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# HONOLULU RENT CONTROL SURVEY



REPORT NO. 4 -- 1952

LEGISLATIVE REFERENCE BUREAU  
UNIVERSITY OF HAWAII



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RENT CONTROL SURVEY OF THE CITY OF HONOLULU

*es - Rent - Register*

-- Report No. 4, 1952 --

(Request No. 2206)

RENT CONTROL SURVEY OF THE CITY OF HONOLULU

REPORT NO. 4, 1952

Survey Team

Harry V. Ball, Jr.  
Linton Freeman

Norman Meller  
Douglas S. Yamamura

Legislative Reference Bureau  
University of Hawaii  
Norman Meller, Director

## REPORT OF THE CITIZENS' RENTAL COMMITTEE

(The report of the Citizens' Rental Committee is presented here, in lieu of the usual summary found in front of Legislative Reference Bureau studies. The Committee report refers to many of the highlights of the Bureau's rent survey, as well as containing data obtained for the Committee by the Bureau but not incorporated in the Bureau's report of the rental survey.)

This is the report of the CITIZENS' RENTAL COMMITTEE which was appointed by the Mayor of the City and County of Honolulu pursuant to Resolution No. 373 "to make a survey of rental units, so as to ascertain whether there is a shortage or a surplus of rental units and in what price brackets."

Upon the appointment of your committee on July 2, 1952, the members promptly organized under the chairmanship of Mr. George S. Waterhouse. Weekly meetings have been held since then and the members have faithfully applied themselves to the task set for them by the resolution.

After carefully considering the procedures to pursue, and weighing the various alternative forms of action possible within the committee's budget, the committee secured the services of the Legislative Reference Bureau of the University of Hawaii. The Bureau agreed to make a survey of rental housing in the city of Honolulu and to report all pertinent facts back to the committee. The initial plans called for termination of the fact finding by the 15th of September and a report to the committee by the Bureau at the end of the month. Due to difficulties in obtaining data, the Bureau requested a 15 day extension, which was granted.

Since receiving the Legislative Reference Bureau's report on October 16th, the Citizens' Rental Committee has carefully reviewed the findings. We are satisfied with the competency of the survey and the adequacy of the findings. The findings should provide the basis for the Mayor and the Board of Supervisors making a fair and reasoned decision on the continuation or modification of rent control in the City and County of Honolulu. The full report of the Legislative Reference Bureau is appended hereto. As a supplement to the Committee's report, graphic illustrations of the highlights of the Bureau's survey are attached.

The following appear to be some of the significant findings of the rental survey pertinent to Resolution No. 373:

1. PRIVATE RENTAL UNITS IN HONOLULU: The estimated number of privately owned or managed rental units in the city of Honolulu (Census tracts 1 - 29, inclusive) is approximately 33,600<sup>1</sup>. Extrapolating from the information found with regard to rental units listed in the files of the Rent Control Commission, of this total 31% (or roughly 10,600) are detached single family dwellings, 52% (or 17,500) are multiple dwelling units or apartments, and 17% (or about 5,500) are rooms in rooming houses or in private homes.

The distribution of the 33,600 estimated rental units by type and by five roughly homogeneous areas, is as follows:

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<sup>1</sup>Based upon sample of rental units listed with Rent Control Commission and sample made to determine number of rental units not so listed (see graphic illustration, page vii).

Private Rental Units in Honolulu by  
Type and Area, shown in Percentages

Area	Census Tract	Single Dwelling	Multiple Dwelling	Rooms in Rooming Houses or Homes	Percent
A Kalihi, Damon Tract, Kamehameha Heights, etc.	1 - 4	53	40	7	100
B Downtown area	5-10, 12-16	21	47	32	100
C Lower Makiki, McCully, etc.	18, 19, 20 23, 24	30	57	13	100
D Upper Nuuanu, Pacific Heights, Manoa, Kaimuki, etc.	11, 17, 21 25 - 29	68	28	4	100
E Waikiki to Kapahulu Avenue	22	9	83	8	100
Total Percent		31	52	17	100

(See graphic illustration, page viii)

2. VACANCIES AND THEIR RENTAL PRICE BRACKET: Upon going to interview tenants, it was found that 74 different units were unoccupied, or 4.7% of the survey sample. In terms of the city of Honolulu as a whole, this would mean that about 4.7% of the estimated 33,600 rental units in Honolulu were unoccupied at the time of the survey. However, many of these unoccupied units were actually not available for rental and others were clearly transient, so that the 4.7% figure is misleading.

Most of the unoccupied rooms which were found during the course of the survey reported so many changes in tenants since the beginning of the year that they must be considered as premises for transient renters. In addition, some apartments and detached single family dwelling units must be excluded. Statements of their landlords revealed that a number of these unoccupied units in the survey sample were either vacant for the landlord's convenience or were more or less permanently removed from the rental market, as going to be torn down, sold, or occupied by the owners. Therefore, it may be more aptly stated that with regard to detached single family dwelling units and apartments in the survey sample (1291), only 2.4% were vacant and ready for occupancy. Applying this to the apartments and detached single family dwellings in the whole city of Honolulu, roughly 2.4% (or an estimated 675 units of a total of 28,100) are thus estimated to have been unoccupied and available for rent at the time of the survey.

The representativeness of this condition of full rental of apartments and single family dwellings in the city of Honolulu is substantiated by the figures on tenant turnover which the survey disclosed. As shown in the graphic illustration on page ix, with the exception of Waikiki, vacant units in August closely approximated the average monthly turnover in tenants since the beginning of 1952. Another graphic illustration on the same page shows Waikiki has the shortest length of residence of tenants, with over half residing in their present homes less than a year. Waikiki has a greater turnover due to the peculiar nature of the area and the fact that many tenants in that area do not consider themselves to be permanently located in the Islands.

The rental prices of units found vacant and ready for occupancy in the survey sample permit estimating the rental prices of all similar vacancies within the city of Honolulu. The approximately 261 (out of a total 10,600) detached single family dwellings in Honolulu which were vacant and available for rental at the time of the survey had a median<sup>2</sup> rental of about \$65. This compares with a city-wide median rental of \$48 for all rented accommodations of this type. The median rental for the estimated 414 (of the 17,500) apartments in the city of Honolulu which were vacant and available for rental was approximately \$60, in contrast to \$52 representing the median rental for all apartments in the city of Honolulu in this period. It will be seen that vacant units had higher rental prices than the rental prices for all similar units in Honolulu.

On the basis of the survey sample, it is estimated that the number of bedrooms in the unoccupied apartments and detached dwellings available for rental at the time of the survey were:

<u>Detached single family dwellings</u>	(261)
Studio and 1 bedroom:	87 units
Two bedrooms:	87 units
Three bedrooms:	65 units
Four bedrooms:	22 units
 <u>Apartments</u>	 (414)
Studio and 1 bedroom:	392
Two bedroom apartments:	22

During the time the Legislative Reference Bureau was making the rental survey, the committee also kept track of units advertised for rent in the largest two daily newspapers published in Honolulu. The weekly totals of advertised rental units was sufficiently low to indicate that either there were relatively few rental units vacant in Honolulu or that landlords for the most part do not advertise their vacancies.

3. OTHER DATA PERTINENT TO RENT CONTROL: Although the resolution did not expressly direct the following statistical information to be obtained, it is included as it is very germane to the whole subject of continuation or modification of rent control. The Citizens' Rental Committee therefore believes that these additional data will be helpful to the members of the Board in its consideration of the rental housing problem in Honolulu.

Percentage of units below and above ceiling rents. As shown in the graphic illustration on page x, it is estimated that on a city-wide basis approximately one-fifth of the rental units were being rented above ceiling rents and about the same proportion were being rented below ceiling rentals. In Areas A and B (Kalihi, etc., and downtown) a higher percentage of units were being rented above ceiling rents than were below. In Waikiki and Area D (the heights and Kaimuki) more of the units were being rented below than above ceiling rents. For the five areas, low median rentals were found along with higher percentages of ceiling violations and high median rentals were found with lower percentages of rentals above ceiling rents.

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<sup>2</sup>The median represents the dividing point, half of the units being above and half being below this point.

Income in relation to rent paid by tenants. The percentage of full-time income reported by tenants which they pay for rent was also computed. It was found that the median of the percentages of income which tenants pay for rent is about 15%. A greater percentage of reported income of tenants residing in Waikiki (Area E) was paid for rent than in any of the other areas. Although tenants in Areas A and B (Kalihi, etc., and downtown) apparently paid the smallest portion of their reported income to landlords as rent, it must also be realized that these areas had the lowest median reported incomes (see graphic illustration, page xi, for these data limited to tenants of apartments and detached single family dwellings.)

Rents paid compared to increases landlords desire and tenants say they can afford. When considered by area, in general, the higher the median full time reported income the higher the rent paid and the smaller the amount of rent increase tenants say they could afford to pay if rents were raised. The tenants in Areas A and B (Kalihi, etc., and downtown) where median rentals were \$39.50 and \$28.50, respectively, stated they could afford to pay \$6.76 and \$6.20, respectively, if rents were raised. The median change that tenants living in Waikiki said they could afford to pay was \$.94, while in Area D (the heights and Kaimuki) tenants said they could only afford \$2.25 if rents were raised. Waikiki was found to be the highest rent area of the five, with a median rent of \$74.50, followed by Area D with a median rent of \$61.25 (see graphic illustration, page xii).

Landlords were queried concerning the rent which they believe would give them a fair return for their rental units included in the survey. From their replies it was evident that an average 17% increase in median rents for the city of Honolulu as a whole would be needed to satisfy their expressed opinion of fair return. In Waikiki, the median additional rental necessary to obtain a fair rental return for the landlords in the survey was about 10% of median rentals. At the other extreme, in Area A (Kalihi, etc.) median rentals would have to be increased by 21% to permit landlords to obtain what they expressed to be a fair rental. As Area A has the lowest percentage of units in the survey determined to be renting below rent ceiling (11%), rent ceilings in Area A would have to be appreciably increased to permit such a 21% rental boost.

Do you believe rent control is necessary at the present time? A poll of both tenants and landlords was taken on the above question. Based on replies from landlords, it was evident that of the landlords polled there was a sizeable minority--39%--in favor of retention of rent control, either with or without changes in the rent control ordinance. Nearly nine out of ten tenants reported in favor of retention of the ordinance without change (see graphic illustration, page xiii).

In addition to the above statistics which have been summarized, the Legislative Reference Bureau's report contains many more topics such as landlord preferences and restrictions on renting, tenant satisfaction or dissatisfaction with present living arrangements, characteristics of tenants desiring to move, changes in rent ceilings granted, etc., which shed additional light on the complex problem of rent control.

### Conclusion

In determining whether the City and County of Honolulu should or should not retain rent control, a convenient yardstick is the so-called "vacancy ratio." This is computed by dividing the number of units vacant by the total number of rental units. If the ratio is low, it means that rental housing is in high demand; if the ratio is high, there is relatively little demand for rental housing

at prevailing rentals. A recent article in Business Week on rent control (October 4, 1952; No. 1205, p. 33) indicates that "real estate men figure that a normal ratio is about 5%."

From the findings of the rental unit survey conducted for the Citizens' Rental Committee, it would appear that in the city of Honolulu at the present time the vacancy ratio is below 5%. Taking into account the units which were found to be unoccupied but not on the rental market due to their being prepared for sale, repaired, etc., it may be concluded that the ratio of those rental units vacant and ready for occupancy is as low as 2.4%.

Should the Board conclude that this is a sufficient standard for deciding that it is necessary to continue Honolulu's rent control ordinance, we desire to bring to your attention that the vacancy ratio is not static but changes. New construction, demolitions and conversions, population movement into and out of Honolulu, and demand for rental housing due to causes such as marriage, death, income changes, etc., all affect the vacancy ratio. Consequently, it is suggested that attention be given to watching the vacancy ratio through some form of periodic study.

If the Board is of the opinion that rent control should be continued only with modification, the data developed by the rental survey presents many pertinent matters for consideration. Of prime importance is that rental units in the Waikiki area and conditions surrounding their rental are different than in other areas of the city. Also significant is that three-quarters of the rental units in the survey sample with rental ceiling fixed during the war years either have received no increase in their rent control ceilings or those which were granted were not commensurate with the increase of cost of living in Honolulu; many of these landlords have not filed for rent ceiling increases. The report of the Legislative Reference Bureau states in detail the various reasons and suggestions given by landlords and tenants in expressing their opinions on rent control with regard to its continuation and modification. All these have been included so that you may have them before you when considering the advisability of modifying the rent control ordinance.

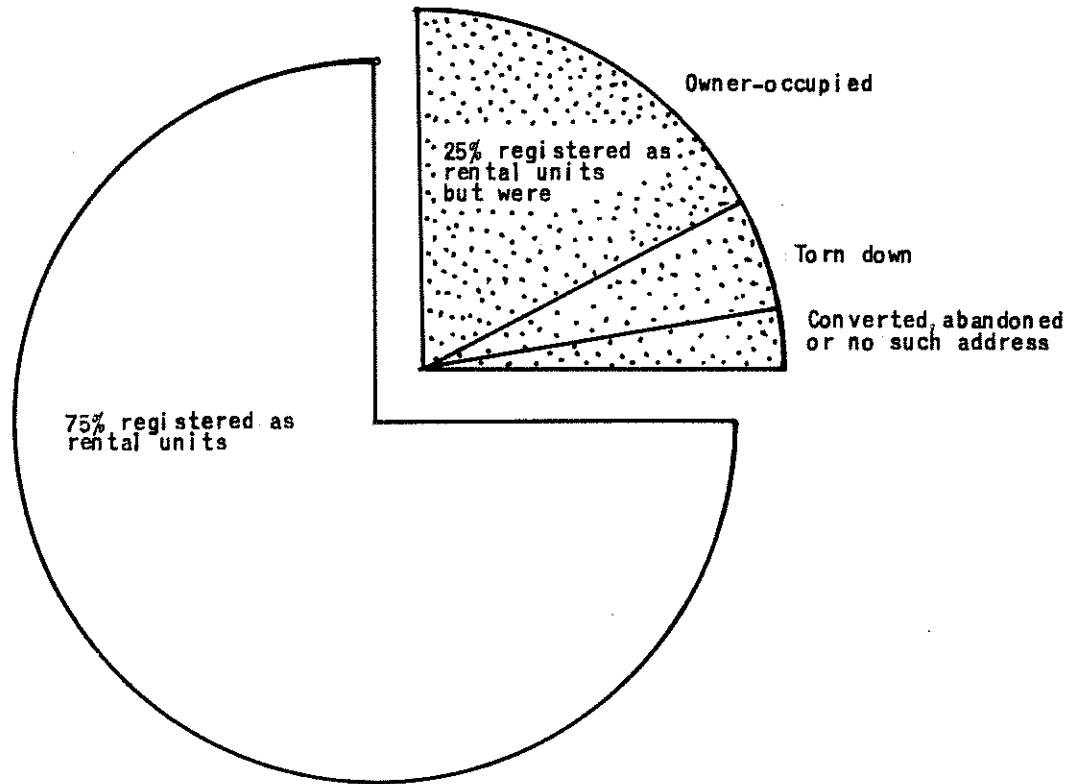
The Citizens' Rental Committee wishes to express its appreciation to the Legislative Reference Bureau and the other staff members and students of the University of Hawaii for their long and conscientious labors in making the rental survey possible within the committee's limited resources. The committee also wishes to express its appreciation to the public and the members of the press for their cooperation in the conduct of the survey. An itemization of the expenditures of the committee is attached.

Very respectfully submitted,

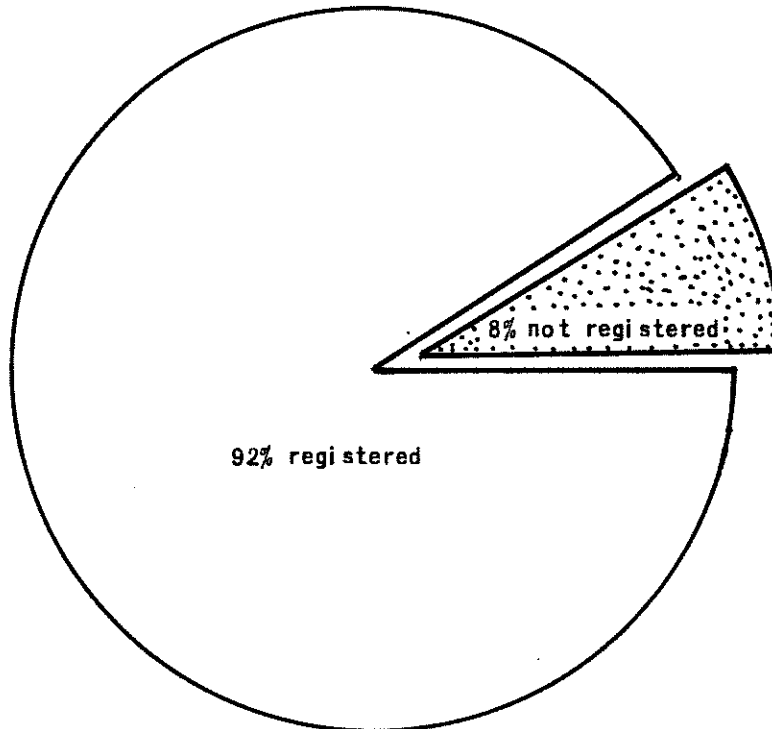
Signed: George S. Waterhouse, Chairman  
Jack T. Wakayama, Vice Chairman  
Alex H. F. Castro, Secretary  
Charles F. Chillingworth  
Peter E. Chu  
James G. Needles  
Peter H. Sakai

November 15, 1952

STATUS OF UNITS IN ACTIVE FILES  
OF THE HONOLULU RENT CONTROL COMMISSION\*

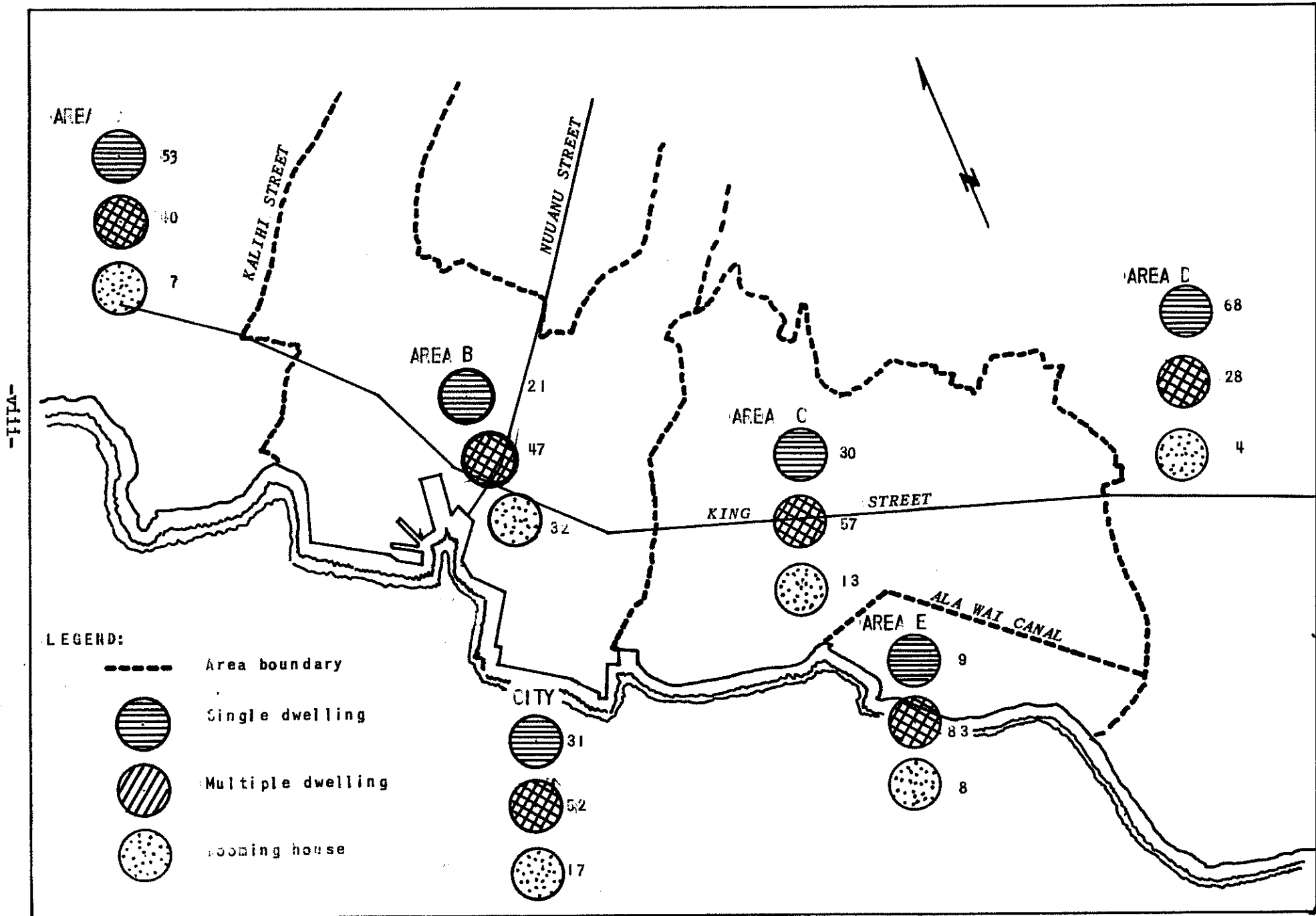


ESTIMATED PERCENTAGE OF RENTAL UNITS IN HONOLULU  
REGISTERED AT THE HONOLULU RENT CONTROL COMMISSION\*\*

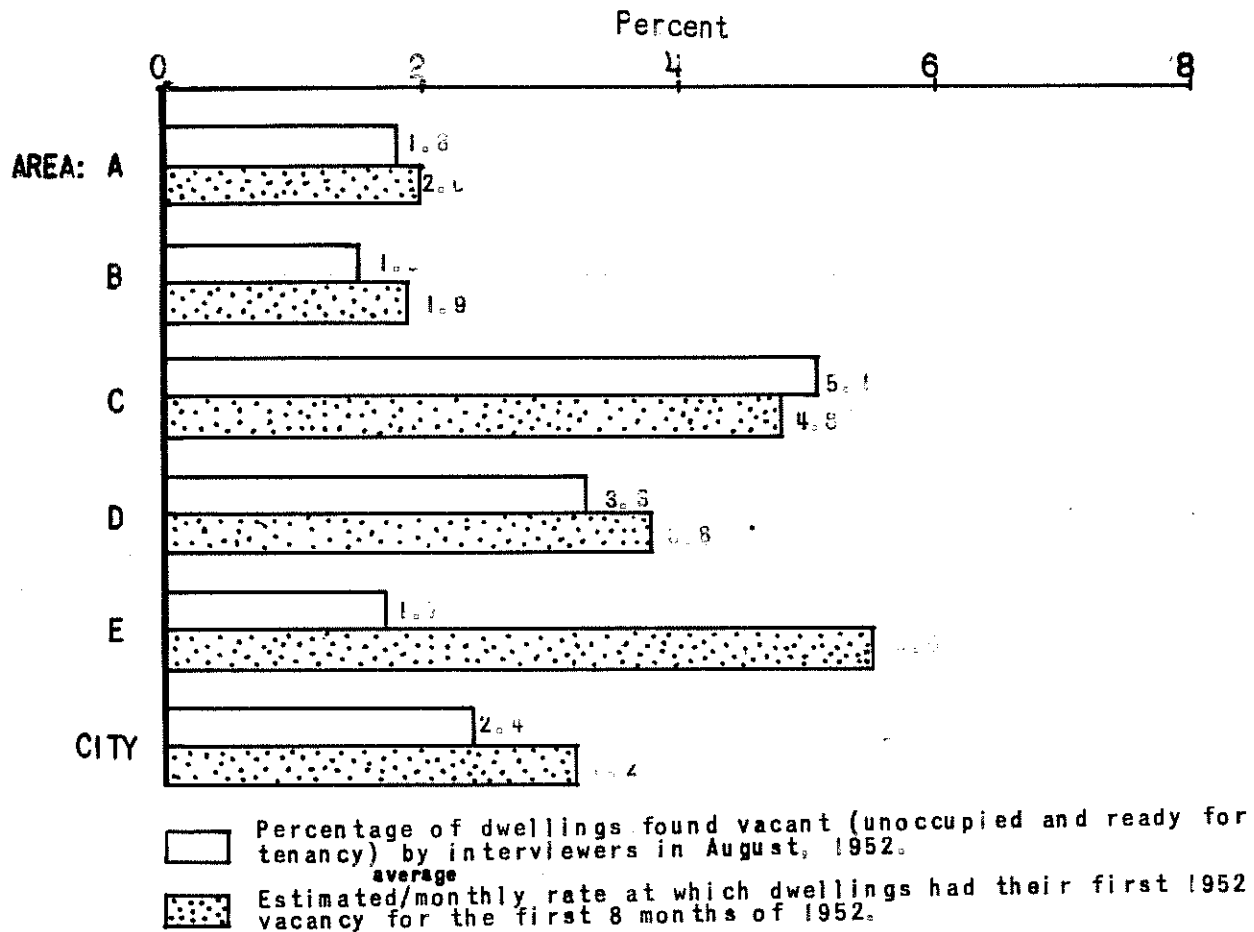


\*Based on a 5% sample (2090) units of the active files.  
\*\*Based on 862 rental units in 20 randomly selected blocks.

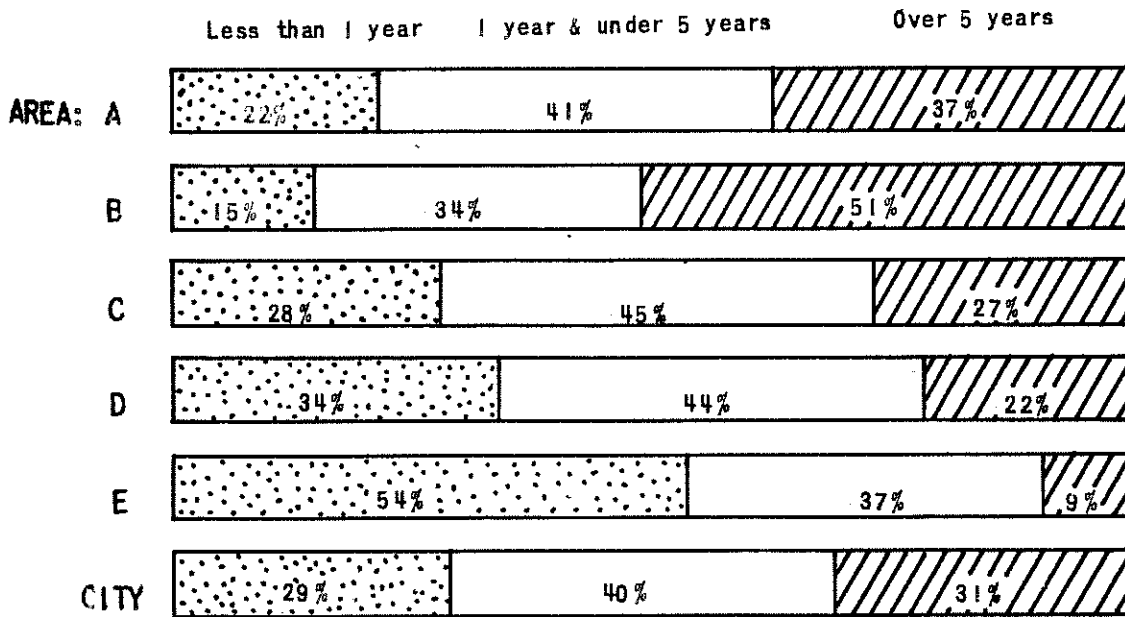
# DISTRIBUTION OF PRIVATE RENTAL UNITS, BY AREA AND TYPE PER 100 RENTAL UNITS



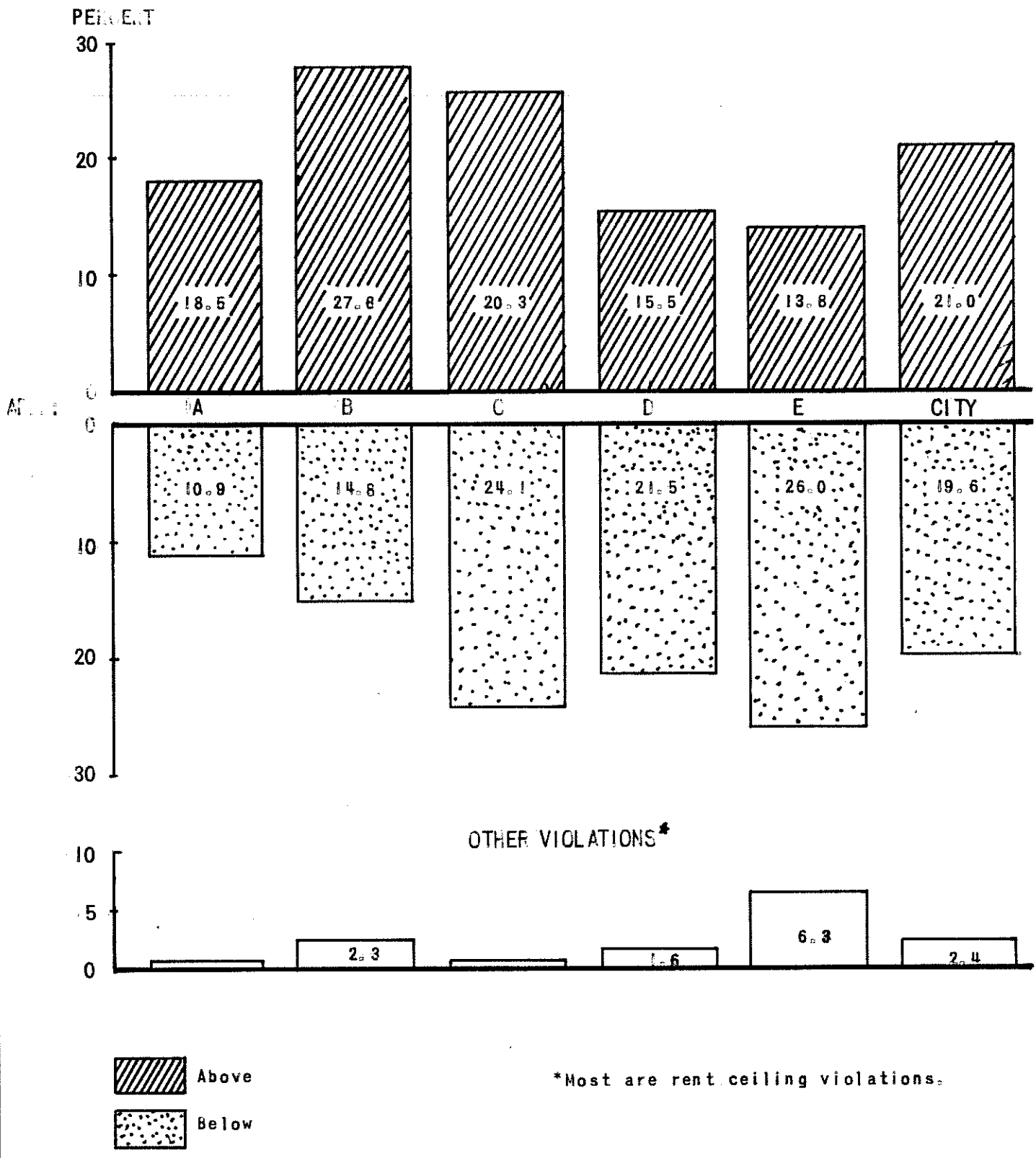
PERCENTAGE OF SINGLE FAMILY DWELLINGS AND APARTMENTS VACANT IN AUGUST  
AND THE ESTIMATED MONTHLY RATE OF FIRST VACANCY IN 1952 BY AREA



LENGTH OF RESIDENCE OF TENANTS  
IN SINGLE AND FAMILY DWELLINGS AND APARTMENTS, BY AREA



PERCENTAGE OF UNITS BELOW AND ABOVE CEILING RENTS



INCOME OF AND RENT PAID BY TENANTS  
IN SINGLE FAMILY DWELLINGS AND APARTMENTS, BY AREA

Of the median full-time income for July, 1952 of **\$ 240.\***  
 the median rent paid was **\$ 50.**

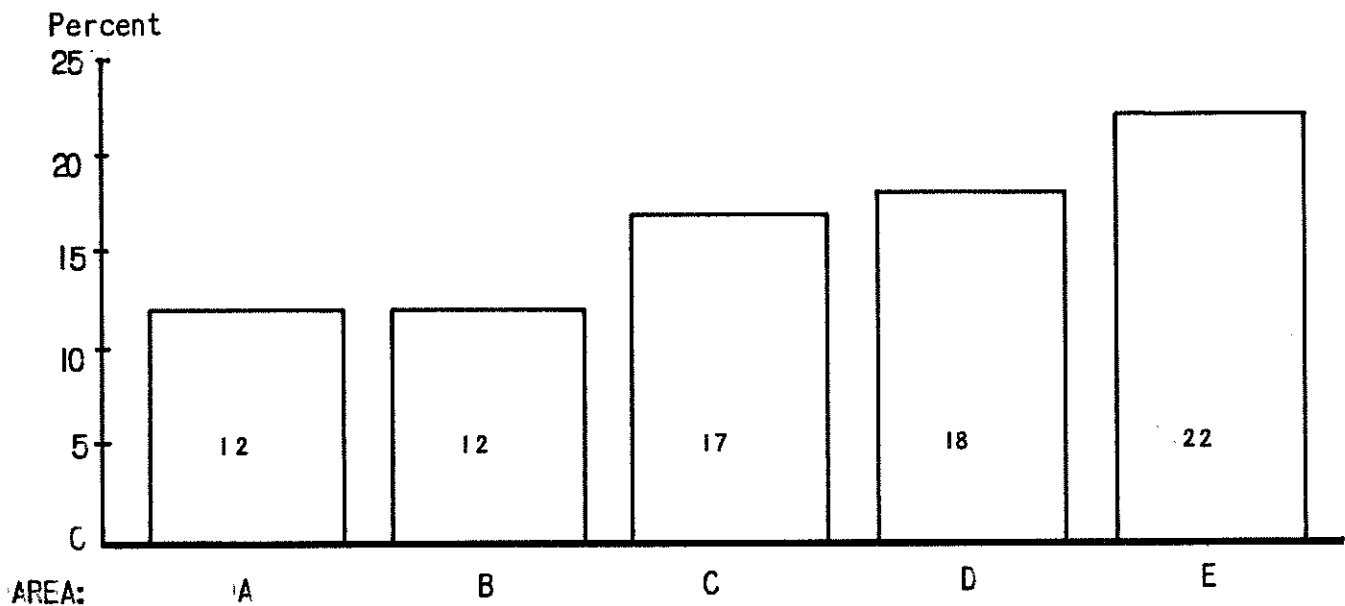
But this proportion gives a somewhat distorted picture of the relationship between income and rent. Actually, half the households paid only 16% or less of their income for rent.

Median percentage of income spent for rent **16%**

This difference is caused by the proportion of tenants, primarily in Areas A and B, who paid less than 5% of their income for rent.

Percentage of units for which tenants spend less than 5% of their income for rent **8%**

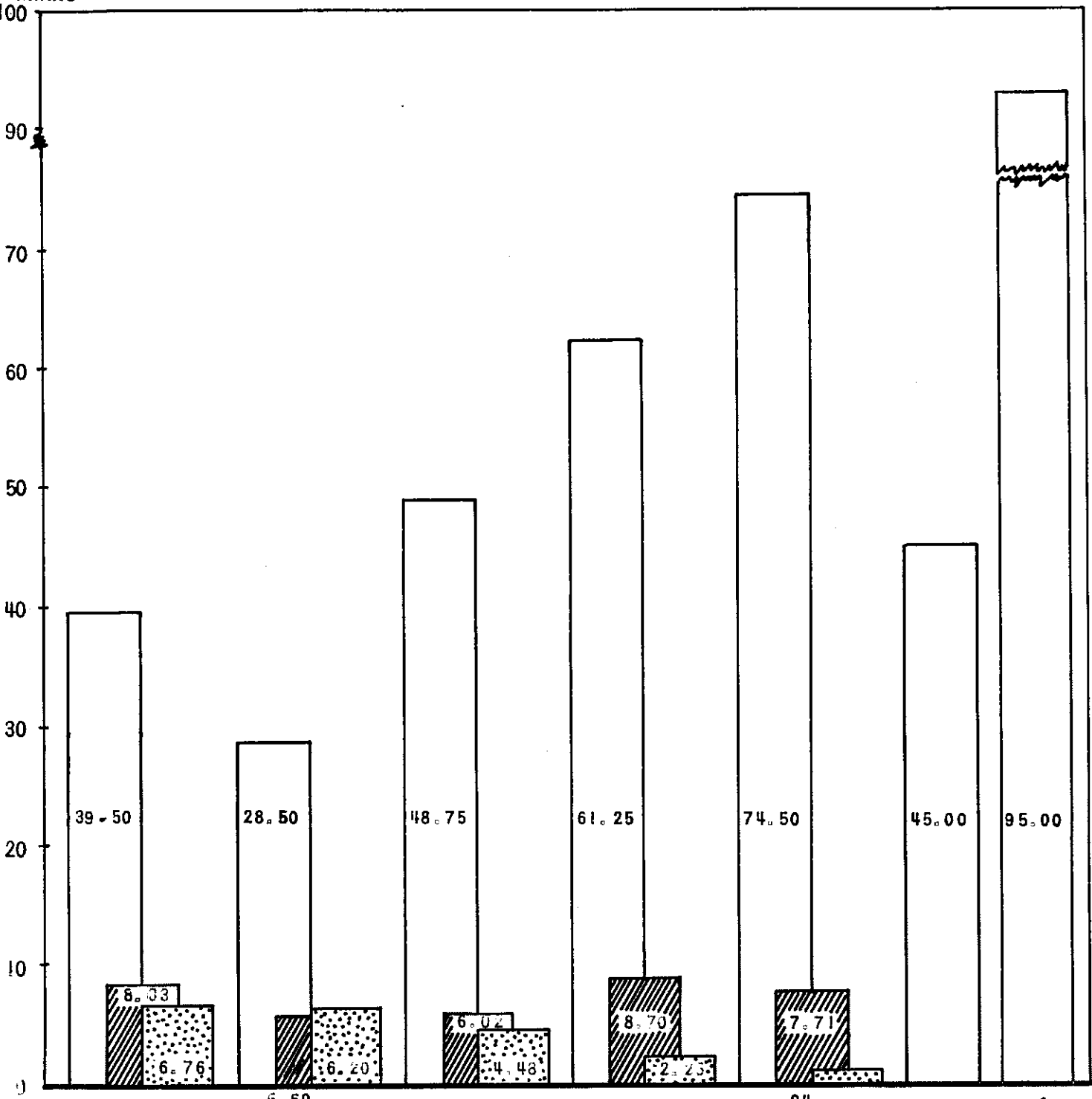
MEDIAN PERCENTAGE OF FULL-TIME INCOME SPENT FOR RENT  
BY TENANTS IN HOUSE AND APARTMENT DWELLINGS



\*Based on the income figures for 85% of the tenants interviewed.

MEDIAN RENTS PAID  
 COMPARED TO INCREASES LANDLORDS DESIRE AND TENANTS CAN AFFORD

DOLLARS  
 100



AFEA:

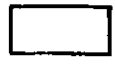
A

B

C

D

E



Median rent



Median increase which landlords say would give a "fair" return

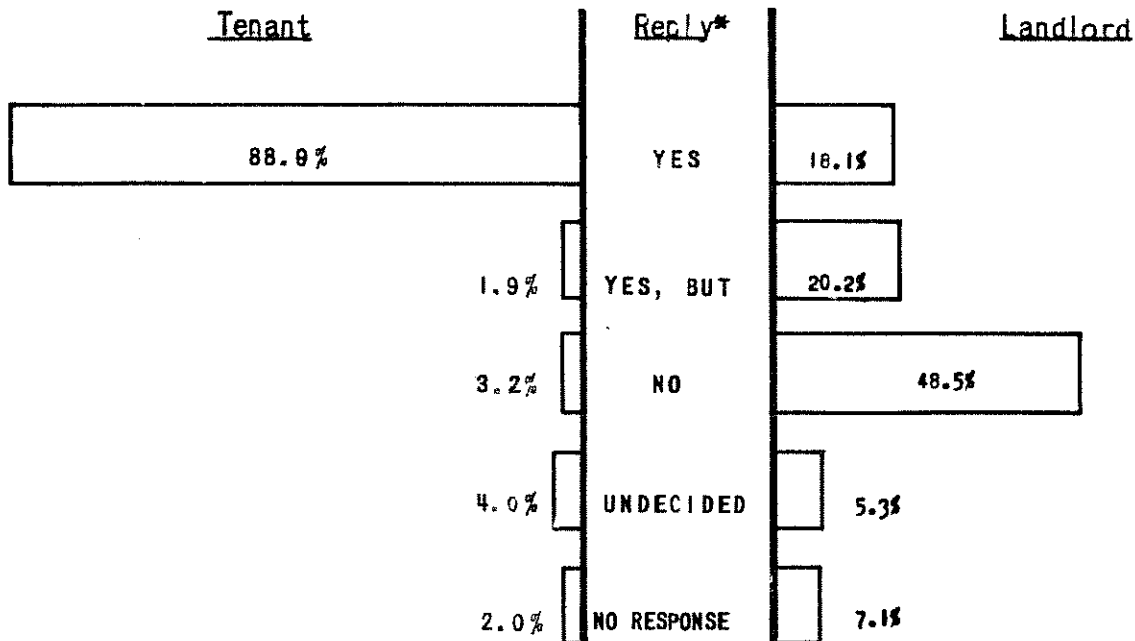


Median increase tenants say they can afford

Median of rents sought by the 20% of present tenants in Honolulu who want to move

Median of rents sought by 93 newspaper advertisers for one week (Aug. 24 to Sept. 1)

**"DO YOU BELIEVE RENT CONTROL IS NECESSARY IN HONOLULU AT THE PRESENT TIME?"**



\*Replies were received from 1491 tenants. The landlord percentages are composite figures. In response to the initial questionnaire, replies were received from 640 different landlords or their agents. As there were estimated to be 1191 different landlords in all in the sample, 10% of the non-responding landlords were selected at random and personally interviewed; the attitudes of this smaller sample were taken as indicative of the attitudes of the 551 landlords not returning questionnaires.

**THE MOST FREQUENTLY GIVEN REASONS FOR BELIEVING THAT RENT CONTROL IS NOT NECESSARY:**

There is no housing shortage; supply and demand should govern rents; rent control prevents a fair or reasonable return to the landlord; everything else is going up so rents should also rise; rent control is unconstitutional, too bureaucratic, and involves too much red tape; rent control suppresses private building and investment; landlords no longer can control their own property (cannot evict with a reasonable procedure); rent control was an emergency measure; rent control is class legislation which forces the landlords to subsidize their tenants.

**THE MOST FREQUENTLY SUGGESTED CHANGES IN THE OPERATION OF RENT CONTROL:**

Permit ceilings to rise with the cost of living--particularly with regard to the pre-1947 units; give the landlords a reasonable eviction procedure--say 60 days notice; reduce the inefficiency and red tape involved in the administration of the law; begin a program of gradual decontrol--do not put ceilings on new construction, eliminate ceilings in tourists areas and on high rental units, etc.

**THE MOST FREQUENTLY GIVEN REASONS FOR BELIEVING THAT RENT CONTROL IS NECESSARY:**

Rent control keeps rents stable--it prevents them from rising; rent control prevents greedy landlords from overcharging their tenants; rent control protects the poor and the working people; it establishes fair rental prices; "I cannot afford an increase in rent"; rents are too high now; rent control makes the landlord keep his units in repair; rent control prevents the landlord from evicting the tenant if one can't pay the rent.

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## RENT CONTROL SURVEY OF THE CITY OF HONOLULU

### Introduction

In the month of July, the Citizens' Rent Committee requested the assistance of the Legislative Reference Bureau in aiding it to assemble basic data on rental housing in Honolulu. Desired was such data as would permit the making of a fair and reasoned decision by the Board of Supervisors as to the continuation or modification of rent control in the City and County of Honolulu.

After a preliminary check the Legislative Reference Bureau was able to find little published data on current rental accommodations in Honolulu which would be of assistance to the Committee. It was therefore the Bureau's recommendation that a sampling technique be used to attempt to obtain an accurate picture of dwelling units in Honolulu as well as pertinent information concerning landlords and tenants. The Bureau proposed two alternate research projects, one of which would permit the drawing of conclusions for each area in the City and County and the other being limited to obtaining data for Honolulu, but not necessarily furnishing data for any particular area within the city. Members of the faculty at the University trained in small scale sampling volunteered to aid the Bureau in conducting such surveys. However, to undertake either survey, it was felt necessary for the Bureau to exceed its budget in order to employ additional personnel as interviewers, etc., for which reimbursement would be required. The maximum survey costs for which reimbursement would be essential were estimated at \$4,300 if the complete area sample were obtained, and \$2,550 if the city-wide sample was undertaken.

After a delay during which the inability to obtain extra funds was determined, the Committee, in early August, authorized the conducting of a city-wide, random sample at a maximum cost to the City and County of Honolulu of \$2,550. Parenthetically, it may be added here that out-of-pocket costs of the Bureau in conducting this survey have exceeded by over \$400 the \$2,550 which it has received

as reimbursement; in addition, several thousand dollars in Bureau staff time and at least four to five thousand dollars in donated University of Hawaii faculty and student time may be considered as having been assigned to the project. The true minimum cost of this project thus approximates \$10,000.

1. General description of methodology

The lack of adequate basic data, the low budget, and the lack of time were three major limitations which had to be overcome.

Sample and universe: Sufficient data are not obtainable for establishing a stratified sample without first finding out how many landlords there are, the various types of rental units now in Honolulu, etc. This was impossible within the project's budget and the time allotted. As a result, it was decided, with the Committee's approval, to take a random sample of all rental units registered with the Rent Control Commission. Automatically excluded would be governmental housing and "unfrozen" units in hotels and hotel apartments meeting the definitions applicable thereto as provided by Ordinance No. 1267. Included would be large rooming houses not tabulated in the Bureau of the Census Preliminary Reports on the 1950 Census of Housing (Series HC-4, No. 11).

In the absence of any prevalent opinion that there is major violation of the requirement that rental units must be registered, it was believed the survey of rent-controlled units would cover practically all rental accommodations in Honolulu. However, in an attempt to test this assumption, during the course of the survey, but independent of it, 20 blocks throughout the City of Honolulu were randomly selected and the people in every dwelling unit in each of the blocks were interviewed. The Rent Control Commission's records were then checked to determine if any rented units were not listed therein. The following table shows the number of units, and the portion thereof not listed in Rent Control files:

Checks of 20 Randomly Selected Blocks  
for Rent Control Listing Compliance

Type of Unit	Total Number of Units Counted	Number of Units Not Listed in Rent Control	Per Cent
Single Family Dwellings	161	23	14.3%
Units in Multiple Dwellings	349	7	2.0%
Rooms in Rooming Houses	315	37*	11.7%
Rooms in Private Houses	1	0	0
<b>Total</b>	<b>826</b>	<b>67</b>	<b>8.1%</b>

\*Two rooming houses account for this entire number.

Although no conclusive evaluation can be drawn from such a small sample, (number of the above rental units under rent control in the 20 blocks was less than 2.5% of the total number of rental units estimated to be listed with the Rent Control Commission) it substantiates the general impression that the vast bulk of rental units in Honolulu are regulated under rent control.

The Rent Control Commission files on the City of Honolulu being the basis of the sample (technically, the "universe"), one out of every twenty dwelling units in the files were drawn at random. These composed the initial sample. In all, 2,090<sup>1</sup> units were included; from this it can be concluded that there should be approximately 41,800 units in Honolulu listed in the files of the Rent Control Commission at the present time.

All but 16 units of the 2,090 included in the initial sample were identified. The 16, 0.8% of the total, could not be located and although every effort was made to find them, they literally have disappeared without a trace since having been listed in Rent Control Commission files.

Of the remaining 2,074 identified units in the initial sample, it was found that many are no longer on the rental market:

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<sup>1</sup>For a complete breakdown of these data, in tabular form, see Table 1, appended to this report.

Identified Dwelling Units from  
Initial Random Sample of Rent Control Files

	Single Family Dwellings	Units in Multiple Dwellings	Rooms in Rooming Houses	Rooms in Private Homes
Number of Rented Units	487	804	266	8
Number of Owner-Occupied*	233	82	15	21
Number of Des- troyed or Con- verted Units**	53	65	39	1
<b>Total</b>	<b>773</b>	<b>951</b>	<b>320</b>	<b>30</b>

\*Incl. those withdrawn, as being used for storeroom instead of being rented.  
\*\*Torn down, converted, abandoned.

Only 1,565 units in the sample could be considered as potentially on the rental market in Honolulu; of all units listed with the Rent Control Commission there thus would be approximately only 31,300 in Honolulu which can be considered as renter-occupied or vacant, awaiting tenants. Of this total, it may be estimated that they are:

Single-family dwelling units . . .	31.1%
Units in multiple dwellings . . .	51.4%
Rooms in rooming houses . . . . .	17.0%
Rooms in private homes . . . . .	<u>0.5%</u>
	100.0%

This, then, constitutes the "universe" concerning which the balance of the survey report will be concerned.

Interview and questionnaire: The low budget and the lack of time prevented personally contacting all landlords and tenants of each of the units in the sample. As it was necessary to determine if units listed with the Rent Control Commission were actually on the rental market (the Commission's records are not reliable in this regard), all units were contacted and their occupants interviewed. Questionnaires were then sent to the landlord of record, as modified by information obtained at the time of tenant interview or from other sources. When replies

were received indicating that a landlord other than that for whom we had a record actually owned the premises, the laborious task of consulting Planning Board and territorial tax maps was undertaken in order to obtain the name and address of the present landlord. It may be stated without fear of contradiction that the records of the Rent Control Commission with regard to the names and addresses of current landlords of listed dwelling units are very incomplete.

The inability to send out the landlord questionnaires as soon as the units included in the survey were identified resulted in a much greater time delay than was initially anticipated. The survey was further delayed by the failure of landlords to respond by completing and mailing back the questionnaires sent them. As a result, many landlords had to be contacted by telephone and a number of them personally visited. The landlords personally contacted almost always supplied the information sought by the questions contained in the questionnaire. It may thus be concluded that if adequate time, staff, and money had been available, a much greater landlord response could have been obtained.

Rent control file data: From the records of the Rent Control Commission, data were obtained as to ceiling rents, services to be furnished by landlords to their tenants, landlord applications for rent changes, etc. The initial rental unit sample was drawn without regard to whether applications had been made for rent change, the existence of hard feelings or instituted proceedings over rent control violations, or anything else which would affect the chance that the sample from the Rent Control Commission files would be made other than by sheer random selection. A few landlords charged the Legislative Reference Bureau with being in collusion with the Rent Control Commission and including in the sample those rental units concerning which there was a difference of opinion between the landlord and the Rent Control Commission. That ceiling rents were being violated or that there was such a difference of opinion in no way influenced the taking of the sample or the conducting of the survey.

Area delineation: In conducting the survey it was possible to assemble data so that they could be referred to by roughly homogeneous areas. Consequently, it will be found that throughout the balance of this report, reference is continually made to dwelling units in five distinct areas. These are, with the census tracts of which they are composed:

Areas by Which Data Collated

Area	Collective Description	Census Tract
A	Kalihi, Damon Tract, Kam. Heights, etc.	1,2,3,4
B	Downtown area	5 - 10, 12 - 16
C	Lower Makiki, McGully, etc.	18,19,20,23,24
D	Upper Nuuanu, Pacific Heights, Manoa, Kaimuki, etc.	11,17,21,25 - 29
E	Waikiki, to Kapahulu Ave.	22

It should be clearly understood that the sample was so constructed as to permit an accurate understanding of rental conditions throughout the City of Honolulu. Consequently, although the data have been assembled so as to be shown in these five areas, the data included within any one of these areas do not in every case reflect the actual conditions within that area. The drawing of such conclusions depends upon the number of units reported upon. Thus, the report may speak with confidence concerning rental conditions in Waikiki, as a whole (Area E), for which a sufficiently large sample of units was obtained, but does not necessarily show the existing conditions surrounding the renting of a room in a private home (Unit Type 4) in Waikiki.

2. Information assembled

In a survey of this nature, it is possible to compile countless statistics, depending upon the facts desired. Consequently, it was necessary to be selective in preparing this report. Also, a great deal of detail must be sacrificed in attempting to force facts within the confines of tables limited to the size of a single sheet of paper. Additional tables can be compiled and further information supplied from the data assembled by the Legislative Reference Bureau should it be requested.

Characteristics of Tenants Desiring to Move

The survey amassed a great deal of information on the characteristics of the tenants in the sample. Only that portion is incorporated here which appears to be particularly pertinent to the desire of tenants to move and possible limitations on their mobility.

About 68% of the tenants stated to the survey interviewer that they were satisfied with their present dwelling. Only 18.2% categorically stated they were dissatisfied. Excluding the 3.5% of "don't knows" and "no responses", the balance gave qualified answers. (See Table 3, appended, giving statistics on tenant satisfaction with present dwelling.)

It was also ascertained that the occupants of 27% of the units (420) were planning or trying to move. Tenants in Area A (Kalihi, Damon Tract, etc.) displayed a much greater desire; over 35% of the tenants in this area stated that they were planning or trying to move. (See Table 4, appended, showing per cent of units from which tenants are planning or trying to move.)

Reasons Given by These Tenants in Honolulu for Wanting to Move Were:

<u>Reason of Tenant for Desiring to Move</u>	<u>Per Cent</u>
1. Present housing too old and dilapidated.....	23.6
2. Present housing too crowded or too small.....	21.5
3. Present rent too high.....	15.0
4. Planning to build or buy a house.....	11.0
5. Being evicted; house being torn down, etc.....	8.6
6. Moving to the mainland.....	7.7
7. Present neighborhood is undesirable.....	4.1
8. Want to be closer to work.....	2.5
9. Having trouble with landlord.....	1.2
10. Present housing too big.....	1.2
11. Moving in with relatives, getting married, etc..	0.4
12. Don't know or no answer.....	<u>3.3</u>
Total	100.0

Almost three-quarters of those tenants planning or trying to move (excluding those moving to the mainland) desire to rent. As shown in the following table, only about a fifth fall within the "build, buy, or both" category.

Tenants Planning or Trying to Move,  
Excluding Those Moving to Mainland

Desired Unit	Number	Percentage
Rent	288	74.2
Build	41	10.6
Buy	37	9.5
Build or buy	8	2.1
Now have own home	1	.2
Don't know	13	3.4
Total	388	100.0

Of the tenants furnishing information concerning the amount of rent they wish to pay (300), 58% stated that they did not wish to spend more than \$59.99 a month. This figure is greater than the median of rentals of all units in the survey within the City of Honolulu (\$40.40) but less than the median rent of units in Areas D and E (see Table 11). It would thus appear that low rent desired may be a limitation on the mobility of tenants. (See Table 5, appended, for distribution of amount of rent tenants seeking other accommodations in Honolulu wish to pay.)

About half of these 300 tenants also indicated they have one or more children under 13 years of age in their families (see Table 6). Responses from landlords indicate that one of the important restrictions on rental is the refusal to rent to families with children under 13. Thus, these tenants would find difficulty in obtaining rental accommodations, the extent of the difficulty depending upon the type of unit sought and the area to which the tenant desires to move. For example, in Waikiki, they could not obtain accommodations in 49.3% of the units for which landlord responses were received with regard to restrictions being enforced on renting. Reference here should also be made in passing to the various other landlord preferences and restrictions in renting, all of which operate as limitations on the mobility of tenants and to varying degree prevent a free rental market. (See Tables 7 and 8, appended, for landlord preferences and restrictions on renting.)

A study made of advertised rental rates appearing bi-monthly in the local papers from January 1, 1951, through December 31, 1951, by the Hawaii Housing

Authority tends to substantiate the conclusion that high rental rates and restrictions on rentals markedly limit ability of tenants to obtain housing. Of 736 units listed, 445 had restrictions on race or children. A tabulation by rental rates shows the bedroom size and restrictions to be as follows:

Rent and Restrictions on  
Advertised Rental Units\*

Rental Rates Advertised	Studio		1 Bedroom		2 Bedrooms		3 Bedrooms	
	(U)	(R)	(U)	(R)	(U)	(R)	(U)	(R)
Below \$55	18	49	3	12	1	2	-	-
\$55 - 70	15	18	11	20	3	9	-	-
\$70 - 85	8	11	13	16	6	7	-	2
Over \$85	3	8	17	37	38	41	51	19
Unknown rate	38	53	33	87	24	44	9	10
Total	82	139	77	172	72	103	60	31

\*Data furnished by Hawaii Housing Authority.

Queries addressed to tenants in the rental survey sample who were trying or planning to move indicated that few took such action as would permit the easy maintenance of continuous statistical indices on the demand for housing. Only 31 were listed with the Hawaii Housing Authority, 9 were on private lists, 14 were registered for military housing, and only 5 had advertised in the classified advertisement section of the newspapers.

Since reference is occasionally made to the number of "wanted to rent" advertisements as an indicia of the state of the rental market, a special study was conducted simultaneously with the making of the rental survey. The "wanted to rent" advertisements in both major daily newspapers in Honolulu were scanned for one week from August 24 to September 1. All advertisers were contacted by phone or mail in an effort to determine their characteristics and how they compared with those of Honolulu tenants.

From this one week sample, it would appear that these newspaper advertisers markedly differ from the average Honolulu tenant. Their median income was given as \$450 monthly, 47% were willing to pay rents in excess of \$99.99, and almost 23%

gave as a reason for their wanting to move that they were new arrivals in Honolulu and had not yet settled down. It would appear from this and other data collated, that the "wanted to rent" advertisements do not furnish a safe measure of the state of the rental market.

### Vacancies and Rental Unit Turnover

Vacancies: In making interviews of tenants, it was found that 74 different units were unoccupied, or 4.7% of the survey sample. The vacancies noted were as follows:

Vacancies by Area and Type

	Area					Total
	A	B	C	D	E	
Single Dwelling	1	5	5	8	0	19
Multiple Dwelling	1	5	8	6	6	26
Rooming House	0	20	3	1	4	28
Room in Private Home	0	1	0	0	0	1
Total	2	31	16	15	10	74

The above table, however, is not a fair portrayal of existing vacancies, as some of the unoccupied units were not available for rental and others were clearly transient. Landlords of most of the unoccupied rooms reported so many changes in tenants that they were unable to estimate the number of vacancies which had occurred since the beginning of 1952. In addition, 7 apartments and 7 single family detached dwelling units must be excluded from the above total. Statements by landlords of these units revealed that they were either vacant for the landlord's convenience (owners of 9 of these indicated they were unoccupied due to their undergoing repairs) or they were more or less permanently removed from the rental market (5 were going to be torn down, sold, or occupied by owners). Therefore, it may be more aptly stated that with regard to detached single family dwelling units and apartments in the survey sample (1291), only 2.4% were vacant. These had a median monthly rental of \$50.

Tenant Turnover: Of the 1565 rental units included in the rental survey sample, approximately 28% had at least one turnover in tenants between the beginning of January, 1952, and August when the survey was conducted.

As is to be expected, the largest percentage of turnover reported was in the case of rooming houses and rooms in private homes--36%. In 230 cases, or 29% of

the total number of multiple dwelling units included in the survey, rental units in multiple dwellings reported at least one turnover. For the final category, detached single family dwellings, information obtained indicates that 21% had experienced at least one change of tenant since the first of the year 1952. (See Table 9, appended, for complete statistics.) In no case was any detached single family dwelling reported as having changed tenants more than twice since January 1.

Responses of tenants were also collated in terms of the length of their residence in the unit in which they are living. As supplemented by data from landlords when tenants failed to respond to this question, it would appear that over 53% of the tenants have lived in their present accommodations less than 3 years. On the other hand, 18% have rented the units in which they now reside for ten years or over. (See Table 10, appended, for complete statistics.)

The change of tenants does not necessarily mean that the landlord has suffered a loss in rent. Landlords of 189 of the 432 units which had turned over at least once since January 1, 1952, supplied data which permitted determining the exact number of tenant changes. Of these 189, a total of 72 (38.1%) reported they had no loss of rent in the turnover, while 127 (67.2%) lost either no rent or at most 10 days of rent due to vacancies. At the other end of the scale, landlords for 20 units (10.1%) stated they had lost sixty days or more of rent. Nine of these 20 units were rooms in rooming houses, 3 were houses undergoing repairs, and 8 were apartments, at least 2 of which were being repaired or re-decorated.

From the information supplied by landlords, it would appear that in general, apartments tend to fill rapidly after the loss of a tenant. Detached single family dwellings, with a low rate of turnover, tend to remain vacant slightly longer than apartments in those cases in which the rent is in the \$100.00 a month and over class.

A special comment should be made on the situation found to exist in Waikiki. The turnover rate reported for apartments there was quite high; over 45% have had

new tenants at least once since the beginning of the year. As will be indicated subsequently, there are far more units in Waikiki renting at prices below or at the rent control ceiling than there are units renting at above ceiling. However, by far the greater portion of those units renting below ceiling prices have not had a change of tenancy since the first of the year, while most of the units renting over their ceilings have had tenant turnover. These statistics by themselves do not furnish any proof that there is any causal relationship between ceiling price violation and tenant turnover.

## Rents and Rent Ceilings

Rents: Part of the information obtained in the rental survey concerned the rent currently being paid by tenants, or asked by landlords in those few cases where the data were not obtained by tenant interview. It was found that the median rent for the city of Honolulu as a whole is \$40.40 a month. Of the five areas, Waikiki's (Area E's) median rent for all units, combined, was much higher than any of the other areas, being \$74.50. Of particular interest is that the high median rent of \$76.00 for apartments in the Waikiki area was far greater than that in the other four areas; apartments comprise the majority of rental units in Waikiki. (See Table 11, appended, for complete statistics on median rents.)

There appears to be a close inverse relationship between median rentals in each of the five geographical areas and the rent increases tenants reported they could afford to pay. In general, as median rentals for an area increased, the median change of rent the tenants reported they could afford to make decreased. Thus, in Waikiki (Area E) with the highest median rentals, tenants reported the lowest (\$.94) rental change they could afford to pay. In Areas B and A, with the low median rentals of \$28.50 and \$39.50, respectively, tenants stated they could afford the high rental changes of \$6.20 and \$6.76, respectively. (See Table 12, appended, for statistics on tenant report of rent increases they could afford to pay.)

There also appears to be a direct relation between the median full-time income\* reported by tenants and the median rents in the five geographical areas for which data have been collated. In each case, the rank order of the area in median rent

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\*The median full-time monthly income reported is less than the actual income received. Part-time income was not included, nor was a dwelling unit included in computing this median when a number of the occupants had full-time income but the total amount was unknown to the person interviewed. This, as a result, has incorporated a bias toward understating income.

is paralleled by the rank order of the same area with regard to the median monthly income, as reported by the tenants. (See Table 13, appended, for statistics on median tenant income by type and area.)

Median Rent, Median Affordable Rent  
Changes, and Median Tenant Income

Area	A	B	C	D	E
Median Rent	39.50	28.50	48.75	61.25	74.50
Median Change	6.76	6.20	4.48	2.25	.94
Median Income	205.85	170.43	220.73	273.80	274.00

The incomes reported by tenants were also cross tabulated by the rents they pay. It was found that the median of the percentages of income spent for rent was 15.1%. Eight per cent of the tenants reported that they paid 5% or less of their incomes for rent. (See Table 14, appended, for statistics on median percentages of income spent for rent.)

Landlords were asked to respond to the question of how much a tenant with a wife and two children should pay for rent, the three income levels of \$150, \$300, and \$500 being posited. For these three incomes, the medians of the rents which 460 landlords believed the tenant should pay were, respectively, \$26.00 (17.3% of income), \$61.00 (20.3% of income), and \$110.50 (22.1% of income). In all cases the largest single frequency for any single amount was at the point which constituted 25 per cent of income--\$37.50, \$75.00, and \$125.00. Although the basis for computing tenant-rent-paid-by-income is not exactly comparable to that on which the landlord opinion is based, it appears safe to say that tenants are paying less rent than landlords feel they should.

Rent Ceilings: Many of the matters germane to the question of continuation or modification of rent control center around rent ceilings--their relation to what landlords feel should be a fair return on their investment, the amount of rent ceiling increases landlords have received, what would happen if tenants had to pay increased rents due to the increasing of rent ceilings, and the extent to

which rent ceilings are in fact being violated. Data was obtained which sheds light on each of these matters.

Landlords were requested to state the rent they felt would give them a fair return on the rental unit for which they received a questionnaire. Responses were obtained for a little over half of the units in the survey sample. In a number of instances (11.6%), the fair return figure stated was less than the rental ceiling fixed for the unit. In a large majority of the cases (71.3%), the fair return was above the ceiling rental. The median fair return for all units in the survey sample for the whole city of Honolulu was stated to be \$6.97 over existing rent ceiling. (See Table 15, appended, for landlord fair return statistics.)

The rent increase which would occur if rent ceilings were raised in each of the five areas so as to permit landlords to receive what they believe to be a fair return would result in sizeable percentage increases in the median rents in each of these areas. This may be expressed as follows:

Per Cent of Median Rental Represented  
by Landlord Median Fair Return, by Area

Area	A	B	C	D	E	All
Median Rent	39.50	23.50	48.75	61.25	74.50	40.40
Median Fair Return	8.33	5.69	6.02	8.70	7.71	6.97
Per Cent of Med. Rent	21.1%	20.0%	12.3%	14.2%	10.3%	17.3%

In other words, for Honolulu as a whole, rent ceilings would have to be raised so as to permit a 17% increase in median rents. For Area A, median rents would be increased by 21%; rent ceilings would thus have to be raised sufficiently as to allow such advance. As Area A has the lowest percentage of units in the survey for which it has been definitely established that they are renting below rent ceiling, it is probable that the rent ceilings in Area A would have to be appreciably increased to authorize the 21% rental boost. In contrast, in Waikiki (Area E), where higher rents are now being charged, the \$7.71 rent increase reported as being desired by landlords in order to obtain a fair return represents only 10% of the

median rental for the area; since Waikiki has the largest percentage of units for which it has definitely been established that they are renting below ceiling rental, to allow Waikiki landlords their fair-return-rent-increase would not require the same percentage increase in rent ceilings for Area E as would be required above for Area A.

This leads to another, but related problem---the increases in rent ceilings which landlords have obtained under rent control. Data has been collated for the 983 units in the survey with war years (pre-1946) rental ceilings. Of these, 44% have enjoyed no increase in rental ceiling. (It should also be noted that 90% of this latter group never applied for rent increases, according to the records in the office of the Rent Control Commission.) Landlords of about 50% of the units have received increases in their rent control ceilings, but only about 15.5% of the units obtained rent ceiling increases 40% or greater than their war years (pre-1946) original rent ceiling. The Department of Labor and Industrial Relations reported that as of September, 1952, the Consumers' Price Index for Honolulu stood at 40.2% above the figure for March 15, 1943 (Informational Service News Release No. 270, October 9, 1952). Over 78% of the rental units in the survey sample with war years (pre-1946) rental ceilings therefore either received no increase in rent control ceilings, or those which were granted were not commensurate with the increase of cost of living in Honolulu. (See Tables 16a, 16b appended, for statistics on increase allowed in rent control ceilings.)

At the same time information was collated concerning rent control changes, it was possible to make a record of rent control ceilings approved by the Rent Control Commission. These were then compared with the rents paid by tenants and permitted a determination of the extent to which units are being rented at, above, and below rental ceilings. It should be noted that excessive service charges were not treated as violations for the purpose of this count.

Per Cent of Units Renting Above and  
Below Ceiling Rental, by District

Area	A	B	C	D	E	Total
Per cent definitely established as being below	10.9	14.8	24.1	21.5	26.0	19.6
Per cent definitely established as being above	18.5	27.8	20.3	15.5	13.8	21.0
Other violations*	0.8	2.3	0.8	1.6	6.3	2.4

\*Includes units in violation of rent control for shifting "furnished" status without acquiring new ceiling, claiming to be transient hotel when not so recognized by Rent Control and renting above ceiling rate, and converting into new living units without obtaining new rent ceiling.

The distribution of these rental units presently renting below the ceiling, showing the percentage by which their rental is below their ceiling, is:

<u>Per cent below ceiling rent</u>	<u>Per cent of units</u>
0 - 9.9	36.3
10 - 19.9	32.7
20 - 29.9	15.0
30 - 39.9	7.8
<u>40 and over</u>	<u>8.2</u>
Total	100.0

A similar distribution for those rental units presently renting above the ceiling price, showing the percentage by which their rental is above their ceiling is:

<u>Per cent above ceiling rent</u>	<u>Per cent of units</u>
0 - 9.9	25.3
10 - 19.9	18.5
20 - 29.9	15.5
30 - 39.9	8.2
40 - 49.9	9.4
<u>50 and over*</u>	<u>23.1*</u>
Total	100.0

\*With regard to the rent violations of 50 per cent and over, 56.8% of them occurred in Area B (a low-rental area with many rooming houses), which has only 36.8% of the units in Honolulu.

The final matter which should be considered when treating rent ceilings is the question of how tenants would react if their rents were raised. The survey

attempted to get at this problem by asking the tenants what they would do if their rents were raised by a previously fixed percentage (rents up to and including \$50 a month, raised 30%; from \$50.01 through \$100, raised 20%; from \$100.01, raised 10%). The tenant responses to the four alternatives offered are extremely interesting:

Percentage Distribution of Tenant Response  
to Rent Raise Question, by Area

	A	B	C	D	E	Total
"Stay here like you are and pay the added rent."	25.2	21.0	20.3	19.5	11.0	19.3
"Stay here but bring in more persons to pay rent."	1.7	2.3	0.8	0.8	0.4	1.3
"Move to a cheaper place."	62.2	64.2	61.6	60.2	74.4	64.5*
"Build or buy a house."	8.4	4.5	6.6	10.0	5.1	6.3**
No response.	2.5	8.0	10.7	9.6	9.1	8.6

Number of units = 1565.

\*This figure should be interpreted in light of the fact that 18.4% of the units in the sample were occupied by interviewees who said they were planning or trying to move.

\*\*This figure should be interpreted in light of the fact that 5.6% of the tenant sample had already stated an intention to build or buy.

It will be noted that the bulk of the tenants responded that they would move if their rents were materially raised. However, if rent ceilings are increased and a city-wide jump in rents occurs, there may be little advantage gained by moving. Also, if rent increases are smaller than those used as the basis for the query, there would be less motive for seeking other accommodations. Thus it is doubtful that all the tenants who indicated they would move would actually do so; that there will be a tendency to move appears evident.

Attitudes Toward Rent Control

Landlords

Landlords responding to the rental survey questionnaire were asked to express their views on rent control. As shown in the following table, 640 different landlords availed themselves of this opportunity; the balance of the approximately 1191 different landlords contacted failed to do so.

Landlords' Attitude  
Toward Rent Control

	Initial Reply		Additional Replies by Landlords
Opposed	355	29.8%	143
In Favor	130	10.9%	36
Favor, with amendments	145	12.2%	42
Don't know, don't care	10	0.8%	18
No Response	551	46.3%	135
<u>Total</u>	1191	100.0%	374

If only those landlords who responded to rent control are tabulated, the relative proportions appear as follows:

	<u>Number</u>	<u>Per Cent</u>
Opposed to rent control . . . .	355	55.5
In favor of rent control. . . .	130	20.3
In favor, with amendments . . .	145	22.6
Don't know, don't care. . . . .	10	1.6

Of this group it would appear that only a slight majority would be in favor of outright repeal of the rent control ordinance. However, due to the large "no response" tally, little may be concluded from these data alone that will be applicable to Honolulu landlords in general.

Since a large proportion of the landlords in the sample did not answer this question, it was felt necessary to attempt to determine the attitudes of those not responding to the question of rent control. Consequently, a ten per cent sample of the group which failed to return the questionnaires mailed to them was drawn

by a random method. These individuals were then contacted by means of personal interview. Of this group of 52 landlords all but 8 were interviewed. (Those 8 were not in Honolulu and could not be interviewed.) The results of this additional survey are shown below.

Attitudes of Non-Responding  
Landlords Toward Rent Control

Opposed	21	40.4%
In Favor	9	17.3%
Favor, with amendments	9	17.3%
Don't know, don't care	5	9.6%
No Response	8	15.4%
Total	52	100.0%

Tabulating only those landlords who responded to the question concerning rent control, the following relative proportions are established:

	<u>Number</u>	<u>Per Cent</u>
Opposed to rent control . . .	21	47.7
In favor of rent control. . .	9	20.45
In favor, with amendments . .	9	20.45
Don't know, don't care. . . .	5	11.4

Comparison of these figures for landlords in the small check-sample of non-responding landlords with those for the entire sample of landlords immediately reveals a significant similarity in the relative proportions of various response categories. The larger proportion of "don't know" and "don't care" responses in this check-sample suggests that a substantial number of those landlords who did not respond to the initial query are either disinterested or undecided. However, among those who expressed an opinion on this question, the previously established ratios held up. Thus, the expressed opinions of these landlords in the small check-sample are in general supportive of those expressed by the landlords responding to the questionnaires received in the large sample. It would appear, then, that a sizeable minority of landlords in Honolulu are in favor of retention of rent control, either with or without changes in the law.

In addition to obtaining data concerning the landlords' views, it was believed desirable to find out the reasons for the views held. Consequently, the landlord questionnaire form was so designed as to permit landlords to express their reasons when responding to the question on rent control. These responses were then paraphrased and collected in common categories. They are quite revealing as to the landlords' opinions on the controversial question of the continuation of rent control. It also tends to reveal the difference in attitudes between landlords.

Reasons Given by Landlords Who Are Not in Favor of Rent Control:\*

No. Times Given

- |    |                         |                                                                                                                                                                                                                                |
|----|-------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 34 | (9.6% of 355 landlords) | There is no housing shortage; there are enough places to rent. A good tenant can get a place without any trouble. Our vacancies are now more numerous and lengthy. Because of adequate housing, rentals are at below ceilings. |
| 28 | (7.9%)                  | Supply and demand should govern rent. Rent will take care of itself and in the long run everything will come out stably. Things adjust themselves without interference.                                                        |
| 24 | (6.8%)                  | Lost money last year. Not fair to landlord. Rent control is "breaking me".                                                                                                                                                     |
| 24 | (6.8%)                  | Since everything is going up in price (particularly, cost of living, cost of maintenance, and salaries) why should not rents go up?                                                                                            |
| 22 | (6.2%)                  | Unconstitutional--deprives landlord of his rights.                                                                                                                                                                             |
| 19 | (5.4%)                  | Am opposed to government control. Too much bureaucracy; the less control the better. Rent control is replete with red tape and is an interference with the activities of the businessman.                                      |
| 19 | (5.4%)                  | Rent control suppresses private building (for rentals and home owners). Capitalists are afraid to invest. Causes artificial housing shortage.                                                                                  |
| 17 | (4.8%)                  | Landlords have lost their control over their own property. Cannot evict tenants when they give trouble. Can't determine for themselves their own fair price.                                                                   |
| 14 | (3.9%)                  | Rent control was an emergency measure. There is no emergency now.                                                                                                                                                              |

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\*Some landlords gave more than one reason; all were included.

- 11 (3.1%) This is class legislation. Property owners are not subsidized but they are forced to subsidize their tenants by charging low rentals.
- 11 (3.1%) Rent ceilings are set too high.
- 6 (1.7%) Prevents rental changes, Cannot raise rent until tenant moves and can make improvements.
- 5 (1.4%) Discourages proper landlord maintenance and improvement.
- 5 (1.4%) Causes bad tenant-landlord relations.
- 4 (1.1%) Not personally affected; satisfied with own arrangements.
- 4 (1.1%) Rent control administration is inefficient; plays favorites.
- 4 (1.1%) Favors tenants over landlords; tenants have too many rights. Whole thing is an ordeal for landlords.
- 4 (1.1%) Whole problem should be examined to see whether there are inequalities.
- 4 (1.1%) Dangerous step toward socialization of American individualism-- Un-American.
- 3 Sheer politics to keep jobs for employees of rent control administration.
- 3 Abolish rent control in tourist areas.
- 2 National trend toward abolishing rent control.
- 2 Rent control is government competing with private industry.
- 1 Only large landlords can now make a reasonable investment profit.
- 1 Rent control causes discrimination against renting to large families.
- 1 Rent control causes higher rents by increasing landlords' expenses.
- 1 No one but government can afford to handle low-cost housing.
- 1 Rent control unnecessary as our tenants are steady and satisfied.
- 1 Adequate housing in Waikiki.

The suggestions for change advanced by landlords who reported they are in favor of continuing rent control, with the adoption of amendments, in many cases

paralleled the reasons given by the landlords indicating they are opposed to rent control. Following are the responses of the 145 landlords in the "Yes, but with amendment" category:

Amendments Suggested by Landlords Who Are in Favor of Rent Control with Changes:\*

No. Times Given

- |                          |                                                                                                                                                  |
|--------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------|
| 13 (9% of 145 landlords) | Increase rent ceilings to match increased cost of living and operating costs.                                                                    |
| 11 (7.6%)                | Give the landlord the right to evict without present legal involvements, as after 60 days' notice. Create special board, if necessary, for this. |
| 10 (6.9%)                | Landlords of older units at a disadvantage. Adjustments should be made for them; rent control ceilings are all right for new structures.         |
| 10 (6.9%)                | Rent control should be administered more efficiently. The red tape should be cut.                                                                |
| 7 (4.8%)                 | Rent control should be administered so that the same protections are given to the landlord as are given to the tenant.                           |
| 7 (4.8%)                 | Give the landlord a larger margin of profit on his investment.                                                                                   |
| 6 (4.1%)                 | Should be more forceful in enforcing the law.                                                                                                    |
| 6 (4.1%)                 | Gradually relax the rent control law, as by 5 or 10% rent increases permitted every six months.                                                  |
| 6 (4.1%)                 | More equitable adjustments both for landlords and tenants.                                                                                       |
| 4 (2.8%)                 | Ten per cent blanket increase in ceilings.                                                                                                       |
| 3 (2.1%)                 | Remove rent control in tourist and transient areas.                                                                                              |
| 2 (1.4%)                 | Some landlords do not charge rent ceilings.                                                                                                      |
| 2 (1.4%)                 | Keep rent control only on units now renting for less than \$75 or \$100.                                                                         |
| 2 (1.4%)                 | Rent control just for rooming houses and apartments.                                                                                             |
| 2 (1.4%)                 | Provide more uniformity in rent ceilings.                                                                                                        |

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\*Some landlords gave more than one reason; all were included.

- 2 (1.4%) Prohibit tearing down housing as long as rent control is in effect.
- 1 Keep middle rents down.
- 1 Permit more infórmal tenant-landlord agreements.
- 1 Begin decontrol by not putting ceilings on new housing.
- 1 Permit a percentage increase periodically to restore tourist areas.
- 1 Most units are overpriced.
- 1 More money and training for Rent Control Commission Personnel.
- 1 Rents on commercial property soared up out of proportion.

The third group of landlords--those 130 who responded as being in favor of rent control--furnished answers explaining their position which fitted into a much smaller number of separate categories. It will also be noted that a greater percentage of landlords of this group appear to share the same reasons contributing to their views on rent control:

Reasons Given by Landlords Who Are in Favor of Rent Control:\*

No. Times Given

- 84 (64.6% of 130 landlords) Keeps conditions stable, keeps them from getting out of line. Prevents rise of rents.
- 63 (48.5%) Prevents greedy landlords from overcharging. Too many landlords would charge unreasonable rents. Small apartments owners would gouge without rent control ceiling.
- 58 (44.6%) Rent control protects the people, helps the working people, protects the poor, etc.
- 49 (37.7%) Rents would rise unreasonably if rent control were eliminated.
- 18 (13.8%) Establishes fair rental price for tenant. Keeps prices fair.
- 14 (10.8%) I cannot afford an increase in rent.
- 8 (6.2%) To curb inflation, rent controls are necessary.

---

\*Some landlords gave more than one reason; all were included.

- 6 (4.6%) Rents are too high now, and if rental ceilings were removed, they would only go higher.
- 5 (3.8%) Makes landlord repair premises, take better care of tenants, and give everyone equal treatment. Cannot evict if do not pay rent (sic).
- 4 (3.1%) Rent control is fair to both landlord and tenant; protects them both.
- 4 (3.1%) I am satisfied.
- 1 If rent controls were lifted, the rest would suffer for the benefit of a few. Rents are now too high for income and many would not be able to afford to rent a place if rent controls were lifted.
- 1 I have seen areas without rent control and rents there were unreasonable.
- 1 Keeps rents uniform.
- 1 Rent control necessary because tenants believe in it.
- 1 So that there is knowledge concerning the rent fixed and will not have to move if it is changed.

Tenants

At the time tenants were interviewed, one of the questions asked of them concerned their views on rent control. As in the case of landlords, they were also given an opportunity to express the reasons for the views they hold. The great majority of the tenants interviewed indicated they were in favor of rent control. When to this is added the small number that stated that the rent control ordinance should be retained with amendments, about 9/10's of the tenant sample was in favor of rent control retention.

Tenants' Attitude  
Toward Rent Control

	Number of Replies	Per Cent
Opposed	48	3.2
In Favor	1325	88.9
Favor, with amendments	29	1.9
Don't know, don't care	59	4.0
No Response	30	2.0
Total	1491*	100.0

\*In addition to this total, 74 vacancies were found to exist for which no interview could be made.

The reasons given by tenants for continuing rent control were very similar to those advanced by landlords in favor of maintaining rent control without amendment. Thus, tenants gave most frequently the four reasons also advanced most often by landlords favoring rent control. In terms of the proportion of the total group of tenants favoring rent control's retention which gave these four most frequently expressed reasons, the percentages varied from approximately 20% of the total group with regard to the reason with top priority to 10% for the reason with fourth priority.

Table 1: Units Sampled by Description, Area and Type

Description and Type	A	B	C	D	E	Sub-Total	Total
A. Rental Units	119	576	365	251	254		1565
1	63	122	108	171	23	487	
2	48	268	203	69	211	804	
3	7	185	47	7	20	266	
4	1	1	2	4	.	8	
B. Owner Occupied	44	62	56	175	14		351
1	27	31	29	141	5	233	
2	12	21	19	22	8	82	
3	3	7	4	1	.	15	
4	2	3	4	11	1	21	
C. Torn Down	6	56	25	13	8		108
1	3	18	12	7	2	42	
2	2	27	11	5	2	47	
3	1	11	2	.	4	18	
4	.	.	.	1	.	1	
D. Conversion	3	25	6	2	8		44
1	2	3	2	1	.	8	
2	1	10	1	.	5	17	
3	.	12	3	1	3	19	
4	.	.	.	.	.	.	
E. No Such Address	1	8	2	2	3		16
1	1	3	1	2	2	9	
2	.	3	1	.	1	5	
3	.	2	.	.	.	2	
4	.	.	.	.	.	.	
F. Abandoned	1	2	3	.	.		6
1	1	.	2	.	.	3	
2	.	1	.	.	.	1	
3	.	1	1	.	.	2	
4	.	.	.	.	.	.	
Total	174	729	457	443	287		2090

Table 2: Number of Occupants by Number of Separate Bedrooms, Classified by Areas

Occupants	A					B					C					D					E					Total
	0	1	2	3	4	0	1	2	3	4	0	1	2	3	4	0	1	2	3	4	0	1	2	3	4	
1	2	2	.	.	.	90	17	10	1	1	29	19	2	.	.	9	8	1	1	.	41	19	2	.	.	254
2	7	3	8	1	.	50	40	35	3	.	36	51	17	1	.	9	28	26	2	1	42	69	17	.	.	446
3	2	6	15	3	.	14	23	29	8	1	4	29	31	1	.	4	12	33	5	2	5	16	6	.	.	249
4	.	6	15	2	.	10	18	33	10	.	4	20	33	7	.	.	6	27	11	1	1	10	8	1	1	224
5	1	3	7	3	2	8	10	31	9	1	2	8	21	3	2	1	6	14	7	1	.	1	1	.	.	142
6	.	2	9	1	1	5	13	23	4	1	1	3	5	4	.	1	1	6	6	.	.	1	1	.	.	88
7	1	1	5	3	.	2	3	11	5	.	.	1	4	2	.	.	1	2	2	1	.	.	.	.	.	44
8	.	1	1	1	.	.	2	9	.	.	1	.	1	.	1	.	.	.	.	.	.	.	.	.	.	17
9	.	.	.	1	.	2	1	1	.	1	.	1	2	1	.	.	.	.	1	.	.	.	.	.	.	11
10	.	.	.	.	.	.	.	1	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.	1
11	.	.	1	.	.	.	1	1	.	1	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.	4
12	.	.	1	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.	1
13	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.
14	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.
15	.	.	.	.	.	.	.	.	.	2	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.	2
Unknown, Vacant	.	1	1	.	.	24	6	2	2	1	3	11	2	2	.	2	6	4	3	.	7	4	1	.	.	82
Total	13	25	63	15	3	205	134	186	42	9	80	143	118	21	3	26	68	113	38	6	96	120	36	1	1	1565

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Table 3: Tenant Satisfaction with Present Dwelling by Type and Area

Code	A				B				C				D				E				City			
	1	2	3,4	To- tal	1	2	3,4	To- tal	1	2	3,4	To- tal	1	2	3,4	To- tal	1	2	3,4	To- tal	1	2	3,4	To- tal
0	2	1	0	3	4	20	2	26	2	5	0	7	6	3	1	10	0	6	0	6	14	35	3	52
1	39	24	4	67	82	156	113	351	82	137	38	257	119	42	9	170	19	133	16	168	341	492	180	1013
2	15	10	1	26	9	22	15	46	6	22	3	31	12	2	0	14	2	17	0	19	44	73	19	136
3	1	2	1	4	6	17	8	31	5	11	0	16	17	5	0	22	1	29	0	30	30	64	9	103
4	0	0	0	0	1	0	1	2	0	0	1	1	0	0	0	0	1	0	0	1	2	0	2	4
5	3	2	0	5	3	10	6	19	1	3	2	6	5	5	0	10	0	7	0	7	12	27	8	47
6	2	8	2	12	12	38	20	70	7	22	2	31	4	6	0	10	0	13	0	13	25	87	24	136
Total	62	47	8	117	117	263	165	545	103	200	46	349	163	63	10	236	23	205	16	244	468	778	245	1491

Code Notations

- 0 - Don't know or no response . . . . .
- 1 - Yes . . . . .
- 2 - No . . . . .
- 3 - Qualified Yes (Less than a complete yes: "Yes, but...") . . . . .
- 4 - Qualified No (Less than complete no: "No, but...") . . . . .
- 5 - Reasoned Yes ("Yes, because...") . . . . .
- 6 - Reasoned No ("No, because...") . . . . .

Percentage of All Occupied Units

3.5
67.9
9.1
6.9
0.3
3.2
9.1
<u>100.0</u>

Table 4: Per Cent of Units from which Tenants are Planning or Trying to Move in Honolulu: Summer, 1952

Area	Type	Number of Units	Per Cent Planning or Trying to Move
A		119	35.3
	1	63	32.0
	2	48	40.0
	3,4	8	37.5
B		576	25.7
	1	122	26.0
	2	268	28.0
	3,4	186	22.0
C		365	24.4
	1	108	15.0
	2	208	29.0
	3,4	49	27.0
D		251	26.3
	1	171	25.0
	2	69	33.0
	3,4	11	9.0
E		254	28.7
	1	23	4.0
	2	211	32.0
	3,4	20	25.0
Total		1565	27.0
	1	467	23.0
	2	804	30.0
	3,4	274	23.0

Table 5: Amount of Rent Tenants\* Seeking Other Accommodations in Honolulu Wish to Pay

Amount	Per Cent
\$0 - 19.99	2.7
20 - 39.99	19.0
40 - 59.99	36.3
60 - 79.99	20.3
80 - 99.99	5.3
100 - 119.99	4.7
120 - 139.99	0.7
140 - 159.99	0.7
No Response	10.3
Total	100.0

\*Number of tenants reporting = 300

Table 6: Number of Children Under 13 Years of Age in Families Seeking Other Rental Accommodations in Honolulu.

Number of Children	District					Total	Per Cent
	A	B	C	D	E		
0	9	64	35	12	31	151	50.3
1	7	12	14	15	8	56	18.6
2	7	15	6	5	6	39	13.0
3	1	10	13	5	.	29	9.7
4	2	11	1	1	.	15	5.0
5	2	2	.	1	.	5	1.7
6	1	1	.	.	.	2	0.7
7	.	2	.	.	.	2	0.7
8	.	.	.	.	.	.	...
9	.	1	.	.	.	1	0.3
Total	29	118	69	39	45	300	100.0

**Table 7: Percentage Distribution of Landlord Preferences in Renting Housing Units, by Districts\***

	A	B	C	D	E	Total
Total	119	576	365	251	254	1565
Number Responding	80	358	216	162	144	957
Aged persons	35.0	27.9	27.7	39.5	41.0	32.3
Young persons	32.5	38.3	38.8	45.7	33.3	38.4
Tenants with children under 13	27.5	15.4	17.6	24.7	8.3	17.4
Tenants WITHOUT children under 13	27.5	29.1	34.3	37.0	27.8	31.2
Single men (singly or in a group)	23.8	41.6	24.1	14.2	27.1	29.3
Single women (singly or in a group)	20.0	19.8	25.9	18.5	34.0	23.1
A married couple	53.8	41.1	53.7	59.9	70.8	52.5
Enlisted service personnel	30.0	12.0	19.9	17.9	25.0	18.2
Officer service personnel	20.0	10.3	18.5	17.3	25.0	16.3
A family of over 5 persons	11.3	6.1	5.6	6.2	4.2	6.1
A family of over 10 persons	----	3.6	2.8	0.6	1.4	2.3
A married, employed couple	46.3	40.8	42.6	54.3	45.2	44.5
Chinese	30.0	30.2	23.6	24.1	22.2	26.4
Filipino	17.5	17.9	6.0	6.2	6.9	11.5
Haole	31.3	21.2	32.9	39.5	50.7	32.1
Hawaiian	22.5	15.6	9.3	10.5	13.9	13.6
Japanese	47.5	52.5	46.3	42.6	25.7	44.9
Negro	8.8	5.6	1.4	3.1	4.2	4.3
Puerto Rican	12.5	6.7	2.3	4.3	5.5	5.6
None	17.5	14.2	9.7	7.4	6.3	11.1
Percentage of no response	34.4	37.8	40.8	35.5	43.3	38.8

\*The figure shown above opposite each preference indicates the percentage of the landlords responding to the preference question on the questionnaire who checked this particular preference. If a landlord checked restrictions on the questionnaire but failed to make any mark under preferences, it was assumed he had no preferences.

**Table 8: Percentage Distribution of Landlord Restrictions in Renting Housing Units, by Districts\***

	A	B	C	D	E	Total
Total	119	576	365	251	254	1565
Number Responding	80	358	216	162	144	957
Aged persons	8.8	16.5	13.4	8.0	4.9	12.0
Young persons	6.3	7.3	7.4	8.6	4.2	7.0
Tenants with children under 13	21.2	43.0	42.0	35.8	49.3	40.7
Tenants WITHOUT children under 13	10.0	12.3	11.6	6.8	17.4	11.8
Single men (singly or in a group)	20.0	14.5	26.8	32.7	18.7	21.5
Single women (singly or in a group)	20.0	25.7	24.9	27.2	9.7	22.9
A married couple	2.5	9.8	8.8	2.5	4.2	6.9
Enlisted service personnel	13.8	18.7	18.5	16.0	9.7	16.5
Officer service personnel	17.5	17.0	16.6	16.7	8.3	15.6
A family of over 5 persons	40.0	37.4	44.3	42.0	60.4	43.4
A family of over 10 persons	57.5	53.8	52.2	60.5	62.5	56.2
A married, employed couple	2.5	8.1	7.9	2.5	6.2	6.4
Chinese	5.0	4.7	11.6	14.8	25.7	11.1
Filipino	23.8	18.7	30.0	31.5	38.9	26.9
Haole	7.5	8.6	8.8	4.3	0.7	6.7
Hawaiian	15.0	17.0	20.3	24.1	25.7	20.1
Japanese	2.5	2.8	6.0	6.8	20.8	6.9
Negro	28.8	36.0	40.2	40.1	50.7	39.3
Puerto Rican	28.8	32.1	33.3	35.2	45.1	34.6
None	27.5	28.7	24.5	23.5	16.7	25.0
Percentage of no response	34.4	37.8	40.9	35.5	43.3	38.8

\*The figure shown above opposite each restriction indicates the percentage of the landlords responding to the restriction question on the questionnaire who checked this particular restriction. If a landlord checked preferences on the questionnaire but failed to make any mark under restrictions, it was assumed he had no restrictions.

Table 9: Tenant Turnover Between January 1, 1952 and Survey in August, 1952

Type	A			B			C			D			E			Total			All
	1	2	3,4	1	2	3,4	1	2	3,4	1	2	3,4	1	2	3,4	1	2	3,4	
Number of Units	63	48	8	122	268	186	108	208	49	171	69	11	23	211	20	487	804	274	1565
At least one Turnover	7	11	3	17	41	64	19	63	19	54	19	2	7	96	10	104	230	98	432
Percentage of Turnover	11	23	37	14	15	34	18	30	39	32	28	18	30	46	50	21	29	36	28
Number Reported by Landlord	4	11	1	5	20	29	9	28	9	20	10	.	5	52	4	43	121	43	207
Percentage of Turnover Reported by Landlord	57	100	33	29	49	45	47	44	47	37	53	.	71	54	40	41	53	44	48

Table 10: Length of Residence by Type of Unit and Area

Length	A			B			C			D			E			Total	Percentage
	1	2	3,4	1	2	3,4	1	2	3,4	1	2	3,4	1	2	3,4		
Less than 1 year	12	12	5	14	43	53	17	68	22	58	18	1	10	110	11	454	29.0
1 year	4	12	2	17	26	23	21	33	10	17	15	4	3	37	1	225	14.4
2 years	7	6	1	11	24	12	12	26	9	23	8	.	3	14	3	159	10.2
3 years	3	6	.	12	14	15	12	18	1	17	3	2	2	16	1	122	7.8
4 years	5	2	.	5	19	10	4	9	3	10	7	.	1	8	3	86	5.5
5-9 years	14	6	.	17	27	14	14	12	.	19	8	3	2	10	.	146	9.3
10-19 years	13	2	.	29	87	29	19	26	1	16	3	.	1	6	.	232	14.8
20-29 years and Over	4	1	.	12	17	8	3	6	.	3	.	.	.	1	.	55	3.5
Unknown and Vacant	1	1	.	6	10	22	7	9	3	8	7	1	1	9	1	86	5.5
Total	63	48	8	123	267	186	109	207	49	171	69	11	23	211	20	1565	100.0

Table 11: Median Rent Paid by District and Type of Housing in Honolulu: Summer, 1952

Area	1	2	3	4	All
A	38.75	41.00	25.00	30.00	39.50 (N = 119)
B	37.00	30.00	25.00	30.00	28.50 (N = 576)
C	50.00	53.50	34.50	20.00	48.75 (N = 365)
D	65.00	53.00	31.00	25.00	61.25 (N = 251)
E	80.00	76.00	40.00	.....	74.50 (N = 254)
Total	48.19	51.65			40.40 (N = 1565)

Table 12: Tenant Report on Rent Increase  
They Could Afford to Pay, By Area

\$	A	B	C	D	E	Total
Less	19	75	39	46	27	206
0 - .99	24	106	103	60	93	386
1 - 4.99	8	64	23	16	16	127
5 - 9.99	17	83	39	23	16	178
10 - 14.99	12	68	40	25	25	170
15 - 19.99	9	52	19	7	13	100
20 - 24.99	7	36	27	14	10	94
25 and Over	18	45	34	31	27	155
No Response	5	47	41	29	27	149
Total	119	576	365	251	254	1565
Median	\$6.76	\$6.20	\$4.48	\$2.25	\$0.94	\$4.65

Table 13: Median Full-Time Tenant Income for "Previous" Month\* by District, Type and Area

Area	1	2	3	4	All	Percentage Reporting**
A	250.00	176.57	133.33	.....	205.85 (N = 105)	89.7
B	212.50	186.76	121.73	.....	170.43 (N = 452)	82.9
C	257.14	206.52	161.53	.....	220.73 (N = 302)	86.5
D	316.66	210.00	150.00	.....	273.80 (N = 201)	85.2
E	325.00	282.05	216.67	.....	274.00 (N = 204)	83.6
Total					201.07 (N = 1264)	84.8

\*Normally, for the month of July, 1952, if typical. The median full-time monthly income is less than the actual incomes received. Part-time income is not included, nor is the income of those dwelling units where more than one occupant had full-time income but income statistics for all could not be obtained.

\*\*Of total units, less vacancies.

Table 14: Median Per Cent of "Previous" Month Income of Full-Time Workers in Household Paid for Rent, by Area and Type

Unit Type	A			B			C			D			E			City			Total
	1	2	3,4	1	2	3,4	1	2	3,4	1	2	3,4	1	2	3,4	1	2	3,4	
Number of Occupied Units*	62	47	8	117	263	165	103	200	46	163	63	10	23	205	16	468	778	245	1491
Number of Responses	59	37	7	106	223	137	82	183	29	141	46	8	16	164	13	404	653	194	1251
Per Cent of Responses	95.2	78.7	87.5	90.6	84.8	83.0	79.6	91.5	63.0	86.5	73.0	80.0	69.6	80.0	81.2	86.3	83.9	79.2	83.9
Median Percentage of Income Paid for Rent	12.0	12.7	13.0	13.1	11.2	12.8	15.0	18.0	15.0	16.9	19.0	16.0	24.4	21.2	14.5	14.6	16.2	13.5	15.1
Percentage paying 5% or less of income for rent	17.0	8.1	0.0	7.5	15.2	14.6	4.9	8.3	24.1	2.8	4.3	0.0	6.2	1.2	0.0	6.7	8.6	10.3	8.2

\*Does not include vacancies.

Table 15: Difference between Fair Return Reported  
by Landlord and Rent Ceiling, by Area

	A	B	C	D	E	Total
Minus \$15 and Over	1	5	8	9	1	24
Minus \$10 - 14.99	.	2	8	1	3	14
Minus \$5 - 9.99	2	5	4	4	4	19
Minus \$0 - 4.99	4	19	6	3	7	39
Same	11	51	32	25	23	142
Plus \$0 - 4.99	4	61	19	9	13	106
Plus \$5 - 9.99	18	65	44	27	24	178
Plus \$10 - 14.99	11	44	30	22	22	129
Plus \$15 - 19.99	9	26	13	15	14	77
Plus \$20 - 24.99	3	11	11	10	6	41
Plus \$25 - 29.99	1	9	1	5	6	22
\$30 and Over	4	7	9	13	4	37
<b>Total</b>	<b>68</b>	<b>305</b>	<b>185</b>	<b>143</b>	<b>127</b>	<b>828</b>
Percentage of Total Units	57.1	53.0	50.7	57.0	50.0	52.9
Percentage Below Ceiling	10.3	10.2	14.1	11.9	11.8	11.6
Percentage Above Ceiling	73.5	73.1	68.6	70.6	70.1	71.3
Median	<del>/\$8.33</del>	<del>/\$5.69</del>	<del>/\$6.02</del>	<del>/\$8.70</del>	<del>/\$7.71</del>	<del>/\$6.97</del>

Table 16a: Rent Increases for Pre-1946 Ceiling Units

	A			B			C			D			E			City			Total
	1	2	3,4	1	2	3,4	1	2	3,4	1	2	3,4	1	2	3,4	1	2	3,4	
Total Number of Units	63	48	8	122	268	186	108	208	49	171	69	11	23	211	20	487	804	274	1565
Number of Units with known pre-1946 Ceiling	48	13	2	96	200	140	71	96	21	99	40	6	19	117	15	333	466	184	983
Per Cent of Units with known Pre-1946 Ceiling	76.2	27.1	25.0	78.7	74.6	75.3	65.7	46.2	42.9	57.9	58.0	54.5	82.6	55.4	75.0	68.4	58.0	67.1	62.8
Per Cent of Total with Unavailable Records	16	62	0.0	0.0	3.0	1.1	4.6	2.4	4.1	2.3	1.4	0.0	4.3	1.4	5.0	2.3	2.5	2.1	2.3

Table 16b: Percentage of Rent Increase Over First Ceiling of Known Pre-1946 Ceiling Units

	A			B			C			D			E			City			Total
	1	2	3,4	1	2	3,4	1	2	3,4	1	2	3,4	1	2	3,4	1	2	3,4	
No Increase	521	154	---	417	375	679	577	417	810	364	350	667	632	214	667	462	335	685	44.4
Per Cent of No Increase with No Application	92.0	100.0	---	95.0	86.7	90.5	85.4	95.0	94.1	91.7	100.0	100.0	83.3	84.0	100.0	90.3	89.7	92.1	90.6
<u>Increases by Per Cent</u>																			
1 - 9	21	154	---	73	85	14	14	73	48	71	25	---	---	162	---	48	99	16	6.6
10 - 19	83	231	500	135	80	43	42	52	---	71	150	---	53	222	133	84	120	49	9.5
20 - 29	104	154	---	83	150	57	155	240	95	61	125	167	---	162	---	90	169	60	12.2
30 - 39	42	---	---	62	45	36	56	62	---	121	100	---	53	85	---	75	62	27	6.0
40 - 49	62	77	---	31	55	50	14	52	48	40	75	---	---	68	---	33	60	43	4.8
50 - 59	---	---	---	42	50	21	---	10	---	10	50	---	53	43	133	18	39	27	2.9
60 - 69	---	---	---	31	30	29	28	21	---	10	---	---	---	---	67	18	17	27	1.9
70 - 79	21	---	---	21	10	---	28	---	---	30	50	---	53	---	---	27	09	---	1.3
80 - 89	---	---	---	10	25	---	---	21	---	30	---	167	---	---	---	12	13	05	1.1
90 - 99	---	---	---	10	15	07	---	---	---	---	---	---	53	08	---	06	09	05	0.7
100 and Over	62	231	---	21	20	29	---	21	---	81	---	---	---	17	---	39	24	22	2.8
Rent Reductions	21	---	---	---	10	29	28	---	---	10	---	---	---	---	---	12	04	22	1.0
Change in "Furnished" Status	62	---	500	62	50	07	56	42	---	101	75	---	105	17	---	76	40	12	4.8

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## Methodological Appendix

The Rent Control Survey of the City of Honolulu employed a sampling device to obtain data concerning rental housing in the city of Honolulu. The findings stated in the previous portions of this report are only as valid as the techniques used to gather and analyze the data. Being based on a sample, there is a statistically ascertainable degree of leeway within which the findings for the sample are representative of all rental housing in Honolulu. It is the purpose of this Appendix to detail the techniques used--for one thing, to permit challenge if believed warranted--and statistically to establish the representativeness of the findings.

### SURVEY TEAM ORGANIZATION

The ideal organizational structure for conducting large scale field research commences with a research team having the responsibility of creating the study design, checking the operations as the study proceeds, and analyzing the collected data. Directly beneath this level would be the supervisors of the various divisions of workers, such as interviewing, coding, and tabulating. Finally, there would be the field workers, the statistical aides, etc., each group with their immediate supervisors if large enough to warrant them. Such an organization presumes both trained personnel and adequate time and money to permit maximum efficiency.

None of these ideal factors were present for this rental survey. Time and funds were inadequate. The four-man research team (consisting of personnel from the Department of Sociology and the Legislative Reference Bureau) doubled as supervisors of the various operations as well as having to create a field research organization which would immediately dissolve upon the completion of the rental study.

Interviewers were selected University of Hawaii students. The criteria for

selection were academic performance, character, and past experience or training in interviewing techniques. Several of the interviewers had records of previous employment with the Bureau of the Census and various polling organizations. All interviewers were given twelve hours of intensive classroom instruction in interview techniques orientated to the survey in hand. (This length of instruction constitutes the equivalent of four weeks of lectures in an average course at the University.) A 26-page Manual for Interviewers,<sup>1</sup> specifically prepared for this rental study by the research team, was given each interviewer and the latter required to become thoroughly conversant with it. Upon completion of training sessions, supervised interviewing was undertaken and mistakes were corrected in individual training sessions. Surveillance of the interviewers and of their work was maintained throughout the study.

Only members of the survey team coded landlord and tenant responses. University students, acting under close supervision, assisted research team members in tabulating and collating data.

DETERMINATION OF RESEARCH PROBLEM      Within the limitations of time, money, and staff, the research team framed the field problem as involving the collection of data in four general areas: (1) the characteristics of the privately owned rental housing in Honolulu; (2) data on the rental price structure under rent control;<sup>2</sup> (3) pertinent characteristics of the tenant population; and (4) data regarding certain opinions of both the landlord and tenant population.

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<sup>1</sup>Harry Ball and Linton Freeman, Honolulu Rent Survey of 1952: Manual for Interviewers, (Honolulu; University of Hawaii, Department of Sociology, 1952), mimeographed. *Filed in Rent Control Survey folder*

<sup>2</sup>To make any definitive statements regarding the effect of rent control on the rental price structure, one would have to know exactly what would have happened to this rental structure without rent control. In the absence of this knowledge, rental data obtained would only be on the behavior of the rental price structure under rent control.

PRE-TEST            A small "pre-test" was made of the schedules and questionnaires<sup>3</sup> to determine if the respondents had the information required to answer the questions, if they would be willing to answer the questions, if the questions used were so phrased as to "mean" clearly the same thing to all respondents, and if the questions were so ordered as to facilitate the actual interview. The pre-test indicated that a sufficient quantity of reasonably accurate answers would be obtained to the proposed questions from both tenants and landlords. The pre-test also indicated that the tenant population would be somewhat more willing to cooperate than the landlord group, a finding which was further substantiated by the major study.

SAMPLE DESIGN            At the time the undertaking was planned, there was no precise summary information available on private rental units in Honolulu. The sample study conducted by the Bureau of the Census in 1950 included both private and public housing, treated rooming houses as a single rental unit, and was city-wide with no breakdown by area. Likewise, the Rent Control Commission had incomplete statistical summaries. Finally, because of the lack of an orderly block system in Honolulu, it was believed that any attempt to conduct a sample survey by taking every nth housing unit in the city and then working from this back to the Rent Control files would involve far more time and money than was available. In view of all of these factors, it was decided to use the reverse of the last mentioned possibility: the units in the "active file" of the Rent Control Commission were taken as the "universe."

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<sup>3</sup>A "schedule" refers to a question form which is filled by an interviewer who asks the questions and records the verbal answers of the respondent. A "questionnaire" refers to a question form which is filled out by the person giving the information. Schedules were used for obtaining information from tenants, and questionnaires were sent by mail to landlords.

A stratified sample of this universe was not possible for two reasons:

(1) the basic data which would have permitted the strata to be delimited were not available within the time and funds at hand; (2) even if available, the files were so arranged that it would have required tremendous cost and effort to find the cases to fill each cell randomly. It was thus decided to take a straight five per cent random sample of this universe.

DRAWING  
OF SAMPLE

Units registered at the offices of the Rent Control Commission are filed alphabetically by street number. Within these street-name divisions, all units are filed in numerical order, running from low to high street numbers. Except for most rooms in rooming houses, each dwelling unit--that is, each house or apartment--is normally filed in a separate folder. Thus, an apartment house with ten apartments has ten complete folders in the files. Most rooming houses have only a single folder containing all data pertinent to all the rooms listed at a particular address.

At all times, some of the folders are empty because the records are being processed or used for comparative purposes by the Rent Control Commission. But for no reason is a folder itself pulled from the "live file" unless it has been determined that it is an inactive case, in which case it is sent to the "dead file." All the active cases in the live file for census tracts 1 to 29 were filed in 136 file-drawers.

Selection of the sample was conducted by the research team supplemented by fifteen University of Hawaii students. After randomly selecting a starting point in his or her first drawer, each worker identified every twentieth rental unit in the active file. Since any rented living quarters were considered to be a "primary sampling unit," it was necessary to check the contents of every folder in order to count each room in the rooming houses as a separate unit in selecting each twentieth unit.

Empty folders were not included in the initial count. Instead, they were merely noted on lists, and these lists of empty folders were subsequently combined and arranged by street name in alphabetical order. This combined list totalled about 2,000 cases, an apparently abnormally large amount due to a backlog which had developed because of personnel vacations and other administrative reasons. Every twentieth case was again selected. These were given an additional code designation to distinguish them from the other cases, for at the outset it was not known the proportion of them which would be rooming houses. When the reports of the interviewers indicated that almost none of them were rooming houses, these cases were added into the basic sample.

BASIC  
DATA FORMS

At the time the sample was being drawn, a "basic data form" was completed for each unit included from the information in the Rent Control Commission files. This form, when completed, contained such information as the unit address, landlord's name, agent's name, and their mail address; type of unit (whether single dwelling, multiple dwelling, rooming house, or room in private home),<sup>4</sup> number of rooms in unit, and number of units in structure; services furnished with each rent ceiling shown; original ceiling rent and date thereof; applications for rent adjustment and action thereon, and current ceiling rent. The code number placed on the basic data form was also used to identify all subsequent data sheets pertaining to the same unit.

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<sup>4</sup>The key criterion of the single-family dwelling (Type 1) was its detached character--separation from any other building. Thus buildings in a court were classed as single if detached; multiple if joined. The number of bedrooms or existence of a kitchen and private bath did not affect this type of classification. The multiple unit type classification (Type 2) depended upon the existence of more than one rental unit in the building and a private kitchen for the rental unit in the survey; sharing of kitchen facilities automatically placed the rental unit in the rooming house classification (Type 3). Rooms in private homes classification (Type 4) was limited to the rental of one room in a private home, regardless of kitchen privileges.

Subsequent search indicated that due to the complexity of some of the files and the speed with which the basic data form had to be completed, inaccuracies existed in the data on some basic data forms. Consequently, one of the members of the research team personally re-checked every basic data form with the Rent Control Commission file from which the information was obtained. This re-check also permitted recording the time differential between the receipt of applications for rent adjustment and action by the Rent Control Commission in granting or refusing to permit rental ceiling changes.

TENANT  
INTERVIEW

Once the sample was drawn, supervised interviewing was begun.

Each interviewer was periodically assigned cases within as small an area as possible. Interviewing commenced in Kaimuki, worked its way across the city, and then moved into Waikiki. The number of interviewers sent into a given area varied from two to five, depending upon the number of cases and the characteristics of the area. For instance, in downtown rooming house areas it was necessary to contact almost every respondent immediately before the evening dinner period; in Manoa, on the other hand, one or two interviewers could work right through the day. When an area was completed except for those respondents who were never at home, these remaining units were assigned to a very mobile "clean-up" team.

Each interviewer was given the basic data form. The characteristics of the unit found at the address were thus checked against those given by the data in the Rent Control file for that address. In a number of cases it was found that construction, moving of units, changing of addresses, etc., necessitated extensive investigation before the unit registered with the Rent Control Commission could be located. In cases where the interviewer returned with information appearing greatly at variance with that on the basic data form, the Rent Control Commission files were re-checked.

Each interviewer was instructed to seek a member of the household who possessed all the necessary information. All interviews were conducted with adults. Because of the efforts to interview in the day wherever it was economical, the respondents in some areas tended to be the housewives rather than the "men of the house."

Interviewers were instructed to call again at least twice at any unit whose occupants were not at home before any attempt at "substitution" was made. "Call-backs" were made at different times of the day, the time of each visit being recorded.

After three unsuccessful calls, the substitution of another unit was permitted if one could be found for which prescribed characteristics were similar to the first. The substitute unit had to have the same landlord, be the same type of unit, and have similar tenant characteristics as, for example, both units housing an "employed couple." Questioning the neighbors was usually sufficient to ascertain the characteristics of the assigned units and its tenants and to permit the locating of a comparable unit. For the small number of inaccessible cases for which no comparable unit could be found, no substitution was permitted. In these cases "call-backs" were continued indefinitely. The largest number of "call-backs" made to complete a single interview was 12.

QUESTIONS            After the interviewer identified himself, the first question asked  
ASKED  
TENANTS                ("Do you own this place") was designed to screen out the many  
units which were found to be owner-occupied, but registered with the Rent Control  
Commission as rental property. A series of questions for owner-occupied dwellings  
were provided to obtain information on the reasons for Rent Control listing and  
the extent to which the property was ever rented or would be within six months of  
the interview.

For the units found occupied by tenants, questions were first asked on type

of unit; number of bedrooms, existence of a private bath and private kitchen; furnished or unfurnished status, and the supplying of seven separate services by the landlord, such as electricity and refuse collection. After thus identifying the nature of the unit and services, the fifth question sought to obtain information on "tied in" provisions, such as paying a deposit or buying furniture, which were conditions to renting. In order thereafter followed a question on rental paid and a question on repairs made since January 1, 1951.

The balance of the questions related to the occupants themselves: number of occupants in the unit, number of unattached persons with separate incomes, and number of families with separate incomes; for each family (or each unit, if not more than one family or no family), the number of members, the number employed full-time, the number employed part-time, the number number seeking full-time employment, and the income for the last month. In addition, such data as the number of children under 13 years of age, the exact relationship of all tenants of each unit, and the existence of military personnel (officer and enlisted status shown separately) among the tenants were all obtained. Questions were then asked on length of residence, places from which moved and reasons for moving since January 1, 1952, satisfaction with present accommodations, present intentions or attempts to move, reasons for desire to move and location, type, size, and rent or price of accommodations sought.

The final group of questions attempted to obtain attitudinal responses. After inquiring concerning rent changes since the tenant moved in, the tenant was queried on what was the most rent he could pay if the present unit was torn down. Next, he was given a series of alternatives (stay, stay but bring in additional tenants, move to cheaper place, buy or build) should the present rental be increased by 30% for rentals up to and including \$50 monthly, 20% through \$100, and 10% for rentals from \$100.01. Of course, this question was asked in terms of dollars, and not in

the percentage formula given to the interviewer. This was followed by a question on whether the respondent believed rent control is necessary at the present time, his answer and reasons being recorded.

Finally, after a question on the landlord's name and address, used partially as a distractor, the ancestry of the various persons in the rental unit was sought.

INTERVIEW            The quality controls utilized in the survey were designed to cover  
QUALITY  
CONTROLS            three major areas of potential error: (1) interviewer bias, (2)  
interviewer honesty, and (3) interviewer technique.

By "interviewer bias" is meant a systematic error introduced into the interviews by the attitudes and expectations of the interviewer, oftentimes unconscious. The first step toward its minimization was taken when instructing the interviewers. Each interviewer was drilled in reading questions exactly as they were written, using standardized inflections. He was then taught a series of alternative wordings to be employed in cases wherein the respondents failed to understand the meaning of the original terms. The interviewer was repeatedly cautioned always to ask the original question first.

Interviewers were then observed as they conducted interviews. Deviations from exact question-wordings were discouraged. Re-interviews employing different interviewers were also used in an effort to detect interviewer bias. Interviewers were tested in a number of different areas of the city, their results compared, and any interviewer who obtained suspiciously similar results in different areas was given special attention. Finally, all incoming interview reports were systematically examined for completeness, internal consistency, and general similarity with other interviews from the same or comparable areas.

Many of these same control devices were utilized in checking "interviewer honesty." As previously noted, interviewers were carefully screened before being employed and their work was checked by switching areas, by re-interviewing, and by

the examination of their completed interviews. No instance of interviewer dishonesty was uncovered in the survey and the research team is convinced that every interview report was accurate to the best of the interviewer's ability.

The training given was probably the single most important factor in assuring good "interviewer technique." The tenant-interview to be conducted was much more difficult than, for example, a typical "market research" interview on buying habits. It had the advantage of reasonable shortness--taking at most about 15 minutes--but it had the serious disadvantage of probing into highly resistant areas, such as questions about income. Careful selection of at least partially trained interviewers played a part in controlling interview techniques, but constant attention was given to training in techniques. Subsequent to the training, semi-weekly group meetings and many individual sessions were held for this purpose.

It should be noted that one possible "bias" was inserted into the interview situation by the question order of the tenant schedule. Question 14 asked: "If the rent for this place were raised to....which of the following would you prefer to do?" The very next question was "Do you believe rent control is necessary at the present time?" It is possible that Question 14 led the respondent to assume that a rent increase would follow the elimination of rent control and thus affected the question regarding the necessity of rent control. However, since almost all respondents, both landlord and tenant, assumed that the elimination of rent control would mean some increase in rents, the distortion is probably negligible. This conclusion is borne out by the fact that the tenants when expressing reasons why rent control should be continued tended to give the same reasons as those expressed by landlords in favor of the retention of rent control; however, the possibility of bias occurring due to a similar juxtaposition of questions did not exist in the landlord questionnaire form.

LANDLORD  
QUESTIONNAIRE

As soon as the tenant interviewing in a given area was completed, the mailing of the landlord questionnaire to the landlord of each of those units whose tenants had been interviewed was commenced. It was necessary to delay this operation until after the interview because of the many inaccurate landlord designations in the Rent Control files. The tenant was always queried as to the landlord's identity, and when his reply did not jibe with the information on the basic data form, the questionnaire was initially sent to the person designated by the tenant as being the landlord. In some cases a check of the records in the office of the Planning Commission, followed by recourse to the tax maps was necessary to identify the present owner of a unit in the sample.

With every possible check having been employed, it is believed that the 1565 rental units sampled were owned by 1191 separate landlords. Over 1,000 replies to the initial mailing of the questionnaire were received from 640 different landlords. This was a return of over 60% of the questionnaires and represented replies from about 54% of the landlords, leaving 551 or 46% of the landlords in the "refusal" or "no response" category. This is not as poor a showing as it might appear, as a mailed questionnaire does not usually have a high response ratio.

The landlord questionnaire sought information on the age of the structure, current monthly rent, and maintenance repairs and alterations to the unit in the survey sample since January 1, 1951. Changes of tenants since January 1, 1952; number of vacancies (change of tenants where loss of rent) since that date; and present vacancy of the unit were also inquired into. Next, the landlord was asked to express what rent he believed would give him a fair return for the rental unit. Two lists of identical categories permitted the landlord to indicate to which of the groups listed he preferred or refused to rent; Tables 7 and 8 of the report contain references to each of these categories. Landlords were also asked to indicate the number of units they rented, showing the type and number of units in

each type. This was followed by a question on the number of units the landlord was in a reasonable position to build at his own rental price, the number of units in each type being sought. Next was a question on what rent landlords believed families with 2 children in the \$150-\$300-\$500 monthly income brackets should be willing to pay. Finally, the landlord was asked whether he believed rent control was necessary at the present time, he being given the option to indicate "yes", "no", or "yes but with changes in the ordinance (law)" and to supply reasons for his reply.

GROUPING  
OF DATA

The final sample size was 1565 units. These were arranged into five districts which were believed to have roughly similar internal characteristics, the numbers in each district ranging from 119 to 576. Since each district represented a 5 per cent sample with a minimum size of 119, it was believed that one could validly make comparisons between them regarding the units, tenants, and landlords.

Area A was believed to be a single family-apartment area with medium income and rent (Census Tracts 1-D, 2, 3, and 4). Area B was presumed to be a rooming house-apartment area of low income and rent (Census Tracts 5 through 10, 12 through 16). Area C was believed to be a single family-apartment area of medium and high rent and income (Census Tracts 18, 19, 20, 23 and 24). Area D designated a single family dwelling area with medium to high rent and income (Census Tracts 11, 17, 21, 25 through 29). Lastly, Area E was believed to be almost entirely an apartment area with high rent and income (Census Tracts 22A, 22B, and 22C). One of the major factors involved in this classification was the desire to keep each of the districts continuous.

After the research team submitted its report to the Rental Committee, certain material from the 1950 Census became available which, when combined with the rental

survey findings, permitted the accuracy of this division to be checked.<sup>5</sup> In general, a high degree of homogeneity is found. The few minor exceptions are that Census Tracts 6A (8 units in sample), 16B (13 units), and 24B (32 units) might have been moved from Areas B and C, respectively, to Area D. Similarly, Tracts 18C (14 units) and 25C (13 units) might probably have a better fit in Area E than Areas C and D, respectively.

REPRESENTATIVE- This 1950 Census material also made it possible to check system-  
NESS OF SAMPLE atically at least one aspect of the "representativeness" of the sample. Eliminating Tract 1 (due to large quantity of Naval housing included in the Census count but excluded from the sample because not under rent control) and Tract 7 (because of changes in the area since 1950 Census due to Mayor Wright Homes development), and combining the remainder into the five districts used in the rental study, it is possible to ascertain from the Census report what percentage of the rental units should have been in each district. It is then possible to check by means of the test of Chi-Square to see if any major systematic bias existed in the sample. The percentage distributions and calculations required for the Chi-Square are presented in Table 1.<sup>6</sup>

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<sup>5</sup>The page-proofs of sections of the 1950 Census were made available through the courtesy of Mr. Fred Colland of John Child & Co.

<sup>6</sup>The test of Chi-Square has several uses. One of them is to find out what is the probability that the differences between an expected and an observed distribution are due entirely to chance factors. See Henry D Garrett, Statistics in Psychology and Education (New York: Longmans, Green and Co., 1944), pp. 377-387, for fuller explanation.

Table 1: Percentage Distributions of Honolulu's Rental Housing According to the 1950 Census and the Rent Control Study Sample of 1952 with the Calculated Chi-Square of the Differences.					
Area	Distributions		X(O-E)	X <sup>2</sup>	$\frac{X^2}{E}$
	Census	Sample <sup>a</sup>			
A	9.9	7.9	-2.0	4.00	.404
B	31.2	29.0	-2.2	4.84	.155
C	22.2	25.3	3.1	9.61	.433
D	21.9	19.2	-2.7	7.29	.333
E	14.8	18.6	3.8	14.44	.976
$X^2 = 2.30$			n = 4	P = .70	

<sup>a</sup>The percentages in the "sample" column are based only on Types I and II units, for the Census Report does not list each room in a rooming house as a dwelling unit. Thus one would expect Area B to be somewhat under-represented because of the approximately 200 rooms in that area in the rent survey sample.

The first point to note is that the rental survey distribution of rental units is very close to that indicated by the Census which counted slightly different units. The calculated P of .70 means that the chances are 70 out of 100 that any discrepancy between the two distributions arose by chance, and only 30 out of 100 that the distortion occurred due to any factors creating a systematic bias.

Another point to note is that in the right hand column, the discrepancy regarding Area E (Waikiki) makes up over one-third of the sum of the Chi's-Squared. At least two alternative explanations are possible here: (1) There may have been more sampling error for Area E than for the other areas; (2) the difference might indicate that Area E was over-represented in the files of the Rent Control Commission. This last would mean that there were fewer non-registered rental units in Waikiki than in other areas of the city, and from other evidence gathered, this seems more probable.

REPRESENTATIVE- The sample of the tenants is a representative sample of the tenant-  
NESS OF TENANT  
RESPONSE units found in privately owned rental housing in Honolulu. It is  
not representative of all the tenant-units in Honolulu, for it does not include  
those tenant-units in public housing. It might, for this reason, be expected to  
include a bias toward higher incomes and rents than is true for all rental housing  
in the city. On the other hand, this tendency may have been counterbalanced by  
the policy of treating each room in a rooming house as a rental unit and the occu-  
pants therein as a tenant-unit. However, one must be careful in generalizing from  
the survey data for all tenants in the city of Honolulu. There is no technical  
error involved, but merely that the sample was not designed so as to be represen-  
tative of all tenants. The particular universe involved must be noted and kept in  
mind each time a generalization is made from the tenant sample.

REPRESENTATIVE- The principle of randomness requires that every case has an equal  
NESS OF LAND-  
LORD RESPONSE chance of selection. This condition was not met in the manner in  
which the landlord sample was selected. A landlord with many holdings had a better  
chance of being selected than one with only a single or a very few rental units.  
It is estimated that 1191 different landlords were included in the sample. Although  
data is not available on the total number of different landlords having rental  
property in the city of Honolulu, it is unlikely that there are more than 10,000.  
In fact, the staff of the Rent Control Commission estimates there to be around  
8,000 landlords. It is thus believed that the survey sent questionnaires to at  
least one-tenth of all landlords having rental property in the city of Honolulu,  
with a bias of unknown degree toward reaching landlords with more than one holding.

VACANCY  
RATIO One of the findings of the rental survey concerned the number of  
vacancies found to exist, which was expressed in terms of a  
"vacancy ratio." With the survey sample being a good representation of the city of

of Honolulu's rental housing in the summer of 1952, the reliability of this "vacancy ratio" may be determined. When one is certain that a sample is random, it is possible by means of the standard error of the various statistics to estimate what are the chances that a sample statistic is actually representative of the same statistic for the whole universe (this being known as the "parameter.") Thus it is possible to estimate the degree to which the vacancies found are representative of all rental housing in the city of Honolulu.

For all types of units in the total sample, the "vacancy ratio" was 4.7%. For this the standard error is 0.5%. This means that the chances are 68 out of 100 that this "vacancy ratio" in the universe was between 4.2% and 5.2%, and 99 out of 100 that it was between 3.2 and 6.2%. Considering only single family and apartment units for which the "gross vacancy ratio" was 3.5%, there is a standard error of 0.5%. Thus the chances are 68 out of 100 that the "parameter" was between 3.0 and 4.0%, and 99 out of 100 that it was between 2.0 and 5.0%.

Finally, the 2.4% "net vacancy ratio"--those units vacant and ready for rental occupancy--for single family dwellings and apartments should be considered. This "ratio" of 2.4% has a standard error of 0.4%. The chances are 68 out of 100 that this "net vacancy ratio" for all such units in the city of Honolulu was between 2.0 and 2.8%, and 99 out 100 that it was between 1.2 and 3.6%.

ATTITUDES  
TOWARD RENT  
CONTROL

The responses of the tenants interviewed to the question on continuation of rent control leave little doubt but that the majority of the tenants of private housing in the city of Honolulu favor continuation of rent control. To make a positive statement on "the attitude of landlords" is more difficult, for approximately 46% of the landlords failed to respond to the original questionnaire.

A continuous tally was kept of the first reply of each landlord on the question

of the necessity of continuing rent control. From the first tally involving 100 landlords until the final tally when the last of the 640 replies from different landlords were received, the percent breakdowns on the answers to this question never varied more than 5%, and the direction of change never took on the characteristics of a trend. Thus, it can be said that those landlords who answered late in the period during which questionnaires were in the mails did not appear to differ significantly from those who answered early regarding this question.

However, the 551 landlords in the "no response" category still remained an unknown element. A separate random sample of approximately 10% of these cases-- 52 cases, of which 44 were contacted, 8 landlords not being in Honolulu--were selected for personal interview. The responses of this group indicated that the "no response" group of the whole sample actually contained a much larger proportion of landlords who are in the "don't know, don't care" category. It was on the basis of the original 640 respondents and the subsequent smaller sample of the "non-respondents" that the final estimate was made of landlord opinion on the issue of continuation of rent control.

In order to indicate the validity of this approach, take the percentage of the landlords who stood categorically opposed to rent control and assume in every possible way it under-represented the reply. At the outset, it is known that there were 640 respondents and that of these 355 or 55.5% were categorically opposed to rent control. Turning to the small check sample of roughly 10%, it was found that of the 52 units in the sample, 8 were completely inaccessible. To test the validity of the approach, it is assumed that all 8 of these would have answered that rent control was not necessary. On this assumption, 55.8% of the cases in the small check sample would be in the "opposed" category. The standard error in this case is 0.68, which means that the chances are 68 out of 100 that the percentage in this sample, the non-respondents, who are opposed to rent control is between 49.0% and

62.6%.

If the strongest possible case for the negative response is again assumed, 62.6% or 345 landlords of the 551 non-respondents are in opposition to rent control. Adding this to the known response, at the most 700 or 58.8% of all landlords in the total sample believed rent control unnecessary. It was on the basis of this reasoning that it was stated "a sizeable minority of landlords in Honolulu are in favor of retention of rent control, either with or without changes in the law."

SUBSIDIARY  
STUDIES

One of the unknown factors was the extent to which the units registered with the Rent Control Commission composed the universe of all private rental housing in the city of Honolulu. An attempt was made to estimate this by identifying all rental housing in selected blocks, and then checking to determine if they were registered. This necessitated the development of a scheme by which each block of the city would have an equal chance of being selected.

A precinct map of Honolulu was procured. By using precincts which are generally smaller than census tracts, a greater distribution of blocks was made probable. Twenty-one blocks were then selected by means of a table of randomly assorted five-digit numbers. Since the precincts were already numbered, the first two digits in each number were used to select a precinct. It was necessary to establish a starting point and direction of count within each precinct in order to pick a particular block. Ten possible points of departure and directions of count were set up and numbered. The third digit in the random numbers served to select which of the ten to use in each case. The number of blocks to be counted from the starting point was indicated by the last two digits. In any case wherein the last two digits exceeded the number of blocks in the precinct, the count was continued, beginning at the start each time until the desired number was reached.

This system yielded blocks distributed in the following manner: one in Area A, six in Area B, five in Area C, six in Area D, and three in Area E. One block in Area D yielded no rental units. Canvassers ascertained that there were 826 rental units within the remaining twenty blocks. Each of these units were checked with the files of the Rent Control Commission, and the list of non-registered units prepared was re-checked with the Rent Control Commission and the Planning Commission to make certain that the unit was not in the process of being registered or that the address was incorrect. In the end, about 8% of the 826 units were found to be non-registered.

Although one might hesitate to attach any specific value to this figure of 8% because of the smallness of the sample, it substantiates the opinion that the vast bulk of the rental housing in Honolulu is registered. Since this was also indicated by the Chi-Square check of the sample distribution presented earlier in this appendix, it may be accepted with a high degree of confidence.