



City of Topeka



2004 Consolidated Action Plan for Housing and Community Development

Department of Housing & Neighborhood Development

Adopted August 19, 2003 by the Topeka City Council

Amended June 18, 2004 to include American Dream Downpayment Initiative Grant

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Executive Summary

CONSOLIDATED PLAN

The Consolidated Plan is a planning and resource allocation document required by the U.S. Department of Housing and Urban Development (HUD) in order for units of government to receive certain federal grant funds. The Consolidated Plan regulations combine into a single submission the planning and application elements of the Community Development Block Grant (CDBG), Emergency Shelter Grant (ESG), HOME Investment Partnerships (HOME) programs, and Housing Opportunities for Persons with AIDS (HOPWA). The reporting requirements for these programs are also consolidated into one performance report. In addition, the City produces the Consolidated Plan in order to insure its eligibility for Supportive Housing, Shelter Plus Care, and other federal housing funds. The HUD regulations for the Consolidated Plan are located at 24 CFR Part 91.

CITIZEN PARTICIPATION

The City of Topeka is committed to involving citizens in the development, implementation and evaluation of the Consolidated Plan. The citizen participation process described herein is consistent with the citizen participation requirements of 24 CFR 91.105. Citizens have participated in developing the Neighborhood Element of the Topeka-Shawnee County Metropolitan Comprehensive Plan – 2025, a public hearing on the needs of the community, and involvement of the Community Development Advisory Council.

COMMUNITY PROFILE

The City of Topeka is located centrally within Shawnee County in the northeastern region of Kansas. It is the County seat and urban center of a metropolitan area consisting of 122,377 people inside the city limits of Topeka (source: 2000 U.S. Census). Some of the more pertinent population, economic, and housing trends and observations from the 1990s are summarized below:

Population

- After a decade of stagnation, population growth began to realize modest gains during the 1990s translating to a population increase of 3.3% since 1990 or an almost 0.5% annual growth rate. The City of Topeka and Shawnee County have targeted a growth rate over the next 30 years that would add 90,000 people to the County's population with most of this growth occurring within future city limits.
- The fastest growing age cohort in the City is 45-54 year-olds. This coincides with the baby boomer generation. The fastest declining age cohort in the City is 25-34 year-olds.
- Minority population percentage remained the same (13%). Individuals of Hispanic origin increased slightly from 6% to 7% (8,416).
- According to HUD, in 1998 the median family income (MFI) was \$50,800. Approximately 49% of households in the City were low and moderate-income (with incomes below 80% of MFI) in 1997.
- Of the four counties in Kansas with a labor force greater than 100,000 persons (Johnson, Shawnee, Sedgwick, Wyandotte), Shawnee County ranks second in percentage of adults with at least a high school education and with a college degree.
- Although 1997 Census data could be used to estimate the number of homeless individuals (e.g., people that earn less than \$5,000 = 2,400) all human service providers who serve the homeless in Topeka agree the Census data was incorrect in its reported number of homeless individuals (one in shelter and two unsheltered).

Economy

- Since 1989, the Topeka/Shawnee County region has experienced a very volatile job market. Overall, the number of Shawnee County residents with jobs has dropped from 88,300 in 1989 to 86,633 in

1998. However, from 1996 to 1998, the total number of employed Shawnee County residents increased by 2.1% (1,780).
- The Topeka metropolitan statistical area (MSA) unemployment rate of 3.1% was the lowest it has been since 1992. However the unemployment rate for minorities was nearly double at 5.7% (Kansas Dept. of Human Resources).
 - In 1997, service (30%) and government (20%) sectors comprised half of all jobs in the Topeka MSA far exceeding the state average of a combined 38% for those two sectors.
 - The gap between number of jobs and the number of residents employed almost doubled in percentage (23% to 41%) from 1988 to 1997. Although more than 11,000 new jobs were created, the city experienced 1.6% to 1.9% decrease in our labor force population. Simply put, more workers are choosing to live outside Shawnee County and local residents are increasingly forced into working more part-time jobs because wage levels are low.

Housing

- As of 1997, there are approximately 52,500 housing units within Topeka. From 1990 to 1998, roughly 6,200 new units were created in Shawnee County (annual average: City = 359 new units, County = 330 new units). (1997 Census estimate)
- 94% of the demolitions from 1990 to 1998 occurred within the city limits with a vast majority of the approximately 700 housing demolitions occurring within the city's inner core neighborhoods. (Metro Planning)
- 60.3% of the occupied housing units or 54.6% of all housing units are owner-occupied (1997 Census estimates) 9.5% of the total units are vacant..(1997 Census estimates)
- Over 80% of the housing units were built before 1970 and are of an age that requires continued investment and potential lead paint re-mediation. (1990 Census)
- In 1998, the median price of a house sold was \$79,000. (Topeka Board of Realtors)
- The median rent for a standard condition apartment in 2000 was \$389 (Topeka Housing Authority).

Neighborhood Health

- *Intensive Care* areas are those neighborhoods that need immediate and substantial attention. These are largely concentrated east of SW Washburn Avenue in Central Topeka, within the East Topeka North/South areas, and the Hi-Crest area west of SE Adams Street.
- *At Risk* areas generally surround the intensive care neighborhoods. They illustrate the need for attention before they succumb to a more serious intensive care classification.
- *Out Patient* neighborhood areas generally separate intensive care or at risk areas from healthy neighborhoods and exhibit a need for minor, isolated treatments from time to time. They are considered relatively stable.
- *Healthy* neighborhoods are almost exclusively outside the Interstate highways to the west, southwest, southeast and north. A very small percentage of healthy neighborhood areas exist east of Gage Boulevard.

COMMUNITY SUPPORT

Within Topeka, many public, private, and non-profit organizations support the housing and social service needs of low and moderate-income families and individuals. These include:

Rental Housing

- Topeka Housing Authority (public housing and Section 8)
- Private sector and State through the Low Income Housing Tax Credit program
- Topeka City Homes, Inc
- Cornerstone of Topeka, Inc.
- Shelter Plus Care

Homeownership

- City of Topeka's Major Rehabilitation and Emergency Repair
- Topeka Opportunity to Own (TOTO) (City, Housing & Credit Counseling, Inc.(HCCI), participating lenders)
- Habitat for Humanity
- East Topeka Action Program (ETAP)
- Cornerstone of Topeka (lease-purchase program)

Homeless Facilities

- Topeka Rescue Mission
- YWCA Battered Women's Center
- Cornerstone

Other Support Services (selected)

- Housing and Credit Counseling, Inc. (HCCI)
- Doorstep
- Community Action
- Valeo Behavioral Health (Shawnee Community Mental Health Center)
- Topeka AIDS Project
- Let's Help
- The Salvation Army
- Family Service and Guidance Center
- Breakthrough House
- Shelter Plus Care

NEIGHBORHOOD WELLNESS STRATEGY (5-YEAR)

Goal #1: Maximize Effectiveness of Local Government Regulatory “Toolbox”

Goal #2: Coordinate Funding To Produce Measurable Improvement in Neighborhood “Health”

Goal #3: Strive for Greater Sense of Community

Goal #4: Balance Mixed-Income Neighborhood Investment Throughout The City

Goal #5: Educate Public on Urban Neighborhood Living and Development

It is the general contention of this plan that the City of Topeka is primarily in the business of building neighborhoods, not houses. If resources are only used to help individuals without helping to build the support system around them, are we really doing them a service? Neighborhood investment should help families succeed and not fail. The following re-investment priorities are intended to give weight to successful development of a neighborhood while also ensuring that resources can be used to support individuals and programs that cross neighborhood boundaries.

NEIGHBORHOOD PRIORITY AREAS

Based on the neighborhood health model of *intensive care*, *at risk*, *out patient*, and *healthy* neighborhoods, treatment for neighborhoods should be based on a “continuum of care” approach. Those neighborhoods that are most distressed (intensive care) require the most intervention and therefore, will require sizeable resources and attention. But if all relevant resources are devoted to an intensive care area, an at risk neighborhood or an unstable out-patient neighborhood may fall prey to blighting influences themselves. To avoid “pushing the blight around”, a four-pronged

approach, or continuum of care, should be employed (the neighborhoods below are not inclusive of all neighborhoods in Topeka):

High Priority – These are neighborhood areas that have the poorest health or that are rapidly declining, but that can be revitalized through moderately aggressive intervention over a short period of time due to substantial revitalization activity or potential.

Areas: East Topeka (Abbott), East Topeka (Scott), Hi-Crest (W), Historic North Topeka (S), Holliday Park (N), Monroe, South Topeka, Tennessee Town, Ward-Meade, Downtown

Above Average Priority – These are declining or rapidly declining at risk/intensive care neighborhood areas that have the poorest health that will require significant stimulus and major intervention over a longer period of time. Because of the magnitude of poor health conditions or the lack of substantial revitalization activity/potential, they should act as a secondary top priority.

Areas: Chesney Park, Central Highland Park (E), Central Highland Park (W), Central Highland Park (N), East Topeka (NE), Historic North Topeka (N), Old Town (E)

Average Priority – These are stable/rising at-risk neighborhoods or declining out patient neighborhood areas of favorable health that will require either minor intervention or prevention measures to address a significant neighborhood need. Rising healthy neighborhoods may require some planning intervention to prevent incompatibilities. They should be treated on an as needed basis to ensure maintenance of their health.

Areas: East Topeka (SE), Elmhurst (N/E), Holliday Park (S), Oakland (Sardou), Old Town (W), Quinton Heights-Steele, Shorey

Low Priority – Neighborhood areas of favorable or optimal health conditions that are least in need of intervention. Public intervention in the form of funding subsidies is not expected except to respond to private market forces that compromise the quality of health.

Areas: East End, Elmhurst (remainder), Hi-Crest (NE), Hi-Crest (SE), North Topeka (remainder), Oakland (remainder)

(continued on next page)

ACTION PLAN

Sources of Funding

Community Development Block Grant Program Entitlement	\$2,388,000
HOME Program Entitlement	790,192
American Dream Downpayment Initiative	55,955
Emergency Shelter Grant Program Entitlement	87,754
Community Development Block Grant Program: Program Income	61,000
Community Development Block Grant Program: Reprogrammed Funds	250,000
Affordable Housing (CIP-GF)	200,000

Total Consolidated Plan Funding Amount **\$3,832,901**

Proposed Uses of Funding

Housing Development

Housing Infill Development	\$374,836
Existing Housing Rehabilitation	725,000
Homeownership Opportunities	385,955
Rental Rehabilitation	150,000
CHDO Housing Set Aside	158,037
Housing Rehabilitation Program Delivery	460,000
Total Housing Development	\$2,253,828

Economic Development

Commercial Development	\$200,000
Micro Business Loans	100,000
Total Economic Development	\$300,000

Community Development

Empowerment-Public Facilities	\$250,000
Housing Support -	85,000
Total Community Development	\$335,000

Services for Neighborhood Residents

Neighborhood Support	\$87,500
Social and Youth Services	200,000
Emergency Shelter Grant Activities	87,754
Total Services for Neighborhood Residents	\$375,254

Administration

\$568,819

Total Activity Funding Proposed

\$3,832,901

(Funding does not include rolled forward amounts)

CITIZEN PARTICIPATION

The City of Topeka is committed to involving Topeka citizens in the development of the Consolidated Plan. The goal of the City of Topeka's Consolidated Plan process is to identify all resources and actions necessary to bring about the improved health of Topeka's most needy neighborhoods while aiding in the prevention of at-risk conditions for healthier neighborhoods. The primary beneficiaries of these actions are low and moderate-income families. To that end, all citizens that hold a stake in improving the health of Topeka's neighborhoods have been included in the Consolidated Plan's creation. Steps taken include creation of the Neighborhood Element, two public hearings, and work sessions with the Community Development Advisory Council.

THE NEIGHBORHOOD ELEMENT PROCESS

In 1999, the City of Topeka and Shawnee County asked the Topeka-Shawnee County Metropolitan Planning Commission to update the existing Topeka Shawnee County Metropolitan Comprehensive Plan – 2010 for our region into a new “2025 Plan”. The Comprehensive Plan is a long-range guide for the future physical and economic growth of our region based on the goals and values of the community and includes elements such as growth management, transportation, economic development, parks and trails, Downtown and neighborhoods. The goal of the Neighborhood Element is to establish a policy framework for creating and sustaining livable neighborhoods city-wide through the strategic guidance of public and private resources. The Neighborhood Element creates a priority system to target resources toward critical need neighborhoods of the city referred to as “intensive care” or “at-risk”, while simultaneously sustaining favorable health conditions in other healthier neighborhoods. The Neighborhood Element was the first element of the new 2025 Comprehensive Plan to be adopted by Topeka City Council/Shawnee County Commission in July 2000. The Consolidated Plan is the primary implementation tool of the Neighborhood Element.

The process for the Neighborhood Element follows:

Policy Advisory Committee Established (August, 1999)—The Mayor appointed a 20-member citizen policy advisory committee comprised of representatives from neighborhood groups, banks, developers, home builders, community development corporations, realtors, schools, and social service organizations throughout the city. Metro Planning staff prepared a state of the neighborhoods report.

Committee Work Sessions #1 - #4 (August to October, 1999)—The Neighborhood Element Policy Advisory Committee formulated and endorsed a neighborhood health assessment, vision, goals, policies, and priorities. Metro Planning staff facilitated meetings, prepared the draft document and presentations for focus groups.

Focus Group Meetings (November, 1999) —Seven (7) focus group meetings were held to present the draft Neighborhood Element to neighborhood groups and stakeholders. Each focus group was asked to complete a survey reflecting what they thought were the priority activities for their neighborhood based on a limited amount of resources. Over 120 responses from 150 attendees were collected to form the basis of the recommended city-wide priority activities. A neighborhood group sponsored each meeting as described below:

- 1) Community Development Advisory Council (CDAC, 11/3/99)
- 2) Southeast Topeka Neighborhoods (Central Highland Park NIA, 11/8/99)
- 3) North Topeka Neighborhoods (NOTOMA, 11/8/99)
- 4) Housing and Real Estate Community (Topeka Board of Realtors, 11/9/99)

- 5) West/Southwest Topeka Neighborhoods (McAlister/Parkway NA, 11/17/99)
- 6) East Topeka Neighborhoods (East End NIA, 11/18/99)
- 7) Central Topeka Neighborhoods (TurnAround Team CDC, 11/22/99)

Committee Work Sessions #5 - #8 (December, 1999 to January, 2000)—The Neighborhood Element Policy Advisory Committee considered comments from focus group meetings and discussed actions steps and the implementation section in detail. The Committee endorsed final draft for public review.

Public Approval (February to July, 2000)—The draft document was presented to the Planning Policy Committee of the Topeka-Shawnee County Metropolitan Planning Commission and City/County departments for further review. The Planning Policy Committee recommended approval of the document with minor changes and forwarded it to the full Planning Commission for a public hearing on April 24. The Planning Commission made unanimous recommendation of approval to the local governing bodies. The public hearing was noticed to all focus group attendees/invitees, neighborhood groups, and newspaper/media outlets. A copy of the draft document was placed on the City's web page. On July 11, 2000, the Topeka City Council unanimously approved the Neighborhood Element with minor revisions. On July 20, 2000, the Shawnee County Board of Commissioners also unanimously approved the Neighborhood Element making it the first element of the new Topeka-Shawnee County Comprehensive Metropolitan Plan 2025.

Public Hearings /2004 Consolidated Action Plan

The first public hearing on needs assessment for the 2004 Consolidated Action Plan was held at the Topeka Performing Arts Center (TPAC), Hills Festival Hall at 6:00 PM on March 26, 2003. Six citizens, six H&ND staff members and two City Councilmen attended. The comments and questions received at the meeting included:

- More sidewalks are needed in East Topeka. Preferably concrete sidewalks, not brick.
- Vacant lots in East Topeka could meet the need for more children's parks.
- The older neighborhoods, especially East Topeka, need more housing infrastructure.
- More alley and street lighting is needed for safety and security.
- A traffic light is needed at Paramore and Topeka Blvd in North Topeka.
- The City needs to address the graffiti problem.

A second public hearing on needs assessment for the 2004 Consolidated Action Plan was held at the Salvation Army at 6:00 PM on May 29, 2003. Thirty-Seven citizens, seven H&ND staff members, one City Park & Recreation Department staff member and one City Councilman attended. The questions and comments included:

- The City needs to work toward full compliance of the fair housing laws.
- The City needs affordable, accessible and integrated housing.
- There is a need for increased funding for utility and down payment assistance for low-income renters.
- There is a need for increased funding for housing accessibility for persons with disabilities.
- More funding is needed for housing demolition.
- More funding is needed for housing rehabilitation.
- The City should help people clean up their yards and houses.

- Funding is needed to buy housing rehabilitation material for people wanting to improve their own homes.
- NIA's members should volunteers to help with housing rehabilitation of their neighbors in need.
- East Topeka needs more employment opportunities and public transportation.
- Funding is needed for Old Town NIA's "Grandpa's Garage" program, which encourages innovative ways for neighbors to help neighbors.
- The City should budget more funds for the Code Compliance program, including increased funding for house demolition and abandoned car removal.
- An increase in funding for affordable housing for homeownership, not rentals, is needed.
- Incentives should be given to landlords to rent to high-risk/ mentally ill citizens.
- More support is needed for high-risk citizen programs.
- A lease/purchase homeownership program is needed for low/mod income households.
- A beautification program is needed along East 6th Street.
- A youth program designed to have youth help older households is needed.
- The City needs to address low branches and trash on sidewalks in East Topeka.
- More rehabilitation funds are needed, so good older homes don't have to be demolished.

At the final public hearing on the proposed 2004 Consolidated Action Plan, held at the regular meeting of the Topeka City Council, August 12, 2003, thirteen citizens provided comments:

- The City should continue to support the homeless programs.
- The City should leverage private investment with City resources.
- Future City funding should be used to support the Fremont Hill Housing Development.
- CDBG funds should support the rehabilitation of homes in the City's NIA areas.
- Low/Mod Income City residents should make the decision concerning all Consolidated Plan programs through a citizen panel.
- HND administration and program delivery cost should be decreased and the funds transferred to NIA support.
- Increase the funding for the accessibility program. Reword parts of the 5-year plan to better represent the civil rights and needs of all citizens of Topeka.

WRITTEN COMMENTS/NEEDS

The City received four written comment sheets in connection with the needs assessment public hearings. The comments include:

- The deterioration of East Topeka streets needs immediate attention. The corridor of 6th to the Turnpike needs to be cleared of auto businesses.
- There is a need of a loan program for very small businesses.
- There is a need for a program to furnish rehabilitation material to homeowners who are able to fix their home but cannot afford the materials.
- There is a need for financial assistance, for the disabled with working dogs, to pay for tags, licenses, fees and emergency fees. More funding is needed for accessibility in the homes of disabled residents. There is a need for more information to be made available at more convenient location concerning the issues on the agenda of the City Council.

The City received seven letters as written comments for the needs assessment process. The comments include:

- The deteriorated corridor off 10th street toward the Capitol does not leave a good impression for new visitors and businesses, and needs immediate attention. A motel, visitor's center and housing are all needed in the area that will attract even more visitors with the opening of the Monroe School National Park.
- The Hi-Crest NIA area needs infrastructure to support new housing, a community center and childcare facility as part of the Botwin Company plan.
- Offenders, as they are released from prison, returning to the community and need safe, permanent and affordable housing. A partnership between the state and local agencies could refurbish abandoned properties using offender labor, and, at the same time, teach construction and related skills to these offenders as job training.
- The City needs to take an assertive role in its commitment to Fair Housing, Civil Right and Accessibility.
- The North Topeka area has many vacant lots that could be developed into owner occupied or lease-to-own newly constructed single-family homes.
- The City needs a 50% cost-sharing program with private enterprise for the rehabilitation of existing homes in targeted areas.
- The City needs a 50% cost-sharing acquisition and rehabilitation program with private enterprise to provide affordable rental properties for those residents whom do not desire home ownership.

CDAC INVOLVEMENT

The Community Development Advisory Council (CDAC) is established by City code to advise the Housing and Neighborhood Development Department concerning activities of the department relating to community development. A majority of the members must be of low or moderate income. Two representatives serve from each certified neighborhood improvement association and the Mayor appoints nine at-large members. The CDAC participates in the development of the Consolidated Plan at its monthly meetings and through a smaller committee that holds work sessions with staff to review and refine draft plans. The goal of this process is to recommend to the City Council a Consolidated Plan that has achieved a unified consensus among the public, CDAC, staff, and the Mayor.

SUMMARY OF WRITTEN COMMENTS

The following is a summary of the written comments received during the required thirty-day citizen comment period (7/4/04 to 8/4/03) and staff responses:

Betty Phillips, 3102 SE Humboldt

There was no line item for Housing Opportunities for Persons with AIDS as in the past. Is there no longer a need?

(Response: All housing programs are available to all Topeka's eligible citizens. The City's Youth and Social Service grant fund have been awarded to the Topeka AID Project in the current and prior years)

Inasmuch as HUD regulations, city code and bylaw of the Community Development Advisory Council indicate the people from the lower-income neighborhood, which are Neighborhood Improvement Associations, are supposed to make recommendations regarding how HUD funds are spent, HND's appointment of small, special committees dominated by City employees and upper-income residents, is illegal. The Community Development Advisory Council, which represents the

NIA's, is no longer allowed to make these recommendations, as in the past, and is not allowed to know how the affordable housing and other funds are spent.

(Response: HUD has approved the City's method utilized to select projects. HND follows the prescribed process for citizen participation and public input. The City Code requires the CDAC to make its recommendations to the director of HND)

I've been unable to obtain a copy of the Grantee Performance Report for 2002 or for a few years previous to that. Isn't the City Proud of the way its HUD funds are being spent?

(Response: The Consolidated Annual Performance and Evaluation Report (CAPER) is available during a 30 day public comment period before its submission to HUD for approval. After HUD's approval the report is available to the public at HND's office during regular office hours)

It's unconscionable that when the City uses HUD funds illegally that the poor are punished a second time by deducting that amount from future HUD funds.

(Response: HUD funds are not used to repay ineligible activities.)

The administrative /program delivery costs are too high, and there is too much secrecy in the administration of the City's HUD funds.

(Response: The City undertakes many projects, which requires staff for project administration and program delivery for the implementation of these projects. Well trained adequate staffing is integral to the success of the Topeka programs.)

Topeka's lowest-income residents are often victims of the Housing & Neighborhood Development Department and complaints are frequently met with indifference or imperious edicts.

(Response: HND is unaware of such complaints. HND staff tries to respond to all program participants with courtesy, respect and consideration.)

There is a lack of oversight of the City's rental rehab program, which I've heard only complaints about from the people who live near them. That program should be changed to a lease/purchase or homeownership program.

(Response: Rental programs are in great demand. However a lease purchase housing project is under consideration, as described in the demolition/reconstruction program.)

The Community Development Advisory Council (CDAC) appointed a Consolidated Plan Committee to review our initial proposed plan. The committee formulated six recommendations for enhancement of the plan, which focused around three areas of need: 1) Voluntary Demolition Program 2) Accessibility Program and 3) NIA Housing Enhancement Program.

(Response: Staff reviewed all comments and increased funding for the Voluntary Demolition and the Accessibility Programs.)

POLICY FOR CITIZEN COMPLAINTS

Any citizen who desires to file a formal complaint regarding the City of Topeka's Consolidated Plan should follow this policy:

1. The complaint should be submitted in writing and clearly explain the nature of the complaint including all pertinent and specific details surrounding the complaint. The person(s) filing the complaint should identify a contact person and include their mailing address and daytime telephone number.

The complaint should be sent to: Randy Speaker, HND Director
Housing & Neighborhood Development Department
707 South Quincy, 3rd Floor
Topeka, Kansas 66603

2. When practical, the City of Topeka will provide a written response addressing any such complaints. This response will be provided to the contact person (as indicated above) within 15 working days from receipt of the complaint.

NEEDS OF NON-ENGLISH SPEAKING RESIDENTS AND PERSONS WITH DISABILITIES

The City of Topeka encourages citizen input in the development, implementation and evaluation of this Consolidated Plan and will attempt to provide assistance as necessary in order to facilitate greater citizen involvement. If non-English speaking persons and/or persons with disabilities are in need of any assistance concerning this Consolidated Plan, they should contact the City's Department of Housing & Neighborhood Development. The City will determine and take the most appropriate and necessary actions in an effort to meet their needs. These appropriate measures may include using staff or contracting with individuals to provide interpretation or other requested services. When practical and feasible, these requests should be submitted in writing to the HND Office five (5) business days prior to needing the requested service.

SCHEDULE

The calendar for 2004 Consolidated Action Plan process is summarized below:

Date	Activity
3/26	Public Hearing on Needs at TPAC, 214 SE 8 th
5/29	Public Hearing on Needs at Salvation Army, 1320 SE 6 th
6/4	CDAC Consolidated Plan Committee meet
6/11	HND Staff meets with the Consolidated Plan Committee
7/2	HND Staff meets with the CDAC
7/4	Public Notice of the 30-day comment period published in the Metro News for the 2004 Consolidated Action Plan
8/4	30 day written Comment Period Ends
7/29	City Council Work Session Review of the 2004 Consolidated Action Plan
8/12	Consolidated Action Plan Public Hearing
8/19	City Council Adopts 2004 Consolidated Action Plan

- 11/15 HND Staff Transmits 2004 Consolidated Action Plan to HUD for Approval
- 1/1 2004 Program Year Commences

CHANGES TO THE CONSOLIDATED PLAN

Throughout the year, citizens will be notified via newspaper advertisement of any changes in the plan, performance reports or any substantial changes in a major activity's funding allocation. For this purpose, a substantial change is defined as the inclusion of any new major activity not previously described or any major activity with an increase of fifty percent (50%) or more in the allocation to that major activity. Citizens will be provided reasonable access to records during regular business hours.

Housing & Homeless Needs Assessment

HOUSING NEEDS

In 1990, 119,883 persons resided in the city as compared to 123,993 in 1998 for a net change of 3.3%. According to the pending Metropolitan Comprehensive Plan 2025, the growth goal for the region envisions a population increase of 90,000 people by 2030 with a 15,000 increase within the current city limits.

The addition of 15,000 persons would equate to a need of approximately 6,250 dwelling units added to the existing housing stock in the city. There are approximately 52,500 housing units in Topeka, 60% of occupied units are homeowners and 40% by renters. Nationally, owners occupy 64.2% of all households and 32.1% are occupied by renters. In Topeka those households that have incomes below \$35,000 have slightly more renters (16,926) than homeowners (16,612).

Poverty is projected to remain largely stable over the decade, but disproportionately affects children, female-headed families, persons with disabilities, and non-white families. Recent years have been marked by unemployment rates that indicate full employment (i.e. the unemployment that exists is due to normal job turnover, inadequate wage scales in some occupations and a mismatch between available jobs and worker skills). During the past decade the poverty rate increased from 9.3% to 12.3%, those affected being disproportionately children, female-headed families and non-white families who experience poverty at higher rates than adults, married-couple families and white families.

The Topeka Housing Authority manages 636 affordable rental units and uses federal funds to subsidize rental costs for an additional 998 households that occupy private rental units. An additional 100 households are on the public housing waiting list, while over 900 households are on the Section 8 waiting list.

CATEGORIES OF PERSON AFFECTED

A standard measure of housing affordability is paying 30% or less of household income for housing. As the following tables indicate approximately two-thirds of low and moderate income Topekans (22,015) have affordable housing and one-third (11,523) do not.

Low and Moderate Income Renters

Household Income	Total # of Renters	Paying ≤ 30% of income	Paying >30% of Income	% Affordable	% Unaffordable
<\$10,000	4,865	862	4,003	18%	82%
\$10,000-\$19,999	5,823	2,939	2,884	51%	49%
\$20,000-\$35,000	6,238	5,735	503	92%	8%
Subtotal	16,926	9,536	7,390		

Low and Moderate Income Homeowners

Household Income	Total # of Renters	Paying ≤ 30% of income	Paying >30% of Income	% Affordable	% Unaffordable
<\$10,000	2,327	907	1,420	31%	69%
\$10,000-\$19,999	4,685	3,253	1,432	69%	31%
\$20,000-\$35,000	9,600	8,319	1,281	87%	13%
Subtotal	16,612	12,479	4,133		

TOTALS	33,538	22,015	11,523		
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The Topeka Opportunity to Own (TOTO) Program, Cornerstone's Home Ownership Opportunity Program (HOOP), Topeka City Homes, Inc.'s rental program, and the partnership between the City and the Kansas Department of Corrections to utilize female inmates to do home rehabilitation have been recognized nationally as noteworthy affordable housing initiatives.

Local affordable housing program sponsors have had difficulty placing persons in some affordable units because of concerns about safety and security, accessibility, neighborhood infrastructure, and the quality of schools.

Very Low-Income Families (0 – 50% MFI) Facts

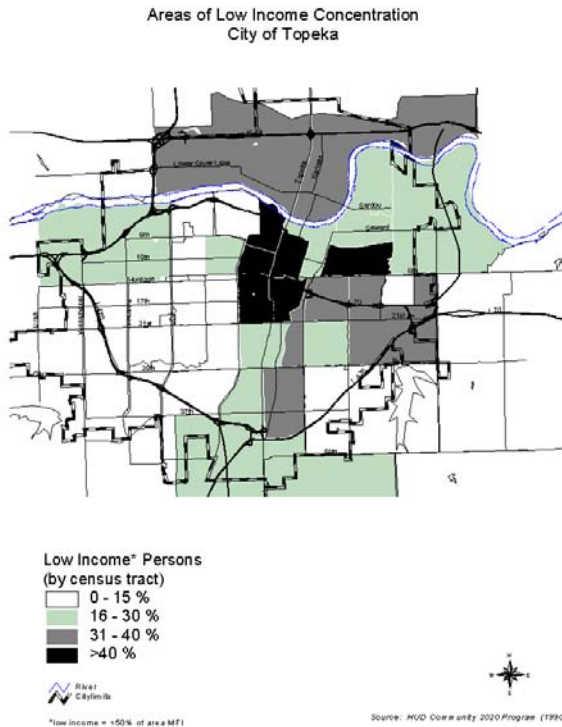
- The Topeka Housing Authority manages about 998 Section 8 units and has a waiting list of over 900 applicants. The very low-income households are given preference in the Section 8 program when they are severely cost burdened. The occupancy rate for the Section 8 program is 98%.
- Families in public housing are considered to have local preference when they expend more than 50% of their income for rent, live in substandard unit or are being threatened by development or eminent domain.
- There is a disproportionate share of very low-income minority owner households experiencing housing problems (76%) compared with all households in this income range (69%).
- The figures for rental units demonstrate a more equal balance in the market place. 76.1% of renter households below 30% MFI are experiencing housing problems is compared with 78% for minority renter households. This indicates that regardless of race, low-income families are having housing affordability problems.
- The housing assistance provided by government and non-profits is provided to minority households at a higher percentage (32%) than the 18% ratio of minority households in the City.
- The Section 8 program disperses low-income housing without regard to race throughout the City. The Section 8 units are in all nine city council districts.

Other Low Income Families (51-80% MFI) Facts

- There is a total of 10,132 households in the low-income range (51-80% MFI). Of that total, 4,760 are renters and 5,372 are owners. Twenty-eight percent of all renters in this group have housing problems. Tenants of 25% of rental units, or 1,190 units, pay more than 30% for housing plus utilities.
- Of the 5,372 owner units, 25% have housing problems compared to 28% for rental units. In addition, 24%, or 1,289 owner households, pay more than 30% of the gross monthly income for mortgage payments.
- The above-mentioned statistics indicate that as income increases the numbers and percentages of households with housing problems regardless of tenure type are equal.
- The percentage of all owner households with housing problems in Topeka is 14.5% as compared to 25.7% for minority households. In the low-income range (51 - 80%), the percentage of owner households with housing problems is 25.4% compared to all minority households at 32.4%.
- The above statistics show a disproportionate share of low-income minority owner households having housing problems than all households.
- Overall, the 4,760 renter households with incomes between 51 - 80% MFI (28%) have housing problems compared to 25% for owners.

Moderate Income (81 - 95% if MFI) Facts

- A few moderate-income families may need housing assistance, but incomes in the \$29,160 to \$34,200 ranges generally have sufficient funds to pay rent and utilities at \$729 to \$900.
- Of the total renters in this income group 1,591, or 4%, pay more than 30% of their income toward housing and only 1% pay more than 50% of their income for housing. Overall there are 19,236 rental unit and 30% have some housing problems.



- In the owner category overall of 30,603 households, 15% have some kind of housing problem. There are 2,937 households in this income group, of which 11% have some housing problem and 8% pay more than 30% of their income for mortgage and utilities. No households pay more than 50% of their monthly income for housing.

HOMELESS NEEDS

Topeka's network for identifying and aiding persons who are homeless is the Topeka Homeless Task Force (HTF). The HTF force is made up of agencies that provide shelter and social services to homeless individuals and families in Topeka. The homeless projections are based on historical data provided by the Topeka Homeless Task Force. The task force estimates a total of approximately 1,600 persons will experience homelessness in Topeka in a one-year time frame.

Needs of Sheltered and Unsheltered Homelessness

There are no statistical data available to determine the extent of homelessness by race and ethnic groups. The assumption is made that the homeless population is comparable to the population as a whole and that 18% of the homeless population is, therefore, minority.

The 2002 Continuum of Care (CoC), the HTF's plan for decreasing homelessness in Topeka, identifies the agencies dealing with the homeless. The total beds available for emergency shelter are 306. The need is for 434 additional beds. The total units available for transitional housing are 114. The need is for over 1,000 additional units.

There are many agencies that provide supportive housing assistance via the self-help concept for education, training, child care, health care, food provision, and housing until the family can accumulate enough cash from earned income to provide for rent plus deposit in a more permanent housing setting.

One significant barrier in transitioning a homeless person into rental housing is the requirement for significant utility deposits in order to secure gas, electric, telephone, water, sewer and other utilities. Very few providers are able to support homeless persons with this level of assistance.

Subpopulation

a. Severely Mentally Ill

The need relating to severely mentally ill people is twice the national average of one percent of the population because of the mental illness facilities located in Topeka such facilities include the Veterans' Administration hospital, Kansas Neurological Institute (KNI) and Menninger.

b. Alcohol/Other Drug Addicted Persons

Persons afflicted with alcohol and drug addiction would be referred to the appropriate agency. Examples include the Women's Recovery Center and the Substance Abuse Recovery Program (SARP). These agencies estimate the number of persons to have a serious and persistent alcohol or other drug addiction to be 200 persons.

c. Severely Mentally Ill and Alcohol/Other Drug Addictions

The Kansas Department of Social and Rehabilitation Services (SRS) estimates that half of mentally ill make up this population.

d. Domestic Violence

Persons fleeing domestic violence include primarily women and children, however incidents of male and elderly abuse also exist..

The Battered Women Task Force (BWTF) provides immediate intervention in domestic disturbance and provides temporary shelter for abuse victims. Currently there are 16 beds available. In 1997, the average stay was 11 days for 420 women and their children.

The BWTF also provides public education and awareness of the extent of domestic violence experienced in Topeka, and provides a support network of services to aid victims after the emergency.

e. Homeless Youth

The Kansas Children Service League (KCSL) emergency shelter for youth closed in 2001. SRS and KCSL estimated in the past that there were an 31 sheltered and 110 unsheltered homeless youth in Topeka.

f. Aids/Related Diseases

The incidence of AIDS occurring in Topeka has not reached crisis proportions (107 cases diagnosed since 1981) and support services exist in Topeka via the Topeka Aids Project. No facilities are planned specifically for this subpopulation.

Needs of Persons Threatened with Homelessness

The largest population of persons threatened with homelessness are those families who are attempting to pay rent in excess of 50% for their income. Families earning less than 30% of MFI are at the greatest risk of homelessness.

A local non-profit, Topeka City Homes, Inc., addresses the above-mentioned population by acquiring and rehabilitating units to be rented at affordable rents.

There are no plans by the city or the private sector to eliminate low cost housing because of small, medium or large-scale development.

OTHER SPECIAL NEEDS

Need for Supportive Housing

The primary supportive housing need exists in the elderly subpopulation. According to figures from the Topeka Shawnee County Health Agency, there are 700 frail elderly and 1,000 elderly persons needing supportive service and an additional 2,000 elderly in nursing homes.

There are approximately 10 privately owned Section 8 or Section 202 housing projects in Topeka that provide approximately 1200 units to persons over age 55 who are capable of independent living.

A secondary supportive housing need identified is the frail elderly. In addition to the services already mentioned, a new program via SRS called Community Re-entry Program will assist nursing home residents who reside in nursing facilities and wish to return home.

Public Housing Needs

The Topeka Housing Authority plans to replace or substantially rehabilitate all 636 public housing units over the next 10 years.

Lead Paint Hazards

The Shawnee County Health Agency serves Topeka and Shawnee County as a Federally Qualified Health Center. Primary care services are available for children and adults on a sliding fee scale and no one is refused service due to inability to pay. In 1998, the Agency performed 128 blood lead level tests. Fifty (50) of those tests revealed blood lead levels equal to or greater than the accepted standard of 10 micrograms (mcg). In addition, the Agency receives reports from private physicians' offices. In 1998, thirty-nine reports were received. All families with EBLs of 10 or above received education on prevention strategies and families with levels at 20 mcg, or above were offered the opportunity of a home lead investigation by certified staff. Additionally, housing staff provides families letters and booklets on lead poisoning.

The vast majority of the lead cases are located in the older neighborhoods that are within the community development target area. According to census data there are 4,100 preschool children within our community development target area. Thus using the federal government estimate that 10% of all preschoolers have blood lead levels high enough to warrant concern approximately 410 preschoolers are affected by blood lead levels within our community development target area.

Housing Market Analysis

GENERAL CHARACTERISTICS

The City of Topeka is the capital of Kansas and the county seat of Shawnee County. Topeka population is 122,377 according to the 2000 Census. The city's government is a strong Mayor/Council form with the Mayor elected at-large and the City Council elected for four-year terms from nine geographical districts. The City of Topeka, as a unit of government, provides a wide range of services including police, fire, health care, recreation, community and economic development, and water and sewage treatment. The annual budget for fiscal year 2004 is \$160.6 million dollars. The City employs approximately 1303 full time equivalent persons.

In Topeka most of the residential growth has occurred in the area along Wanamaker Boulevard in western Topeka. Over the last ten years this corridor has captured more than half of the county's single-family development and more than 70 percent of the county's new multi-family development. The City's inner-city neighborhoods, on the other hand, sustained a net loss of over 200 units.

According to building permit information from the Topeka/Shawnee County Metropolitan Planning Agency from 1990 to 1995, a total of 3,603 housing units were built west, southwest and south of the city of Topeka and only 416 housing units built within the community development target area. 10.4% of the housing units built between 1990 and 1995 were built in the community development target area.

According to census data between 1970 and 1980 total housing units increased from 43,700 to 51,556 for an increase of 7,856 units or an 18% increase. Between 1980 and 1990 total housing units increased from 51,556 units to 57,830 for an increase of 6,274 units.

According to the 1990 census data book (hereafter "data book") supplied by HUD 10,631 of the city's 49,936 occupied households were constructed before 1940 (21%). Very low-income persons occupy Seventy-five percent of the rental units and very low-income persons occupy 65% of the owner units. 25,237 housing units were built before 1960; 50% of the occupied housing units in Topeka were built before 1960.

Owner-occupied units as a percentage of all units occupied have decreased since 1970. Owner-occupied units accounted for 62.9% of all occupied units in 1970 or 26,418 units. In 1980 the percentage dropped to 62.2% or 28,788 units and in 1990 owner-occupied units accounted for 53.3% of all units occupied or 26,603 units.

Housing units lacking complete plumbing as a percentage of all units has decreased steadily since 1970. In 1970 1,202 housing units or 2% lacked complete plumbing. In 1980 the percentage dropped to 1.4% or 718 units. In 1990, 0.3% percentage or 163 units lacked complete plumbing.

Housing units with more than 1 person per room, as a percentage of all occupied units decreased steadily since 1970. In 1970, 5.6% or 2,364 occupied units were overcrowded. In 1980, the percentage of overcrowded units dropped to 2.1% or 984 occupied units.

According to the 1990 census, there are a total of 7,894 vacant units in Topeka. Of these 3,166 for sale, rent or used seasonably. A large portion—2,795—vacant units are within the community development target area.

The mean housing sale price in Topeka was \$46,068 in 1980 as compared to \$64,427 in 1990. Housing prices range from real bargains \$10,000 - \$12,000, which are substandard, to very expensive (\$300,000 to \$400,000) large family homes. The data book showed 49,936 occupied housing units and 7,894 vacant units for a vacancy rate of 15%.

Over the past decade, the Topeka regional economy has exhibited relative stability. Overall employment in the City grew by a total of 7.3% nearly 25% of the employment in the city is in government. Housing sales prices in the city have remained generally stable, with increased average sales prices keeping pace with the rate of inflation.

TRENDS

In 2000, 122,377 persons resided in the city as compared to 119,883 in 1990 for a net change of 2.1%. According to the City's comprehensive metropolitan plan 1990 - 2010, the city's population is estimated to be 127,336 by 2010.

The addition of 7,453 persons would equate to a need of approximately 3,105 housing units, many of which would be provided using the existing 1990 vacant units and units provided by the Topeka Housing Partnership, Inc. affordable housing program.

The areas of Minority and Low-Income families are defined in the following manner:

- **Racial/Ethnic Concentration**—Census tracts where minorities exceed 40% of the population.
- **Low Income Families Concentration**—Census tracts where more than 50% of the households have incomes below 80% of median.

General population (Trends) Household, Racial & Ethnic Characteristics

- Topeka's 2000 Census population is 122,377. The city's population grew 2.1% from 1990 to 2000.
- There are 49,936 occupied housing units and 7,894 vacant units as per the data book. A number of the vacant units cannot be rehabilitated and will be removed from the housing market via city demolition program.
- The following shows the racial and ethnic characteristics of the total population as per the data book.

White (non-Hispanic)	Black (non-Hispanic)	Hispanic (all races)	Native American	Asian/Pac Islander	Other (non-Hispanic)	TOTAL
98,129	12,459	6,930	1,369	881	115	119,883
81.8%	10.3%	6.0%	1.0%	0.8%	0.1%	

The only census tracts where minority/ethnic races exceed 40% and where over 50% of the families are below 80% of the median income are census tracts 2, 3, 11, 12, 14.

PUBLIC AND ASSISTED HOUSING

The Topeka Housing Authority has 636 public housing units of which 374 are 0 - 1 bedroom, 154 are 2 bedroom and 108 are 3 or more bedroom units. The physical and management needs assessments prepared by the housing authority are on file with the Topeka Housing Authority and are available for public review at those locations. The housing authority has three family projects and four elderly/disabled projects.

The Topeka Housing Authority manages 998 Section 8 housing certificates and vouchers. The program is used exclusively by families living in market-based housing.

The occupancy rate is currently 95%. No city-owned or leased units exist in this program, therefore no units are expected to be lost from the current inventory.

Other assisted housing in Topeka includes: 540 Section 202 units; 454 Section 236; and, 395 other HUD-assisted units. An example of this type of unit is Century Plaza.

There is approximately a total of 3,236 HUD assisted units in Topeka. 1,298 or 40% assist the elderly and the 1938 additional units, or 60%, assist families. The HUD assisted units by bedroom size are as follows: 239-0; 1,265-1; 845-2; 488-3; 78-4; and 321 units are not applicable to bedroom size.

HOMELESS FACILITIES

The Topeka Homeless Task Force prepared an inventory of facilities and services for the homeless and persons threatened with homelessness. See the appendices to this document to find the available services by target population, emergency shelter and transitional housing available and the number of beds or units needed.

Other agencies supported by the city provide services to the homeless and those threatened with homelessness. Community Action provides case management program to meet the needs of the homeless population. A homeless specialist works directly with homeless individuals staying at the Topeka Rescue Mission. Each client is provided with on one-to-one, personalized assistance to ensure that the best possible solutions for his/her needs are explored. The program does the following:

- identifies and assists homeless person in finding emergency shelters
- helps to address medical and nutritional needs
- provides transportation to clients involved in job searching
- coordinates with other human service agencies as needed
- provides guidance in finding employment

To receive assistance a client must be homeless, nearly homeless or in danger of becoming homeless. The client must also have an income below 125% of the federal poverty line and must be willing to make changes toward a better quality of life.

Case management allows low-income families to overcome the barriers of poverty and gain the skills necessary to become self-reliant. Other case management of services programs include the elderly outreach program which identifies the isolated elderly and assists them in accessing necessary programs and services.

The Discovery Group program provides training and support via a group setting to share experiences and success stories and understand common and often feared bureaucratic information.

Other social and youth service agencies supported by the city provide child-care and other emergency services. The agencies include Big Brothers/Big Sisters, YWCA, Topeka Day Care, Red Cross, and Let's Help, which provides a soup kitchen for the homeless and near homeless.

Housing and Credit Counseling, Inc. provides homeless prevention counseling through tenant-landlord counseling and consumer credit counseling both directly with consumers as well as in partnership with other service providers.

SPECIAL NEEDS FACILITIES & SERVICES

- In 1993, Contemporary Housing Alternative of Topeka, Inc. built 8 units to serve persons with Alzheimer's disease and 8 additional units were recently completed.
- The Women's Recovery Center services on the average 300 persons per year and 25% of those are homeless. The residential drug alcohol facility provides 3 meals a day to residential clients and outpatient clients and children. The facility is for women and 50% unaccompanied adult women. 90% of the persons served are persons in single-parent families with children. The following treatment and services are provided on site. Treatment for drug and alcohol abuse and mental and other health problems, food and meals, storage of personal belongings, showers, laundry, mail drop, clothing, job counseling, life skills, child care, early childhood education.
- The Women's Recovery center is a non-profit organization that serves persons below 50% of the area median income. The racial/ ethnic composition of their clients are 51% white, 37% black, 3% Hispanic, 3% Native American. The center focuses on homeless with disabilities, families with children, persons with aids, and non-homeless persons with disabilities (drug, alcohol).
- The Independent Living Agency provides training to foster care youth transitions into apartment living. Referred youth are tested to assess their life skill level. Training is provided in 10 life skill areas and coordinated with community resources. The agency serves clients below 50% of the area median income. The racial composition of their clients is 53% white, 37% black, 3% Hispanic, and 2% Native American. On the average 300 persons annually use the services offered. Their primary service is providing life skills (budgeting, planning, etc.).
- Sheltered Living, Inc. is a non-profit agency which provides essential residential, social, vocational services for adults with developmental disabilities. The clients served have incomes below 50% of the area median income. The racial/ethnic composition of their clients is 83% white, 13% black, 3% Hispanic. The agency serves 256 people.
- The Topeka Aids Project, Inc. is a non-profit agency that serves people with HIV infection with social, medical, educational and legal services. The clients served have incomes below 50% of the median income for the area. The racial/ethnic composition is 80% white, 18% black, 1% Hispanic and 1% native American. The agency provides services only it doesn't have a facility.
- Valeo Behavioral Health is a non-profit agency that provides assistance to long-term mentally ill. The nine case managers have direct contact with people to insure that basic needs such as housing, food, financial assistance and medical/mental health are being met. Once the clients obtain housing, the case managers provide budgeting, cooking, and house-keeping services. The agency serves persons who have incomes below 50% of the median for the area. The racial/ethnic composition is 80% white, 13% black, 2% Hispanic and 5% Native American. The agency services approximately 80 persons on an average day. The following services are provided on site: treatment for drug and alcohol abuse, food and meals, storage of personal belongings, mail, clothing, job counseling, education and training and transportation.
- The center received a grant from the state in the amount of \$691,000 per year for five years. The new program is called "Access to Community Care and Effective Services and Supports" or ACCESS. It is estimated that 1/3 of the homeless suffer from persistent mental illness and about half that group

has an alcohol or drug abuse problem. The program will integrate the available services among various agencies.

- The Legal Aid Society of Topeka provides legal assistance to persons below 50% of the area median income. The racial/ethnic composition of the clients is 67% white, 13% black, 4% Hispanic, 1.5% Native American, 0.5% Asian. The services offered focus on the following populations; elderly, frail elderly, homeless with disabilities, families with children, and persons with Aids. The agency received a HUD Supportive Housing Grant to alter the lives of homeless adults by preparing them for education, work, and self-reliance. The program is modeled after the successful Boston Moving Ahead Program (MAP).
- The Community Action Agency offers a full range of services and programs that are designed to help low income persons to deal with the causes and conditions of poverty. The agency focuses on the following populations with special needs: elderly, frail elderly, and families with children. The clients served have income below 50% of the median for the area. The racial/ethnic compositions of their clients are 51% white, 42% black, 4% Hispanic and 2% Native American.
- Housing and Credit Counseling, Inc. provides counseling and education programs in the areas of tenant-landlord, pre-purchase, mortgage default, budgeting, debt repayment and negotiation and wise use of credit. Over 11,511 clients are served each year, most of them under 80% of median income, with outreach targeted at disadvantaged populations. The agency is certified by the National Foundation for Consumer Credit and is certified and funded by HUD as a Comprehensive Housing Counseling Agency.
- Let's Help, Inc. a non-profit agency provides food and meals, rent and utility bills to assist families who have not received assistance for low-income families.
- Doorstep, Inc. a non-profit agency provides payment of utility bills to families who have not received assistance during the previous years.
- The Papan's Landing Senior Center identifies elderly and frail elderly in need of meals, medical, legal, transportation and living skills assistance (PLSC) is located in North Topeka and serves approximately 40 to 60 persons per day.
- The LULAC Senior Center identifies senior citizens in need of services. The center provides transportation to medical appointments, shopping, legal aid and recreation facilities. The center serves approximately 20 - 30 persons per day.
- El Centro is a non-profit agency that provides translation for Hispanic elderly clients. The agency also prints a job bulletin, refers clients to housing agencies, and assists clients through the immigration process. Catholic Social Service through volunteers provides shopping transportation and house cleaning services to the elderly. Catholic social services serves approximately 720 elderly per year.
- The Topeka Shawnee County Health Department through its Adult Field Services provides services to maintain or improve the health and quality of life for chronically ill and or elderly residents of Topeka.
- The volunteer program assists clients receiving any of the Adult Field Services. The volunteers provide companionship, transportation, minor home maintenance chores, nutritional shopping tasks and respite for caregivers.
- The Home Health division of the department provides nursing, home health aide service, physical, occupational, and speech therapies and social work for homebound residents of the City. Those served have illness that requires traditional home care for short and long term health problems, care for the terminally ill and special needs for those individuals receiving hi-tech services such as IV

medication. 48% of the persons receiving care under the Home Health Division were persons 80 years of age or older.

- The Health Department also provides nursing evaluations, health counseling, illness management at a clinic held at public housing elderly high rises.
- Project Access, a case management service, is also offered at the health department. The program assists frail elderly who suffer from an accumulation of health, social, economic, environmental and functional conditions which threaten independence. Nurses and social workers visit in the home to complete a comprehensive assessment of needs and resources and provide long-term follow up as needed. In 1996, 3,125 persons were served 3,000 visits were made and 57% of the clients were 75 years and older.
- Home Care Assistance is also provided by the health department. This program provides personal care and homemaking services. In 1996, 353 persons were served and 12,504 visits were made and 67% of the clients were over 80 years of age.

BARRIERS TO AFFORDABLE HOUSING

As a tool to address barriers to affordable housing the City of Topeka created a Neighborhood Revitalization Program (NRP) using state statute, an area within the city that provides an opportunity for property owners to receive a rebate of the incremental tax increase that results from improvements to the property. This program has been renewed by the Topeka City Council on two occasions and is currently in force.

Eligible property owners, both single family and commercial and industrial, within the NRP may receive a rebate of 95% of the increase in taxes resulting from improvements to the property. The 1995 and 1996 programs resulted in 55 applications for rebate for residential properties and 41 applications for commercial and industrial structures. The estimated cost of improvements for residential properties was \$1,212,869 and \$15,725,871 for commercial and industrial structures. Included in the residential applications were 13 applications for new construction totaling \$589,675 and \$623,194 for rehabilitation and renovation by homeowners, non-profit organizations and local developers.

Most major taxing entities participate in the Neighborhood Revitalization Program. The potential tax on improvements made in 1995 is estimated at \$581,645. The rebate program provides that qualifying properties will be eligible for rebate over a ten-year period. The program has proved successful in some 13 commercial structures primarily in the core downtown business area have undergone renovation, and 12 new structures have been started due to the availability of the rebate.

FAIR HOUSING

The City of Topeka's Department of Housing and Neighborhood Development, with assistance from the City's Human Relations Commission, developed an Analysis of Impediments (A of I) to Fair Housing Choices which was submitted and accepted by HUD in conjunction with the City's five year (2001-2005) Consolidated Plan. The City summarizes the actions taken to affirmatively further fair housing in the narrative statement of the annual Consolidated Annual Performance and Evaluation Report (CAPER).

Neighborhood Wellness Strategy

When there is order and predictability of public decisions and spending, the private sector can have confidence in the city and its policies about development

--Alexander Cooper, New York City Battery Park Designer (1997)

When it comes to investing or re-investing in any urban neighborhoods, there are a number of individual actions and budget decisions made every month by local governmental bodies that act as a *de facto* policy guide for neighborhood development. They include:

- land use planning/zoning
- economic tax incentives
- capital improvements
- staffing and operations
- code enforcement
- consolidated plan budget (CDBG, HOME, ESG)
- school programs
- grant applications

These decisions have the ability to drive private market investment decisions (i.e., household and business locations). For example, a neighborhood zoned for multi-family will generate less “market” demand for homeownership. Urban neighborhoods with no sidewalks, curbs, and gutters or lack of quality school options generate less “market” demand for housing. Without a stable residential and institutional base, desired commercial, social, and infrastructure services are slow to follow if not impossible. When market forces are unbalanced in a neighborhood (i.e., supply far outpaces demand) a whole host of social ills begin to fester—environmental degradation, crime, concentration of poverty, educational malaise, apathy, etc.—and the downward spiral escalates.

But how predictable are these public decisions? How orderly can they be? How can public policy for fiscal and human investment be used to shape desirable futures for a neighborhood and its stakeholders? Recognizing that neighborhoods come in all shapes and sizes, different policies or strategies are needed because of their conditions, character, and values that are embodied in individual neighborhood plans. When these micro-policies are balanced and coordinated with community-wide objectives for the city as a whole, all passengers on the boat move forward at full and deliberate speed. The following vision, goals and policies lay out an ideal framework to make all Topeka's neighborhoods healthy while the action steps and implementation objectives put forth some preferred alternatives of how to get there with predictability over the next five years.

NEIGHBORHOOD HEALTH

This section describes the conditions of neighborhoods in greater detail by using neighborhood/medical patient analogy. Just as a patient’s temperature and blood pressure are checked as basic indicators of health, “vital signs” can be used as a snapshot of the neighborhood’s current health at a given moment of time. They are a starting point to measure the symptoms a neighborhood may have and to what extent they are occurring. More detailed problem identification is performed during neighborhood planning exercises, but their vital signs give us a basic measure of how we should allocate our resources for treatment much like a triage system.

Health ratings and vital sign measurements do not necessarily correspond to established or known neighborhood boundaries. For now, “neighborhoods” have been defined by Census block group boundaries to make data collection consistent and comparable at a neighborhood-scale. Vital sign

measurements are generalizations, or averages, for one or more neighborhoods and do not necessarily depict the precise health for individual blocks within a neighborhood.

Poverty (1990 U.S Census)—High concentrations of poverty have become one of the most reliable indicators of performance in school, crime rates, family fragmentation, job readiness, housing conditions, etc. Neighborhoods with higher concentrations of poverty are generally underserved by commercial services because they are perceived as having less buying power. Relatively few block groups have poverty levels exceeding the City’s average (12.3%) in 1990. The most extreme levels (40%+) occur within the Monroe, East Topeka North, and East Topeka South areas.

Public Safety (1996-98, Topeka Police Dept.)—Public Safety, as measured by number of Part I crimes reported for the last three years, is a symptom indicating the local environmental conditions conducive to crime and how well a neighborhood is organized to prevent crime from occurring. Areas with business or commercial districts should expect higher crime levels than those areas that are primarily residential neighborhoods. Above average crime levels are concentrated in areas such as Highland Park, Central Topeka, and along I-470. High levels are concentrated in East Topeka North, Hi-Crest, and several neighborhoods in Central Topeka.

Residential Property Values (1998, Shawnee County Appraisers Office)—Property values are in part a reflection of the quality of housing supply and the image of a neighborhood. School choices, perceived safety, protection from more intensive development, etc. can all combine to ultimately affect a household’s decision to buy a house or rent in a given area. Residential property values are highest in areas west of Fairlawn and southeast of the Kansas Turnpike Authority/I-335. Low property values are most noticeable in the Historic North Topeka, Hi-Crest and East Topeka North/South areas. The median value of a house purchased in Shawnee County was \$79,000 in 1998.

Single Family Housing Tenure (1998 Shawnee County Appraisers Office)—The percentage of homeowners residing in a neighborhood can be an indication of the willingness (or ability) to invest in the area. The most relevant measure of this is how many single-family dwellings are owner-occupied since these homes were built for individual ownership. The percentage of homeowners residing in single-family dwellings will indicate the level of investment confidence in the neighborhood. A simple comparison between percentage of owners vs. renters is not as relevant. Block groups with a low percentage of single-family housing have been excluded from the analysis. The central portion of the City exhibits the lowest homeownership levels, including the Holliday Park, Tennessee Town, Old Town, and Chesney Park neighborhood areas.

Boarded Houses (1998-99 Code Compliance Services)—A boarded-up house is a critical symbol for distress in a neighborhood. This drastic step may signal a house is not worthy of rehabilitation by the owner or has become a victim of vagrants and criminals. It is one of the most, if not most, evident physical displays that will undermine confidence in an area for investment and precipitates a downward spiral for the block and/or neighborhood. Of course, it may also ultimately represent a good value for rehabilitation by savvy investors.

Neighborhood Health (composite)—Each vital sign has four rating levels that were assigned points ranging from most desirable condition (4 points) to least desirable condition (1 point). For example, a Census block group that scored in the most desirable level for all vital signs would have received a total score of 20 points. This total was then averaged (divided by 5) and broken down into the following health classifications as determined by a “natural breaks” statistical method:

- Healthy (3.3 - 4.0 averages)
- Out Patient (2.7 - 3.2 averages)
- At Risk (1.9 - 2.6 averages)
- Intensive Care (1.0 - 1.8 averages)

Healthy neighborhoods are almost exclusively outside the Interstate highways to the west, southwest, southeast, and north. On the other extreme, Intensive Care areas—those neighborhoods that need immediate and substantial attention—are largely concentrated east of SW Washburn Avenue in Central Topeka, within the East Topeka North/South areas, and the Hi-Crest area west of SE Adams Street. Surrounding these areas are At Risk block groups illustrating the need for attention before they succumb to a more serious intensive care classification. Lastly, Out Patient neighborhoods/block groups should exhibit a need for minor isolated treatments, but that are relatively healthy.

STABILITY INDICATORS

Whereas “Vital Signs” tell us the current static condition of a neighborhood, “Stability Indicators” will tell us whether or not the condition of a neighborhood is getting better or worse. They detect trends over a period of time related to the desirability of a neighborhood, namely whether people or families are investing in the neighborhood. They are dynamic and measure change.

It is critical to understand where a neighborhood is in its life cycle – an at risk neighborhood may either be on the cusp of improving to out-patient status, maintaining a status quo condition, or dropping faster than a speeding bullet on its way to intensive care status. Depending on where they are on this scale will help determine appropriate treatments and/or how much treatment is needed. The following five indicators have been used to measure an area’s stability:

Population Change (1980-90, Census)—Typically, there is no better indicator for the judging the stability of an urban neighborhood than whether or not people are coming or going. A loss in population is a leading indicator of more serious neighborhood social, economic, and physical ills to follow. Since most urban neighborhoods are generally built-out, an increase in population is not expected unless a neighborhood has bottomed-out and has experienced significant in-fill development.

New Residential/Demolition Ratio (1990-97, Development Services and Metro Planning)—This indicator measures how many new residential units were constructed vs. demolished for a neighborhood. Housing unit growth, or lack thereof, closely parallels population change as a basic measure of stability. It will indicate the declining/inclining condition of housing stock and whether or not the housing was replaced.

Median Residential Sale Price (1990-1998, Topeka Board of Realtors)—Actual sale prices are the most compelling indicator for market value and subsequent demand to live in an area. This value is a reflection of all factors that go into making location decisions and is a better indicator of areas undergoing revitalization through rehabilitation of the housing stock. The values have been put into real dollars (i.e., 1998 values) to determine their relative increase or decrease. However, the data is somewhat limited at the neighborhood-level since they are measured at the larger Census Tract levels.

School Attendance Rates (1995/96-1998/99, Unified School Districts)—Healthier neighborhoods should correspond to healthier public schools which is a direct result of participation in school as measured by attendance or drop-out rates. The more stress placed on a child’s learning environment outside the classroom, the greater the odds the school will need to spend more time on issues not

related to education. A productive learning environment is a responsibility of the home, neighborhood, and school and attendance rates measure their performance.

School Enrollment (1996-2000, Unified School Districts)—School enrollment figures should generally mirror neighborhood population and have similar meanings – are people leaving or moving into the neighborhood. However, because 1990 Census data for population is somewhat outdated, recent school enrollment figures can be used to forecast population changes during the 1990s and balance out the “population” indicator. School enrollment data is based on elementary school enrollment beginning in 1996 when three new schools (including two magnet) were built and several other schools closed in USD 501.

REVITALIZATION POTENTIAL

Assessing a neighborhood’s revitalization potential is another important consideration to make when identifying and targeting areas for revitalization. It should not, however, be the only consideration. Concentrating revitalization efforts only in blighted areas that have significant revitalization potential can result in the diversion of attention away from areas with significant economic, social and physical needs. Still it is important to look beyond existing neighborhood health and stability and examine neighborhood opportunities, assets and strengths. These come in various forms. Some examples include:

Strengths:

- Social relationships within the neighborhood - A neighborhood with strong community ties and the ability to present a “united front” increase the chances of successful revitalization efforts.
- Social/institutional relationships outside the neighborhood

Opportunities:

- Adjacency to stronger and more stable neighborhoods – Opportunities for greater revitalization impact can be found where a severely distressed neighborhood is adjacent to another distinctively healthier neighborhood. Returning market forces to a distressed and unstable area is made much more feasible when it is “anchored” to a strong and stable source.
- Vacant Lots - Vacant lots can present an opportunity for redevelopment. Many of Topeka’s more distressed neighborhoods contain a preponderance of vacant land as dilapidated structures have been razed. These vacant tracts of land often comprise large areas that present opportunities for large-scale redevelopment projects.
- Significant public/private investment in the neighborhood - An example is the renovation of the former Union Pacific Depot into the Great Overland Station museum in Historic North Topeka, involving millions of public dollars. A project of that magnitude can create momentum for economic revitalization if the community and local businesses can capitalize on that investment.

Assets:

- Historic Character - A large number of historically significant structures, particularly if the renovation of some of those structures has already begun, can be a unique neighborhood attribute. This allows a neighborhood to distinguish itself by creating a singular identity that can be used as a tool to market the neighborhood.
- Intact infrastructure - Quality infrastructure can significantly increase the attractiveness of an area for new development. The need to repair or construct sidewalks, gutters, storm sewers and streets may inhibit the successful revitalization of an area.
- Institutional “anchors” (libraries, churches, schools)
- Access to public amenities - Close proximity to schools, parks, public facilities, public transit, employment centers and shopping can create a favorable environment for residential development. The traditional pedestrian oriented design that is found in many older neighborhoods can present an attractive alternative to suburban living

PRIORITIES

It is the general contention of this plan that the City of Topeka is primarily in the business of building neighborhoods, not houses. If our resources are only used to help individuals without helping to build the support system around them, are we really doing them a service? Neighborhood investment should help families succeed and not fail. The following re-investment priorities are intended to give weight to successful development of a neighborhood while also ensuring that resources can be used to support individuals and programs that cross neighborhood boundaries. The Neighborhood Element Scorecard quantifies a weighting system that can be used to measure projects and programs against the priorities outlined below.

NEIGHBORHOOD PRIORITY AREAS

Treatment for neighborhoods should be based on a “continuum of care” approach. Those neighborhoods that are most distressed (intensive care) require the most intervention and therefore, will require sizeable resources and attention. But if all relevant resources are devoted to an intensive care area, an at risk neighborhood or an unstable out-patient neighborhood may fall prey to blighting influences themselves. To avoid “pushing the blight around”, a four-pronged approach, or continuum of care, should be employed (the neighborhoods below are not inclusive of all neighborhoods in Topeka):

High Priority – These are neighborhood areas that have the poorest health or that are rapidly declining, but that can be revitalized through moderately aggressive intervention over a short period of time due to substantial revitalization activity or potential.

Areas: East Topeka (Abbott), East Topeka (Scott), Hi-Crest (W), Historic North Topeka (S), Holliday Park (N), Monroe, South Topeka, Tennessee Town, Ward-Meade, Downtown

Above Average Priority – These are declining or rapidly declining at risk/intensive care neighborhood areas that have the poorest health that will require significant stimulus and major intervention over a longer period of time. Because of the magnitude of poor health conditions or the lack of substantial revitalization activity/potential, they should act as a secondary top priority.

Areas: Chesney Park, Central Highland Park (E), Central Highland Park (W), Central Highland Park (N), East Topeka (NE), Historic North Topeka (N), Old Town (E)

Average Priority – These are stable/rising at-risk neighborhoods or declining out patient neighborhood areas of favorable health that will require either minor intervention or prevention measures to address a significant neighborhood need. Rising healthy neighborhoods may require some planning intervention to prevent incompatibilities. They should be treated on an as needed basis to ensure maintenance of their health.

Areas: East Topeka (SE), Elmhurst (N/E), Holliday Park (S), Oakland (Sardou), Old Town (W), Quinton Heights-Steele, Shorey

Low Priority – Neighborhood areas of favorable or optimal health conditions that are least in need of intervention. Public intervention in the form of funding subsidies is not expected except to respond to private market forces that compromise the quality of health.

Areas: East End, Elmhurst (remainder), Hi-Crest (NE), Hi-Crest (SE), North Topeka (remainder), Oakland (remainder)

Neighborhood Priority Areas			
<i>Neighborhood "Health"</i>	<i>Neighborhood Stability</i>		
	<i>Rising</i>	<i>Stable</i>	<i>Declining</i>
<i>Healthy</i>	Average	Low	Low
<i>Out-Patient</i>	Low	Low	Average
<i>At Risk</i>	Average	Average	Above Average High (if rapidly declining w/ revitalization potential)
<i>Intensive Care</i>	High	High	Above Average High (if revitalization potential)

GEOGRAPHIC FUNDING PRIORITIES

As adopted by the neighborhood element of the comprehensive plan, the goal is to commit at least 50% of annual consolidated plan funding for neighborhood development activities into high priority neighborhoods. Neighborhood development is defined as any combination of housing, economic, or capital investment that substantially leverages outside resources to advance the long-term revitalization of a neighborhood or portion thereof.

At a minimum, the total funds spent for housing development in high priority areas identified will be as indicated during a five-year period. With minor exceptions, spending in these areas will be concentrated in multi-block areas that have been strategically identified through a neighborhood/area plan process for multi-faceted housing in-fill development and rehabilitation. Efforts will also be made to substantially accelerate housing activities in one or more high priority neighborhoods in 2002 by drawing on unspent funds.

On a cash basis, spending over a five-year period cannot be accelerated in one area without taking funds away from another. This situation is different. CDBG grantees can have up to 1.5 times their annual CDBG allocation on hand at any time in order to cover cash flow needs and to smooth out spending on larger projects. Topeka will draw on its unspent funds to ensure that no identified high priority area gets less than the total amount of funds allocated for the five years of the plan. It is not anticipated that the total dollars available for use in the area or areas selected for accelerated housing activities will be spent in a single year, but it is likely that most of these funds will be utilized in two or at most three years.

Land acquisition for housing development is a straightforward but controversial matter when governing bodies utilize their eminent domain power. Assuming that minimum legal requirements are met it is possible to identify and pursue development in any area of the governing body's choosing at the pace of their choosing. In contrast, the development projects contemplated in this plan will involve voluntary sellers and this is substantially more complicated and problematic. This

will necessitate that efforts be made to explore a variety of development possibilities simultaneously as it will not be possible to predict in advance where voluntary development will be feasible. This will involve identifying development options and require that these options be explored in detail to determine the type and scope of development possible. When one or more development packages and related options are assembled or substantially assembled the results will be brought to the City Council for approval of specific target areas, development options, and development activities.

Successful neighborhood housing development initiatives necessarily involve many partners, funding from multiple sources, agreements and decisions made on the spot, and some risk. City staff can support and monitor this activity but they cannot drive it. It is anticipated that key aspects of this work will be done under a performance contract or contracts.

Activity Priorities

Priorities were established for two broad activity groups—*Neighborhood Development* and *Services for Neighborhood Residents*. Each group is separated into housing and non-housing activities as described in the charts below. Neighborhood Development pertains to activities that impact the health of neighborhoods and should follow the neighborhood priority areas. Neighborhood Development priorities are based on the results of citywide Focus Group meetings held in November 1999. This category should receive the highest weighting of all three groupings. Economic development activities may be broader than a neighborhood and do not necessarily pertain to the improved health of a specific neighborhood (although some initiatives might). Services for Neighborhood Residents pertain to the urgent housing and social needs of individuals regardless of where they live. Priorities for this category were established through input received at the public hearings on needs.

Priority A: Neighborhood Development

	HOUSING ACTIVITIES Weighted Priority (1.7)		NON-HOUSING ACTIVITIES Weighted Priority (1.3)		
Priority Level I	Homeownership	Rehabilitation	Infrastructure		
Priority Level II	In-fill New Construction	Code Enforcement	Public Safety	Social/Youth Services	Economic Development
Priority Level III	Historic Preservation		Parks/Beautification	Organization Capacity	Historic Preservation
			Environment	Transportation	

Priority B: Services for Neighborhood Residents

	HOUSING ACTIVITIES Weighted Priority (1.5)		NON-HOUSING ACTIVITIES Weighted Priority (1.5)	
Priority Level I	Emergency Assistance/Rehab		Social/Youth Services	
Priority Level II	Homeless/Home Ownership	Accessibility	Homeless	

Project Effectiveness Priorities

In addition to the geographic and activity priorities identified above, the following criteria should be used to measure the effectiveness of any project or program. Based on the results of the focus group meetings, the following weighted criteria were established:

Leverage (28%): Use of resources to gain access and use to additional resources through partnerships and collaboration with public, private, non-profit sectors and the community. A threshold range of 1:1 to 1:3 should be established.

Organizational Capacity (26%): The ability to successfully implement a project, program, or process that can be measured by past performance. Technical and organizational expertise should be demonstrated such as an adequate board to oversee the activities of staff and a clear separation of authority between the board and staff.

Impact (24%): The scope of the total project is sufficiently large enough and strategic to make a measurable impact on a neighborhood(s). Service delivery in the same area that is coordinated will have greatest impact.

Goals and Policies (22%): Project consistency with stated goals and implementation of the Neighborhood Element and adopted Neighborhood/Area Plans.

HOMELESS PRIORITIES

Topeka's Homeless Task Force has a strategy in place to help low income families avoid becoming homeless. The strategy is to reach out to homeless persons and assess their individual needs relating to emergency shelter and transitional housing needs. In addition, the plan assists homeless persons in making the transition to permanent housing and independent living. The City will use its Emergency Shelter Grant Program funds to renovate existing shelters, provide essential services, pay for maintenance operations and programs that prevent people from becoming homeless. A copy of the Shawnee County's Homeless Task Force continuum of care plan is provided in the appendices of this document.

OTHER STRATEGIES

Barriers To Affordable Housing

Zoning and Subdivision Regulations—The City of Topeka's zoning regulations hinder urban infill development by the application of restrictive suburban design principles to traditional neighborhood designs in the core area of the city. Current requirements for lot widths, lot sizes, setbacks, parking, etc. increase the amount of land needed for housing which encourages a lower density, the expansion of infrastructure, and higher housing costs. These dimensional standards are inconsistent with the dimensional standards found in older traditional neighborhoods and often times prohibit new development. The Comprehensive Plan's Neighborhood Element recommends action by Metro Planning in the next 1-2 years on amending zoning and subdivision regulations to remove barriers to urban-infill housing development and promote traditional neighborhood design features.

Building Codes—In previous years, rehabilitation of some existing housing was frustrated by stringent requirements for moving or renovating older homes that were built prior to modern building codes. The City of Topeka addressed this issue by adopting code changes in 2000 that allows a moved home to meet "minimum building standards" instead of having everything be brought up to today's modern building code. In addition, the City adopted the Uniform Code for Building Conservation (UCBC) in 1997 to give greater code flexibility to older homes and buildings.

City building review officials will utilize the UCBC more extensively, update as needed, and help educate the public not only on its effectiveness, but its mere presence.

Property Tax Incentive Policies—Property tax costs are another hurdle in developing and maintaining an affordable housing stock. Topeka’s Neighborhood Revitalization Program (NRP) has been in effect since 1995. It encourages new investment in the more distressed areas of central, north, east, and south Topeka by rebating 95% of the property tax on improvements over a 10-year period. The improvements must increase the value of the property by at least 5% for residential and 15% for commercial/ industrial. While the program has taken in \$88.5 million of property improvement applications, it lacks a genuine focus for the most needy areas. From 1997-2000, more applications for single-family residential improvements were approved for healthy and out patient areas than at risk or intensive care areas. Only 7 multi-family applications were approved. No incentives were tied to promoting mixed-income housing such as affordable units in the healthy areas and market rate units in the intensive care areas. The Comprehensive Plan’s Neighborhood Element recommends that taxing agencies adopt amendments to the NRP in 2001 that will provide more targeted incentives for intensive care/at risk areas thereby making housing more affordable.

Lending Practices and Qualified Applicants—All groups involved in providing affordable homeownership opportunities state the biggest reason more affordable owner-occupied housing is not built or renovated is because of the lack of qualified applicants. Too often, a low-moderate income household has excessive credit problems that limit their ability to obtain private financing on the open market. Lack of a down payment is also a problem. Topeka’s only first-time homeowner program (TOTO) relies on the private market for the sale and financing of an applicant’s home and because of this, only a handful of neighborhoods benefit. Some neighborhoods in Central and North Topeka have little if any TOTO homes. These same neighborhoods are also receiving the lowest home loan approval rates. Strategies to improve financing of affordable housing projects include: encouraging private lenders to increase their capacity for affordable housing lending, making inroads to establish more lending at the CDC level where “character loans” and flexible underwriting can occur, and supporting both efforts by increasing the amount of assistance for homeownership counseling.

Lack of Adequate Tenant-Landlord Counseling Program—Families living in affordable rental units are continually challenged with keeping their unit livable and expenses low. Knowing their legal rights and appropriate courses of action with a landlord helps to save them from the time and expense of moving. Likewise, landlords experience unruly tenants who damage property and make the cost of housing higher or less livable. Housing and Credit Counseling, Inc. provides counseling for tenants and landlords to help prevent or resolve conflicts that compromise the likelihood of a housing unit staying affordable for the family and the landlord. Funding to increase the number of counselors for this service is included in the funding recommendations of this plan.

Lack of Redevelopment Agency—Non-profit and private affordable housing providers are often frustrated in their effort to acquire land that ultimately drives up their costs when private land owners refuse to sell or only at an inflated price. Providers have to resort to donation of property or opportunistic purchases that limit their development to one parcel at a time. In order to facilitate larger developments that are more cost-effective, the Neighborhood Element is recommending creation of a redevelopment agency in part to reduce the cost of development for affordable housing.

NIMBYism—The “Not In My Back Yard” syndrome regarding placement of affordable housing is persistent in all communities today. The major obstacles to overcoming NIMBYism typically fall to the design and concentration of affordable units in a development. Many people in the community

have poor images of low cost housing, whether it is a public housing project, a mobile home, or a “Levittown” house. The poor quality of design immediately stigmatizes the unit(s) and hence the area around it. Likewise, concentration of too many low-income units into one block or area only portends social ills and blight in the future as new market rate investment is discouraged. As is recommended in the Neighborhood Element, design standards for affordable in-fill housing developments must be implemented and mixed-income developments must be promoted to de-stigmatize affordable housing and help it obtain the necessary community support to blend back into our old neighborhoods and out into our new neighborhoods.

Fair Housing

In response to a request included in HUD’s communication of June 29, 2000 approving the City’s 2000 CDBG/HOME/ESG Consolidated Plan submission the Department of Housing and Neighborhood Development (HND) in partnership with the City’s Human Relations Commission (HRC) developed and implemented a new Analysis of Impediments (AI) to Fair Housing Choice in Topeka.

Lead-Based Paint Hazards

New federal lead-based paint regulations became effective in September, 2000. These new regulations require additional care be taken and work performed in order to provide lead hazard reduction in rehabilitation projects funded with federal money. Rehabilitation projects will now require the use of formal paint testing, risk assessment, and planning. In addition, paint repair work will require the use of “trained workers.” The City anticipates a substantial increase in the cost of rehabilitation projects when lead hazard reduction is included.

It is estimated that approximately 27,000 pre-1970 units are occupied by low-moderate income households and could contain lead-based paint hazards. The Section 8 rental program will also be affected under the new regulations. A substantial portion of the City’s eight hundred (800) subsidized units are built before 1978 and therefore potentially under the new regulations particularly those units with children under the age of six (6) residing. Landlords will now be faced with repair of failing paint using “safe work practices” with “trained workers” and most importantly obtaining “clearance” standard lead levels after the work is completed.

The Shawnee County Health Agency serves Topeka and Shawnee County as a federally qualified health center. The Health Agency administers a lead poisoning prevention program for children. The Department of Housing & Neighborhood Development (HND) will continue to coordinate information with the Health Agency on the incidence of children with elevated blood lead levels (EBLs) so that we can identify the homes which may be causing the lead poisoning and whether these units are under any federally funded programs.

The connection among old housing stock, lead paint, and lead poisoning has been clearly made on the national level for many years now. The challenge is to take reasonable actions that will result in lead hazard reduction. They are:

- insure meaningful notification of potential lead hazards is made to all persons using federally funded programs as required by regulation,
- coordinate and share EBL information with the Health Agency to identify the source of lead poisoning,
- apply the new lead paint regulations to federally funded rehab projects,
- obtain staff training to have qualified Lead Inspectors and Risk Assessors available,

- because there currently are few “trained workers” available locally to carry out any necessary lead hazard reduction or interim controls, the City must participate actively in a program to train sufficient workers in a relatively short time,
- Provide aggressive and continuing information on lead paint poisoning to the public, particularly low income homeowners and tenants, to landlords, and to contractors. Anecdotal evidence indicates that through a lack of awareness many families are exposing themselves to serious lead poisoning as they undertake privately funded rehab activities on older homes many times with their own labor, and
- Provide assistance to landlords of older subsidized units to defray the cost of lead hazard reduction.

Anti-Poverty Strategy And Institutional Structure

From 1980 to 1990, the number of persons living in Topeka with incomes below the poverty level increased from 10,331 to 14,292, an increase of 3,961 persons or 28%. Families below the poverty level increased from 1,976 to 2,897 from 1980 to 1990, an increase of 921 families. Children under 18 years old living below the poverty level increased from 3,627 in 1980 to 5,232 in 1990 for an increase of 1,605.

The Consolidated Plan strategies and priorities will be implemented by the City of Topeka in cooperation with neighborhood-based groups, local non-profits, other service providers and the private sector. The public institutions involved in this housing and community development strategy include the City and its various departments including the Topeka Housing Authority, the State of Kansas and HUD.

The Topeka Housing Authority provides access to Section 8 housing improvement to public housing projects and a tenant based rental assistance program. HUD provides the majority of funding of all housing and community development assistance with the state and city making some contributions. The State of Kansas provides funding for our local community housing development organizations.

When THA's Millennium Plan implementation efforts (see appendices) complement those described in the Consolidated Plan, such as Shorey Estates and the potential rehabilitation of THA's Western Plaza and Tennessee Town complexes and neighborhoods, care will be taken to insure that THA and CDBG resources are jointly utilized for maximum effect.

The city works closely with local non-profits. Non-profits implement a large portion of the consolidated plan. Examples are Cornerstone, Topeka City Homes, East Topeka Action Program and Habitat for Humanity, Big Brother/Big Sister, Community Action, Florence Crittenton Service, YMCA, YWCA, Topeka Youth Project, Kansas Children's Service League, Housing and Credit Counseling, Inc. etc.

The private sector is involved in the following areas:

- 1) Local financial institutions actively participate in the first-time homebuyer program by providing loans at reduced cost. One leading institution is providing acquisition funds to the Topeka City Homes rental program. Another lender provides funds to Cornerstone for their lease purchase program. To date, private lenders have provided 4.7 million dollars in mortgage financing for the first time homebuyer program.
- 2) The local Board of Realtors works with the first-time homebuyers program.
- 3) The private sector via the low income housing tax credits provides affordable rental units.

- 4) The city issues multi-family housing revenue bonds to renovate rental units for low-income families.
- 5) The private sector also provides dollars and volunteers to clean up inner-city neighborhoods.

Government Coordination

The coordination of efforts between the city, assisted housing providers, social service agencies, neighborhoods, and the private sector is being accomplished through the Neighborhood Element process for the Comprehensive Plan. This will also be annually reviewed with the same groups to ensure goals, priorities, and actions are being achieved.

The Plan has been distributed to the Shawnee County Commission and the Shawnee County Metropolitan Planning Commission.

BENCHMARKS

The following benchmarks define successful outcomes of implementing the neighborhood wellness strategy. They are quantified targets to be aimed at over the next five years to measure progress in improving the overall health of our neighborhoods.

- 15% of new population/housing growth county-wide by 2030 occurs within existing city neighborhoods.
- Reduce number of intensive care census block groups from 21 to 11; at risk from 28 to 18.
- Reduce known vacant/boarded housing unit count by 50%.
- Hold 1 community outreach meeting per planning district annually to review accomplishments, progress, and needs.
- Average 3 to 1 leverage for neighborhood development projects receiving city funding.
- 70% of all community development funding towards housing activities, 30% for non-housing activities.
- Double the amount of tax delinquent properties sold annually and triple the number of properties sold within intensive care neighborhoods.
- 75% of all NRP applications are within intensive care/at risk areas.
- 67% of first-time homeowner units concentrated in at risk and intensive care areas with no less than 33% in intensive care.
- No net loss of single-family housing units for Central, Downtown, East, and North Planning Districts in the short-term with a 15% increase in net units in the long-term.
- Neighborhood vital signs improve:
 - 1) Healthy – 5/5 signs improve or stay the same
 - 2) Out Patient – 4/5 signs improve or stay the same
 - 3) At Risk – 3/5 signs improve or stay the same
 - 4) Intensive Care – 2/5 signs improve or stay the same
- Pizza is delivered everywhere at anytime.

ACTION PLAN

This section describes the specific funding and activities that would be used to implement the Neighborhood Wellness Strategy for 2004.

SOURCES

Federal

Community Development Block Grant Program Entitlement	\$2,388,000
HOME Program Entitlement	790,192
American Dream Downpayment Initiative	55,955
Emergency Shelter Grant Program Entitlement	87,754
Community Development Block Grant Program: Program Income	61,000
Community Development Block Grant Program: Reprogrammed Funds	250,000
Total Federal Resources	\$3,632,901

Local Resources

Affordable Housing (CIP-GIF)	\$200,000
Total Other Resources	\$200,000

TOTAL CONSOLIDATED PLAN FUNDING AMOUNT **\$3,832,901**

USES (Major Activity and Subprogram Descriptions)

The following section identifies Consolidated Plan funding and major activity/subprogram descriptions for Housing Development, Economic Development, Community Development, and Neighborhood Services categories.

The City's approved neighborhood plans establish the general framework for which funding decisions are considered. To the extent possible, HND will concentrate resources geographically to entice collaborative investment from the private sector. A major emphasis will be to promote identifiable impacts and enhanced neighborhood wealth. Where prior and ongoing financial investment is present, HND will invest to enhance current and future success.

Housing Development \$2,253,828 activity; formatting continues below)

Funding for this category is directed at housing improvements, including necessary infrastructure, primarily within high priority neighborhoods that are coordinated to maximize positive impact on the health of a neighborhood. The goal is to commit approximately 50% of the funding/results to high priority neighborhoods within the targeted planning areas each year. Such funding would be based on the guidance of a city-adopted neighborhood or area plan.

Housing infill/subdivision development/demolition-reconstruct (\$374,836) (subprogram):

These funds will be used to facilitate and support housing development by providing infrastructure development, land acquisition, clearance, demolition, site development, housing construction, soft-second mortgages, closing cost assistance, and construction-related associated costs. New construction is only CDBG eligible if undertaken by a Community Based Development Organization (CBDO) as defined by HUD. Additionally, re-construction of new housing is CDBG eligible, if a unit was in-place at the time of funding commitment. This would involve the demolition and reconstruction of a housing unit on the same lot. When possible, persons above LMI will be encouraged to invest in these areas and market rate housing will be provided without CDBG or HOME assistance. Therefore, efforts will be made to accommodate mixed-income housing. The project(s) will be market driven and will be of a size and scope necessary to attract

private sector financing. Available City funds will be leveraged with funds from other public and private resources to accomplish program objectives. Preference will be given to high priority neighborhoods with City-adopted plans. HND will use established City competitive bidding processes to select developers and contractors. Neighborhood perspectives will be solicited as part of the application review process. The CDBG funded revolving loan fund shall be utilized in order to assist in this re-development activity. This will eliminate construction interest charges and reduce the costs of each unit, thus reducing the cost to homebuyers. The American Dream Downpayment Initiative (ADDI - \$20,000) will be used for first-time homebuyers downpayment assistance in conjunction with new-construction infill housing (*see Homeownership, pg 38*).

Existing Housing/Rehabilitation (\$725,000)(subprogram):

Three primary programs shall be available for the general rehabilitation of existing single-family housing (as defined by HUD). These programs shall be structured as much as practicable to support Infill Housing activities and areas, improvement of Intensive Care and At Risk areas of the City, and improving housing quality for very low-income owner-occupants and tenants.

Major Rehabilitation (\$ 300,000):

Primarily intended for owner-occupied properties in selected areas. However up to thirty percent (30%) may be set aside for the rehabilitation of rental properties subject to selection by an RFP process. Up to \$24,900.00 in assistance may be provided using the Minimum Property Rehabilitation Standards and Residential Rehabilitation Standards to prioritize the needed work. Additional funds may be provided to assist with lead-paint controls. Eligible families are those at 50% of Median income or less. Repayment of a portion of the assistance provided shall be by means of a deferred loan model.

Emergency Repairs (\$ 250,000):

Emergency repair assistance (primarily repairs that are of an immediate health or safety nature) for owner-occupants within the City whose incomes are below 60% of the Median. This assistance is intended for higher cost major emergency repairs. Minor maintenance and repairs remain the primary responsibility of the homeowner. \$50,000.00 of this fund shall be kept available, at least through the month of October, as emergency repair assistance for a community wide natural disaster or the like. Maximum assistance available is \$ 5,000.00. Projects costing above \$1,500.00 shall repay the assistance by a deferred loan model. Assistance may include medically required air conditioning, although this entire cost shall be fully funded under a deferred loan even if less than \$1,500.00.

Accessibility Modifications (\$ 90,000):

This assistance is available to persons with disabilities throughout the City whose incomes are below 80% of Median whether they are owner-occupants or tenants. This assistance is intended to provide access into and out of the home. To that end the priority is to build exterior ramps, widen doorways, provide thresh-holds, and only then provide interior modifications such as grab bars and bathroom remodeling if feasible, and in the case of a rental, the landlord participates in the modifications. Maximum total assistance shall be \$4,000 for homeowners and \$2,500 for renters.

Voluntary Demolition (\$85,000):

These funds are intended to pay for the demolition of substantially deteriorated, vacant structures primarily located within the at-risk and intensive care areas. The intent is to remove those structures of a blighted nature that are beyond feasible repair. For those structures that are privately owned, the City may institute a method of repayment for the demolition services provided.

Homeownership (\$ 385,955) (subprogram):

Encouraging home ownership among lower-income sectors, minority groups, and in specific areas of the City needing stabilization and improvement remains a primary objective. While TOTO-II remains the primary program to assist new home ownership the City may continue to experiment with other initiatives such as purchasing and converting vacant housing, moving houses, using the KDOC women prisoner rehab training program, demolition/reconstruction and the like to make homeownership more affordable. Homeownership counseling and home maintenance training continues to be an integral part of the success of the homeownership program. Each successful homebuyer places twenty-five dollars per month in escrow for five years, to be utilized for home maintenance and repairs. Lending institutions participate by managing the maintenance escrow. The American Dream Downpayment Initiative (ADDI - \$55,955) will be used for first-time homeowners loan assistance in conjunction with the homeownership programs. All Topeka Public Housing clients and all residents and/or management of manufactured housing communities will be notified by mail of the availability of homeownership assistance for existing and newly constructed homes as part of the ADDI program.

TOTO-II Assistance is provided as a 2nd mortgage, deferred loan subsidizing the purchase cost and rehab (when applicable) of a home for families below 80% of Median income. While the program is available Citywide, it is structured, by means of a higher subsidy, to encourage home purchase in at-risk and intensive care areas. Affordability and recapture provisions for HOME funds are included in the deferred loan and mortgage used in this program. Ten hours of homeownership training are provided in addition to home maintenance training. Homeownership and debt counseling assistance are provided. A five-year maintenance escrow is established and on-going counseling assistance is available. (ADDI - \$35,955 will be used for first-time homebuyers downpayment assistance in conjunction with TOTO-II program.)

Rental Housing (\$ 150,000)(subprogram):

Assistance for viable not-for-profit organizations and/or for-profit developers to provide increased, affordable, quality rental housing for low-income tenants. The funds may be used for new construction of multi-family development or purchase/rehabilitation of rental housing for a required period meeting stipulated affordability requirements. Recapture of assistance may be by means of deferred loans. Priority may be given to projects located in Brown vs. Board of Education/Monroe School Corridor Redevelopment area.

CHDO Non-Profit Rental Rehabilitation Set-aside (\$ 118,528 program):

HOME set-aside assistance for viable CHDO organizations to provide increased, affordable, quality rental housing for low-income tenants. The funds may be used for purchase, rehab and management of rental housing for a required period meeting stipulated affordability requirements. Recapture of assistance may be by means of deferred loans. Priority may be given to projects located in "Intensive Care"/"At-Risk" designated areas.

CHDO Non-Profit Operating Subsidy (\$ 39,509 program):

HOME funds are available for CHDO organizations' valid operational expenses.

Housing Rehabilitation Program Delivery (\$460,000) (subprogram):

These funds support a broad range of housing program implementation activities including but not limited to the design of HND housing rehabilitation projects, bidding and oversight of housing rehabilitation work, periodic inspections of work performed, and final approval of work done under contract.

Economic Development \$ 300,000 (major activity, formatting continues below)

Funding for this category is directed at economic development activities primarily within high priority neighborhoods that are coordinated to maximize positive impact on the health of a neighborhood.

Commercial Development (\$200,000) (subprogram):

These funds will facilitate the development of the new commercial opportunities in the Brown vs. Board of Education/Monroe School Corridor Redevelopment area. Possible use of funds could be acquisition of property, public infrastructure, or gap financing loans for the development of new business opportunities in this identified LMI area.

Micro Business Loans (revolving loan) (\$100,000) (subprogram):

Program funds will support micro-business growth. Micro-business is defined as a business venture having five or fewer employees. In addition to loans, HND will provide a “traditional” micro-business support program through which owners and prospective owners of micro-businesses will receive business plan development, product and service design, market analysis, sales, records, and record keeping, and financing information and support.

Funds remaining in the Child Care Provider revolving loan project will be added to Marco Business Loan Program in the 2004 program year. Funds returned to the City as repayment of the Economic Development loan made for the Highland Crest Mini-Warehouse project shall be rolled into each respective year’s Micro Business Loan Program.

Community Development \$335,000 (major activity; formatting continues below)

Funding for this category is directed at neighborhood projects, and the affordable housings program. This funding is not necessarily targeted for high priority neighborhoods.

Neighborhood Empowerment Initiative (\$250,000) (subprogram):

These funds will be used to support a variety of neighborhood designed and based public facility projects. Grants will be limited to \$50,000 and will encourage a match by the neighborhood organization or a match generated by the neighborhood organization in the form of volunteer labor. The final allocations of these project funds are made by the City Council (see the 2020 appendices for project details).

KDOC Housing (\$ 85,000.00) (subprogram):

A cooperative venture with the Kansas Department of Corrections in which the KDOC provides women inmates, tools and equipment to form two (2) non-traditional crews for the rehabilitation of housing. These funds provide the salaries for two foremen who supervise and train the women inmates in the construction trades. The City assigns these crews to affordable housing projects.

Services for Neighborhood Residents \$375,254 (major activity; formatting continues below)

Funding for this category is directed for services to assist qualifying individuals with specific needs, such as neighborhood organization support, nuisance prevention, social and youth services and homeless needs.

Neighborhood Improvement Association Support (\$50,000) (*public service subprogram*)

Low/Mod-Income area neighborhood organizations will use these funds for office materials and support, miscellaneous printing, the preparation and distribution of meeting notices, costs associated with record keeping or any other public service activity allowed under federal regulation.

Nuisance Prevention (\$37,500) (*public service subprogram*)

These funds are earmarked for the Anti-Blight/Dumpster program and the Tool Library programs that improve home maintenance and the appearance of Low/Mod-Income area neighborhoods.

Social and Youth Services (\$200,000) (*public service subprogram*)

Grants are made to social and youth service provider agencies following a RFP process. These CDBG funds are leveraged with City General funds. These grants are classified as public service expenditures and are counted against the public services cap. The final allocation of funds to individual program is made by the City Council (see the 2020 appendices for project details).

Emergency Shelter Grant Activities (\$87,754)

The Emergency Shelter Grant (ESG) Program serves homeless persons and families. Funds can only be used only for a limited range of HUD specified activities. Grants are made to provider agencies following a RFP process (see the 2020 appendices for project details).

Overhead \$568,800

Funding for this category is used to pay staff salaries, rent, utilities, and related costs associated with administering the federal and local dollars used in these programs. Administration costs are limited to 20% of the CDBG entitlement plus program income and 10% of HOME entitlement.

Administration (\$568,800)

These funds support a broad range of financial management, planning, monitoring and evaluation, and personnel recruitment and management activities.

TOTAL USES (\$3,832,901)

The City plans to roll forward all uncommitted HOME funds from prior program years into the 2004 program year. The City plans to utilize prior years revolving funds in the 2004 program year.

OTHER ACTIONS & PROGRAM SPECIFIC REQUIREMENTS

Guidelines for HOME Funds

The City of Topeka uses deed restrictions and mortgages to ensure that housing utilizing HOME funds remains affordable to low-income persons as required. The general language utilized is as follows, however, certain programs the City undertakes use more restrictive guidelines and may be secured by the use of mortgage documents:

This real property shall remain affordable to person(s) at or below 80% of the current median income and rents/monthly mortgage payments not to exceed 30% of the adjusted income as determined by HUD for a period of fifteen (15) years beginning at the date of the final draw for project completion or the date of acquisition, or at the point the City has entered all of the required completion data in HUD's program tracking system, whichever is later. This restriction shall remain in effect without regard to the term of the mortgage or to the transfer of ownership.

The homeownership program (TOTO) uses a mortgage as the method of applying the affordability period and “Re-Capture” provision of the HOME program.

Where applicable, the City may also utilize a “presumption of affordability” for distressed neighborhoods based on market studies indicating the likelihood of a property remaining affordable to low income occupants. Declaration of a presumption of affordability removes the requirement for deed restrictions and encourages of greater use of HOME funds for homeownership.

The City of Topeka provides the local required match for HOME funds (25%) and HOME funded projects by allocating \$200,000 of capital improvement program (CIP) funds as shown in the budget.. This CIP money will be used in addition to other match sources such as lender participation in the TOTO program and prisoner labor housing rehab program.

Public Housing Initiatives

The Housing and Neighborhood Development Department and the Topeka Housing Authority will, to the extent feasible, support and cooperate to insure that THA and HND resources from HUD and other sources are spent in a complementary manner to maximum effect.. The THA Millennium Plan is attached (see Appendix C).

Request for Proposals

All funds will be allocated through an RFP process. However the 2004 Consolidated Plan will except the tool library and certain activities undertaken by Sub recipients or Not for Profits, as described below: One area that caused past problems was the allocation of funds without following the proper procurement processes required by HUD. Procedures have been implemented to prevent this form happening in the future.

The Tool Library: Because of its widespread use by Low/Mod area neighborhood residents, the Tool Library will remain a line item as long as they accept the condition that they must obtain full 501(c) 3 status and seek other funding in future years. Furthermore, they will need to adhere to new monitoring requirements that will be established with their input.

Sub recipients or Not for Profits: The City of Topeka shall, under unusual circumstances involving time sensitive matters, not utilize the procurement procedures as described under Section 570.500(c). Unusual circumstances occur when property will only be available for a short time,(such as tax sale, sheriff sale, and foreclosure sales) and the City is unable to acquire property in a timely manner. Not for profit entities will acquire these properties for purposes to further their goals and plans, and that require a quick response time. The City generally avoids direct acquisition of tax sale property due to Kansas Statute limitations. With the ultimate goal of providing affordable housing, a not for profits housing provider can purchase and utilize these properties for infill housing or acquisition and rehabilitation.

Monitoring

The City of Topeka has monitoring procedures with regard to funds provided by HUD. The procedures were developed to address federal, state and city statutory and regulatory requirements in addition to providing City staff with a system of ensuring project compliance and accomplishments. The City reports annually on the progress made toward meeting the goals established for assisting families.

The City has three major monitoring tools: policies; contract requirements; and, on-site monitoring. All projects are evaluated to determine if they are eligible, consistent with local, state and federal regulations and viable.

Projects funded through CDBG, HOME and ESGP will be managed directly through the Department of Housing & Neighborhood Development. All contracts contain the federal, state and local program requirements by which each sub-grantee must abide. Contracts are mailed to the agencies for their review before being executed. Construction projects that require compliance with federal wage standards are to be monitored by the City's Purchasing Department and its contract compliance officers.

During the project year, city staff schedules monitoring visits with selected sub-grantees. During the site visit, the reviewer reviews, records any evidence of performance in the areas of program administration, benefit to low income people, procurement procedures, record keeping, etc. The City has standardized procedures that are submitted to a HUD cash and management information system.

During the affordability period the units and related rental documents are subject to regular inspection and review to ensure the units remain affordable as to qualified tenants, rent levels, and that the units are maintained in program acceptable condition.

Affirmative Marketing

The City in the past has utilized minority businesses in implementing federal programs such as community development block grant funds. The City's policy is as follows:

It is the policy of the City of Topeka that Minority Business Enterprises (MBE) and Women Owned Business Enterprise (WBE) have maximum opportunity to participate in all procurement related to the consolidated plan.

Prior to submitting a bid to the City of Topeka, all persons shall submit in writing, in a manner prescribed by the City, a commitment to comply with the City's MBE and WBE Program. Failure or refusal to submit such commitment shall render a person's bid on non-responsive. Any bidder that fails to comply with the provisions of the City' MBE and WBE Program shall have his bid declared non-responsive to the City's invitation to bid.

For the HOME Program, landlords will be required to follow the City's policy on affirmatively further fair housing opportunities.

Definitions

For the purpose of this program, the following words and phrases shall have the meanings ascribed to them:

“*Minority Business Enterprise*” means a business at least 51% of which is owned and operated by a minority or by minority group members or, in the case of publicly-owned business or corporation at least 51% of the stock of which is owned by minority group members

“*Women Business Enterprise*” means a business at least 51% of which is owned and operated by a woman or by women or in the case of publicly-owned business or corporation, at least 51% of the stock of which is owned by a woman or women.

“*Minority/Women Group Member*” or “*Minority/Women*” means:

- a. A woman or minority person who is not related to major owner of a business (51%) or a major stockholder of a publicly owned business (51%) who request to be considered as an MBE/WBE; or
- b. A person whose bloodline is at least one-quarter accumulative of any of the following:
 1. Black, not of Hispanic origin—persons having origins in any of the black racial groups of Africa.
 2. Hispanic—persons of Mexican, Puerto Rican, Cuban, Central or South American or other Spanish culture or origin, regardless of race.
 3. American Indian or Alaskan native—persons having origins in any of the original peoples of North America and who maintain cultural identification through tribal affiliation or community recognition.
 4. Asian or Pacific Islander —persons having origins in any of the original peoples of the Far East, Southeast Asia, the Indian subcontinent or the Pacific Islands. This area includes for example, China, Japan, Korea, the Philippine Islands and Samoa.
* The one-quarter bloodline requirement may be met by an accumulative mixture of any of those listed.

“*Contractor*” means a person or other lawfully recognized business entity, who, in pursuit of an independent business, undertakes to perform a job or piece of work including the construction of public improvements, retaining control of means, method and manner of accomplishing the desired results.

“*Subcontractor*” means a contractor who contracts or offers to contract with the City of Topeka, or any of its agencies, to perform an entire job or piece of work as described and specified in the plans and specifications pertaining thereto which were issued by the City.

MBE and WBE Outreach Procedures

It shall be the responsibility of the Director of the Department of Housing & Neighborhood Development to monitor contractor and subcontractor activities to ensure that MBEs and WBEs have an equitable opportunity to participate to the City's procurement activities. The Director shall report directly to the Chief Administrative Officer on matters pertaining to his/her duties and responsibilities in this capacity. In order to achieve the purposes of this program the following procedures shall be undertaken:

1. Maintain and make available to prospective bidders a directory of bona fide MBEs and WBEs. This directory shall list those firms that have been certified as bona fide MBEs and WBEs. The directory shall contain such information as name, address, telephone number, and relevant capabilities and experience. The directory shall be updated on a quarterly basis listing all additions and deletions.
2. Develop information and communication activities on city bidding procedures and contracting opportunities via City Access TV Channel and local media.
3. Maintain current and accurate data reflecting MBE and WBE participation in City contracts and subcontracts pertaining to National Affordable Housing Act.
4. The Housing & Neighborhood Development Department and Human Relations Commission sponsor a business opportunity meeting with minority and women business organizations annually.
5. Human Relations Commission will maintain centralized records with statistical data on the utilization and participation of MBEs and WBEs as contractors/subcontractors in all HUD assisted program contracting.

Affirmative marketing efforts will be specifically directed toward those persons who might be least likely to apply for financing of "affordable," single family homes. This will entail reaching persons of all racial and ethnic origins. In addition to utilizing conventional media for advertising, the project will rely on neighborhood associations and non-profit organizations for assistance. The organizations, which will be assisting in the creation and dissemination of information so as to assume affirmative marketing of assisted housing units to all segments of the community, are listed below:

- Neighborhood-based groups (NIAs, NAs, CDCs, etc.)
- Community Housing Resource Board of Topeka, Inc.
 - Housing & Credit Counseling, Inc.
 - Topeka Board of REALTORS, Inc.
 - Dept. of Housing & Neighborhood, City of Topeka
 - Topeka Housing Authority
 - The City of Topeka advertises its available housing programs in minority publications such as Kansas State Globe and other minority publications.

Appendix A—Standard Forms 424

Appendix B—Certifications

Appendix C—Topeka Housing Authority Millennium Plan

Appendix D—Continuum of Care

Appendix E—Program Detail in 2020 Format