner-occupied	72.4	66.9
Median Value (\$)	203,800	167,500
% Change 1990 to 2000	67.0	49.8
% Cost-burdened	18.2	28.3
Age		
% built before 1960	27.4	31.6
% built from 1960 to 1989	41.8	42.6
% built from 1990 to 1999	19.7	16.5
% built from 2000 to 2005	11.1	9.3
Median Year Built	1977	1974
Lacking Complete Plumbing (%)	0.29	0.4
With More than One Person Per Room (%)	0.8	1.7
<b>Renter-occupied Units</b>		
% of Occupied that are Renter-occupied	27.6	33.1
Median Gross Rent (\$)	793	728
% Change 1990 to 2000	24.1	20.9
% Cost-burdened	42.5	45.7
Age		
% built before 1960	30.0	34.0
% built from 1960 to 1989	51.0	47.3
% built from 1990 to 1999	12.4	11.8
% built from 2000 to 2005	6.6	6.9
Median Year Built	1971	1972
Lacking Complete Plumbing (%)	0.7	0.5
% with More than One Person Per Room	5.0	5.9

Source: U.S. Census Bureau American Community Survey

**Table 14-5  
DE in Comparison to Select States in Mid-Atlantic and New England Regions- 2005**

	DE	NJ	PA	MD	DC	VA	CT	RI	VT
<b>DEMOGRAPHIC STATISTICS</b>									
Total Population	818,587	8,521,427	11,979,147	5,461,318	515,118	7,332,608	3,394,751	1,032,662	602,290
% Change 2000 to 2005	4.5	1.2	-2.4	3.0	-10.0	3.6	-0.3	-1.5	-1.1
<b>Population by Age (%)</b>									
Under 15	19.8	20.9	19.1	21.1	18.6	20.4	20.0	19.4	17.5
15 - 24	12.9	12.6	12.7	13.3	9.2	13.2	12.2	12.3	12.9
25 - 34	13.1	12.1	11.9	12.5	20.5	13.1	11.5	13.3	11.6
35 - 44	15.4	16.1	14.7	15.9	15.2	15.7	16.1	15.5	15.3
45 - 54	14.7	15.1	15.6	15.3	13.5	15.2	15.9	15.2	17.2
55 - 64	11.0	10.7	11.4	10.8	10.8	11.1	11.3	10.8	12.8
65 - 74	7.2	6.2	6.9	5.8	6.2	6.2	6.2	6.0	6.7
75 and over	5.9	6.3	7.7	5.3	6.0	5.1	6.8	7.5	6.0
<b>Population by Race (%)</b>									
White	73.6	69.9	84.6	61.5	32.4	71.7	81.3	82.9	96.6
Black	19.9	13.3	10.1	28.7	56.8	19.1	9.1	5.0	0.5
American Indian and Alaska	0.3	0.2	0.1	0.3	0.3	0.3	0.2	0.6	0.2
Asian	2.7	7.3	2.2	4.7	3.0	4.7	3.2	2.6	1.1
Hawaiian/Other Pacific Islander	0.01	0.04	0.02	0.05	0.05	0.1	0.04	0.1	0.01
Some Other Race	2.0	7.8	1.9	3.1	6.0	2.3	4.5	6.9	0.2
Two or More Races	1.5	1.5	1.1	1.7	1.5	1.8	1.7	1.9	1.4
Persons of Hispanic Origin (%)	6.1	15.3	4.0	5.8	8.9	6.0	10.9	10.9	0.9
<b>Households (%)</b>									
Family households (families)	68.1	69.1	65.8	67.0	43.7	67.1	67.5	63.8	63.0
With own children under 18	31.6	33.3	29.0	32.0	18.9	30.9	31.5	29.3	28.2
Married-couple family	50.3	51.8	49.8	49.0	21.8	51.2	51.0	46.8	48.5
With own children under 18	20.6	24.4	20.2	22.0	7.6	22.0	22.3	19.7	18.8
Male householder, no wife	4.4	4.7	4.3	4.3	4.1	4.1	4.3	4.4	4.6
With own children under 18	2.2	2.1	2.0	2.0	1.8	1.9	1.9	1.9	3.1
Female householder, no husband	13.4	12.6	11.8	13.7	17.8	11.9	12.2	12.5	9.9
With own children under 18	8.8	6.8	6.8	7.9	9.5	7.0	7.3	7.8	6.3
Non family households	31.9	30.9	34.1	33.0	56.3	32.9	32.5	36.2	37.0
Householder living alone	25.6	26.0	28.8	27.0	47.2	26.8	27.1	29.2	27.8
65 years and over	9.0	9.9	11.4	8.2	10.3	8.3	10.2	10.7	9.0
<b>Annual Household Income (%)</b>									
Less than \$15,000	10.7	11.0	15.2	10.2	18.8	12.0	11.4	15.3	14.5
\$15,000 to \$24,999	10.3	8.8	12.8	7.9	9.6	9.6	8.2	9.8	11.3
\$25,000 to \$34,999	10.4	8.3	11.7	8.8	10.5	10.1	8.9	10.1	12.4
\$35,000 to \$49,999	15.5	12.6	15.4	13.7	13.4	14.4	12.5	13.5	15.7
\$50,000 to \$74,999	20.3	18.2	19.4	18.9	16.3	19.1	18.7	19.4	20.4
\$75,000 to \$99,999	13.8	13.5	11.3	14.2	9.9	12.8	14.2	12.8	10.9
\$100,000 to \$149,999	12.2	15.7	9.1	15.9	9.8	12.9	14.5	12.2	10.4
\$150,000 to \$199,999	3.8	5.9	2.7	5.5	5.0	4.7	5.4	4.1	2.5
\$200,000 or more	3.0	6.0	2.4	4.9	6.7	4.4	6.2	2.8	1.9
Median Household Income (\$)	52,499	61,627	44,537	61,592	47,221	54,240	60,941	51,458	45,686
% Change 2000 to 2005	10.8	11.7	11.0	16.5	17.7	16.2	13.0	22.3	11.8
<b>Poverty Status</b>									
% of Total Population	10.4	8.7	11.9	8.2	19.0	10.0	8.3	12.3	11.5
% of All Population Below 18	14.5	11.8	16.7	10.8	32.2	13.3	11.6	19.5	15.4
% of All Population 18 to 64	9.6	7.5	10.8	7.3	15.1	8.7	7.2	10.5	10.5
% of All Population 65+	7.2	8.5	8.9	7.7	17.4	9.7	7.5	8.0	8.1

	DE	NJ	PA	MD	DC	VA	CT	RI	VT
<b><i>HOUSING STATISTICS</i></b>									
Total Units	374,872	3,443,981	5,422,362	2,273,793	277,775	3,174,708	1,423,343	447,810	307,345
% Change 2000 to 2005	9.3	4.0	3.2	6.0	1.1	9.3	2.7	1.8	4.4
Occupied	317,640	3,141,956	4,860,140	2,085,647	248,213	2,889,688	1,323,838	406,089	248,825
% Occupied	84.7	91.2	89.6	91.7	89.4	91.0	93.0	90.7	81.0
Vacant (%)									
% of Vacant Held for Seasonal, Recreational, or Occasional Use	15.3 53.5	8.8 62.2	10.4 26.6	8.3	10.6 3.9	9.0 21.8	7.0 21.1	9.3 33.6	19.0 76.4
% Vacant Minus Units Held for Seasonal, Recreational, or Occasional Use	7.1	5.5	8.5		10.2	7.0	5.5	6.2	4.5
% of Total - Vacant for Sale	1.1	1.2	1.5	1.2	2.2	1.0	1.0	1.3	0.8
% of Total - Vacant for Rent	2.4	6.4	7.9	6.1	5.6	7.2	6.6	6.8	6.1
Percent:									
Single-family	70.3	63.0	74.8	72.3	38.0	72.5	64.5	57.6	68.9
Multi-family	18.4	36.0	20.7	25.9	61.9	21.6	34.6	41.1	23.5
Manufactured Homes	11.2	1.0	4.5	1.8	0.02	5.9	0.9	1.5	7.6
Other	0.1	0.0	0.01	0.004	0.1	0.03	0.04	0.0	0.01
<b><i>Owner-occupied Units</i></b>									
% of Occupied - Owner-occupied	72.3	67.3	71.5	69.0	42.5	69.6	69.5	62.7	71.1
Median Value (\$)	203,800	333,900	131,900	280,200	384,400	212,300	271,500	281,300	173,400
% Change 2000 to 2005	67.0	98.9	39.1	95.5	150.4	78.7	69.1	115.6	55.9
% Cost-burdened	18.2	36.9	25.8	27.1	29.6	25.8	31.4	33.4	29.1
Age									
% built before 1960	27.4	43.1	51.1	30.4	77.6	22.9	45.4	50.5	37.4
% built from 1960 to 1989	41.8	39.8	32.7	44.4	17.2	48.5	41.4	36.2	44.0
% built from 1990 to 1999	19.7	11.3	11.2	16.9	2.3	19.2	8.8	9.6	13.2
% built from 2000 to 2005	11.1	5.8	5.0	8.3	2.9	9.4	4.4	3.7	5.4
Median Year Built	1977	1965	1959	1975	1940	1979	1963	1960	1972
Lacking Complete Plumbing (%)	0.29	0.27	0.40	0.36	0.10	0.40	0.56	0.26	Not reported
% More than One Person Per Room	0.8	1.0	0.7	0.9	1.8	0.8	0.9	0.7	Not reported
<b><i>Renter-occupied Units</i></b>									
% of Occupied - Renter-occupied	27.6	32.7	28.5	31.0	57.5	30.4	30.5	37.3	28.9
Median Gross Rent (\$)	793	935	647	891	832	812	839	775	683
% Change 1990 to 2000	24.1	24.5	21.8	29.3	34.6	24.9	23.2	40.1	23.5
% Cost-burdened	42.5	47.6	42.9	45.3	46.2	42.2	44.8	45.3	45.7
Age									
% built before 1960	30.0	49.4	53.9	32.6	59.3	25.5	51.6	65.3	53.4
% built from 1960 to 1989	51.0	39.3	36.3	50.8	35.5	53.6	39.8	29.3	33.8
% built from 1990 to 1999	12.4	6.3	6.3	11.1	2.5	13.9	5.8	3.9	8.0
% built from 2000 to 2005	6.6	5.0	3.5	5.5	2.7	7.0	2.8	1.5	4.8
Median Year Built	1971	1960	1957	1971	1955	1975	1959	1945	1953

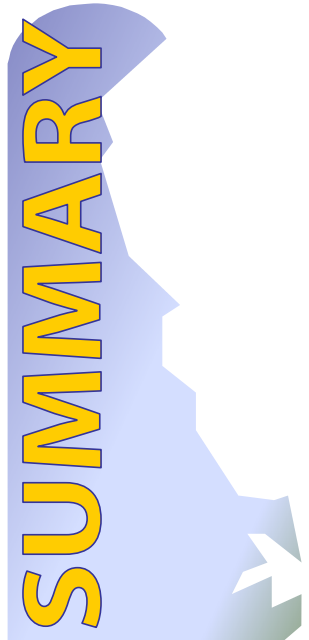
	DE	NJ	PA	MD	DC	VA	CT	RI	VT
Lacking Complete Plumbing (%)	0.67	0.76	0.46	0.36	0.24	0.61	0.83	0.22	Not reported
% More than One Person Per Room	5.0	6.1	2.3	4.5	6.7	2.7	3.6	2.8	Not reported
<b>Housing Production</b>									
New Privately Owned Units Authorized – 2000 to 2006									
Units in Single-family structures	40,401	153,111	258,524	158,562	1,330	311,337	57,844	14,083	16,521
Units in 2-family structures	482	18,251	4,282	1,502	138	3,186	1,532	858	1,038
Units in 3- and 4-unit structures	374	7,359	7,078	579	61	3,953	779	449	490
Units in 5+unit structures	4,818	56,409	38,468	38,805	10,092	70,609	11,635	2,485	2,216
Total units	46,075	235,130	308,352	199,448	11,621	389,085	71,790	17,875	20,265
New Privately Owned Units Authorized Valuation (in thousands of \$) 1990 to 2001									
1-Unit	4,710,576	18,906,294	37,496,658	23,088,946	165,171	44,103,873	11,186,505	2,159,999	2,598,498
2-Units	40,428	1,534,941	357,430	121,048	10,420	235,526	110,407	60,275	964,464
3- and 4-Units	36,941	467,747	524,230	49,053	4,911	300,050	74,113	32,912	45,318
Structures with 5- or more Units	290,204	3,883,056	2,553,462	2,842,912	902,968	4,383,177	850,288	161,088	191,076
LIHTC Units Placed in Service 1987 to 2004	2,554	10,216	4,806	22,163	10,331	51,234	9,456	6,407	1,017

Source: U.S. Census Bureau, 2005 American Community Survey, HUD Low-income Housing Tax Credit Data Base



### 3.14 / INDICATORS & BENCHMARKS

- ❑ Among many indicators, Delaware is on par with or above national statistics. Homeownership affordability in Delaware is similar to national homeownership affordability, and a slightly lower percentage of owner-occupied households in Delaware are cost-burdened than in the nation as a whole.
- ❑ While household incomes are higher in Delaware than in the nation as a whole, median home values are also higher. Delaware's homeownership rate is also higher than the national homeownership rate and the highest among neighboring states New Jersey, Pennsylvania, Maryland, Virginia, and Washington, DC.
- ❑ In 2006, Delaware ranked 37 out of 52 states for rental affordability, where 52 is the least affordable state. This rank is up from 32 in 2002. The housing wage - the hourly wage a full-time worker must earn to afford the fair market rent on a 2-bedroom apartment - is \$16.31 in Delaware, on par with the national housing wage of \$16.31. This is lower than neighboring states Maryland, Virginia, and New Jersey but higher than Pennsylvania.
- ❑ 22.1 percent (19,385) of Delaware's renter households are cost-burdened with annual incomes below \$20,000. (When combined with renters on housing assistance waiting lists, the estimated "at risk" renter total in Delaware reaches nearly 25,000. Changes in median gross rents in Delaware from 2000 - 2005 have been similar to increases in neighboring states, as is Delaware's percentage of cost-burdened renter households (42.5 percent).
- ❑ Delaware also experienced the greatest percentage population increase and increase in total housing units from 2000-2005 compared to neighboring states.
- ❑ Delaware's median household income is lower than medians in New Jersey, Pennsylvania, Maryland, and Virginia. While home values have increased significantly in Delaware (67 percent from 2000 - 2005), the housing boom in Delaware has not been as dramatic as in some neighboring states. In that same period, median home values increased faster in New Jersey, Maryland, Washington, DC, and Virginia. As can be expected, all of these states also have higher percentages of cost-burdened owner households.



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