

# **City of Topeka, Kansas Consolidated Plan**

**for**

## **Housing and Community Development**



**2011-2015**

## **Department of Housing & Neighborhood Development**

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## I. EXECUTIVE SUMMARY

### A. 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. It has been developed according to the requirements of the *Comprehensive Plan Management Process* tool device provided by HUD. 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, American Dream Down Payment Initiative (ADDI), 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 ensure 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.

**Mission of the Consolidated Plan:** The Department of Housing & Neighborhood Development of the City of Topeka will concentrate resources geographically to entice collaborative investment from the private sector. A major emphasis will be to promote identifiable impacts and enhance neighborhood wealth. Where prior and ongoing financial investment is present, the Department of Housing & Neighborhood Development will invest to enhance current and future success of its neighborhoods.

**Alignment:** In 2001, the City of Topeka changed the Consolidated Plan program year to a calendar year from January 1<sup>st</sup> through December 31<sup>st</sup>. In addition to the annual Consolidated Action Plan that specifies funding priorities and activities for 2011, this Consolidated Plan also includes budget goals and priorities for 2011-2015 thus effectively making it a 5-year Plan. This alignment in program year time periods allows the City to better coordinate the City's annual operating budget, annual capital improvement budget (CIB), and five-year Capital Improvements Program (CIP).

### B. 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 the development of the 5-year Consolidated Plan as well as the 1-year Consolidated Action Plan. Citizens also participated in four provider assessment meetings, as well as two public hearings from which written comments were accepted and incorporated into each of the Consolidated Plans.

## C. 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 more than 122,000 people inside the city limits of the City of Topeka (*source: 2000 U.S. Census*). Some of the more pertinent population, economic, and housing trends and observations that occurred between 1990 and 2000 are summarized below. While the information below is primarily from the 1990 and 2000 U.S. Census tabulations, more up-to-date information such as from the year 2004 was inserted where possible.

### 1. Population

- a.) The population of the City of Topeka increased 1.8% from 119,800 persons in 1990 to approximately 122,400 in 2000, which is an annual rate of about .2% each year. 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 some of this growth occurring within future city limits.
- b.) The increase in population was fairly uniform among all age groups. 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. The number of households headed by a person of 75 years or older, however, grew by a rather large amount, more than ten percent in the 1990s.
- c.) The racial and ethnic composition of the population of the City of Topeka changed during this period. The number of non-Hispanic white individuals living in the City declined by about 6% from 1990 to 2000, while the total minority population increased by about 20%. The Hispanic population grew by a large amount, about 55% from 1990 to 2000. By 2000, the population of the City of Topeka consisted of 75% non-Hispanic white, 11% non-Hispanic black, 5% other non-Hispanic minority, and about 9% Hispanic.
- d.) The number of people in the low to moderate-income category (incomes below 80% of MFI) increased from 1990 to 2000. In 1990, the percent of people in this income bracket was 41%, and by the year 2000, the number of people in this bracket increased to 47%.
- e.) Of the four counties in Kansas with a labor force greater than 100,000 persons (Johnson, Shawnee, Sedgwick, Wyandotte), Shawnee County ranks second in the percentage of adults with at least a high school education and with a college degree.
- f.) Although 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.

## 2. Economy

- a.) The number of the Topeka metropolitan statistical area (MSA) residents with jobs increased 3.3% from 85,180 in 1994 to 87,990 in 2004.
- b.) The labor force of the Topeka (MSA) also increased by 3.7% from 89,360 in 1994 to 92,680 in 2004.
- c.) The area median family income (MFI) was \$51,400 in 2000 compared to \$48,300 in 1990.
- d.) In 2002, the Topeka MSA unemployment rate was 5.7%. The unemployment rate for minorities, however, was higher at 7.9% in 2002 (*Kansas Dept. of Human Resources*).

## 3. Housing

- a.) As of 2000, there were approximately 56,400 housing units in Topeka compared to 54,600 in 1990, which is an increase of 3.3%.
- b.) In 1990 there were a total of 49,900 households and by 2000 there were approximately 52,200 households in Topeka, which is an increase of 4.6%. This indicates that the housing market for Topeka is tightening due to the rise in the number of households compared to the number of new housing units built during this period.
- c.) 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*)
- d.) 60% of the occupied housing units or 56% of all housing units are owner-occupied.
- e.) In 2000, 7.5% of the total units were vacant which is down from 9.5% in 1990.
- f.) 63% of the housing units were built before 1970 and are of an age that requires continued investment and potential lead paint remediation.
- g.) In 2000, the median price of a house sold was \$80,000.
- h.) The median rent for a standard condition apartment in 2000 was \$389 (*Topeka Housing Authority*).

## 4. Neighborhood Health (refer to Map #6 in Sec. III)

- a.) 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.
- b.) 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.
- c.) 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, but that are considered relatively stable.
- d.) 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.

## **D. COMMUNITY SUPPORT**

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

### **1. Rental Housing**

- a.) Topeka Housing Authority (public housing and Sec. 8)
- b.) Private sector and State through the Low Income Housing Tax Credit program
- c.) Cornerstone
- d.) Community Housing Development Organizations (CHDOs)

### **2. Homeownership**

- a.) City of the City of Topeka's Major Rehab and Emergency Repair
- b.) Topeka Opportunity to Own (City, HCCI, participating lenders)
- c.) Habitat for Humanity
- d.) Cornerstone (lease-purchase program)

### **3. Homeless Facilities**

- a.) Topeka Rescue Mission

b.) YWCA Battered Women’s Shelter

**4. Other Support Services (selected)**

a.) Housing and Credit Counseling, Inc.

b.) Doorstep

c.) Community Action, Inc.

d.) Cornerstone of the City of Topeka, Inc.

e.) Shawnee Community Mental Health Center

f.) Shelter Plus Care

g.) Topeka AIDS Projects

h.) Let’s Help

i.) The Salvation Army

j.) Family Service and Guidance Center

It is the general contention of this plan that the City of Topeka is primarily in the business of enhancing neighborhood wealth. This includes providing a variety of resources to help build the support system around the neighborhood residents. Neighborhood investment should help families build personal wealth to ensure their success. 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.

## **II. HUD OBJECTIVES AND PERFORMANCE MEASURES**

A Working Group, established by and composed of representatives from national housing and community development associations, as well as HUD and the Office of Management and Budget (OMB), began holding monthly meetings in June 2004 for the purpose of developing an outcome performance measurement system for key HUD housing and community development programs. The performance measurement system that was developed by the Working Group is described below. The objectives represent the goals that the Department of Housing and Urban Development hopes to achieve through the proposed funding, and the outcomes represent the ultimate impacts on the community that should result from this funding.

## **A. OBJECTIVES**

- 1.** Suitable Living Environment. In general, this objective relates to activities that are designed to benefit communities, families, or individuals by addressing issues in their living environment.
- 2.** Decent Affordable Housing. The activities that typically would be found under this objective are designed to cover the wide range of housing possible under HOME, CDBG, HOPWA, or ESG. This objective focuses on housing programs where the purpose of the program is to meet individual family or community needs and not programs where housing is an element of a larger effort (such as would be captured above under Suitable Living Environment).
- 3.** Creating Economic Opportunities. This objective applies to the types of activities related to economic development, commercial revitalization, or job creation.

## **B. OUTCOMES**

- 1.** Availability/Accessibility. This outcome category applies to activities that make services, infrastructure, housing, or shelter available or accessible to low and moderate-income people, including persons with disabilities. In this category, accessibility does not refer only to physical barriers, but also to making the affordable basics of daily living available and accessible to low and moderate-income people.
- 2.** Affordability. This outcome category applies to activities that provide affordability in a variety of ways in the lives of low and moderate-income people. It can include the creation or maintenance of affordable housing, basic infrastructure hook-ups, or services such as transportation or day care.
- 3.** Sustainability. Promoting Livable or Viable Communities. This outcome applies to projects where the activity or activities are aimed at improving communities or neighborhoods, helping to make them livable or viable by providing benefits to persons of low and moderate-income people or by removing or eliminating slums or blighted areas, through multiple activities or services that sustain communities or neighborhoods.

## C. HND OBJECTIVES AND PERFORMANCE MEASURES

Below are the specific objectives and outcomes that the Department of Housing & Neighborhood Development of the City of Topeka expects to achieve through community development activities funded by the CDBG, HOME, and ESG programs.

**Objective: Enhance the quality of targeted Topeka neighborhoods**

- Measure: Increase homeownership
- Measure: Decrease vacant houses
- Measure: Stabilize/increase in property value of neighborhoods

**Objective: Increase homeownership and rental housing opportunities**

- Measure: Households benefiting from services performed by KDOC housing rehabilitation
- Measure: Homebuyers assisted financially
- Measure: Single-family homes constructed
- Measure: Housing units rehabilitated
- Measure: Neighborhood infrastructure finance/started

**Objective: Enhance the linkage of housing with supportive services**

- Measure: Citizens housed through Shelter programs
- Measure: Homeless persons assisted
- Measure: Homeless situations prevented
- Measure: Families achieving self-sufficiency
- Measure: Citizens receiving supportive services

**Objective: Support Economic Development**

- Measure: First Step Fast Trac Education Scholarships Provided

**Objective: Leveraging Federal Resources**

- Measure: Home required match provided
- Measure: CIP neighborhood infrastructure
- Measure: Debt capital investment generated
- Measure: Additional Financial opportunities obtained
- Measure: Non-paid citizen volunteer

**Activity Indicators:**

- Indicator: Technical assistance hours provided
- Indicator: Citizen participation in HND process
- Indicator: Homebuyers receiving homeownership counseling
- Indicator: Persons participating in entrepreneurship training
- Indicator: Organizations receiving financial support

## **D. BUDGET DESCRIPTION**

For 36 years the Department of Housing & Neighborhood Development (HND) has administered a variety of federally funded housing and neighborhood programs that have widespread economic impacts. This is the tenth year that the federal funding has been incorporated into the City's overall budget planning process. Four of the primary funding sources are from the U.S. Department of Housing and Urban Development (HUD). They include: 1) Community Development Block Grant, 2) HOME Investment Partnership Grant, 3) Shelter Plus Care, and 4) Emergency Shelter Grants. These programs are identified and administered through the City's approved 2011-2015 Consolidated Plan, the annual Consolidated Action Plans, and the Continuum of Care. In addition to the federal funds, HND receives matching funds for the HOME Program as well as funds for Youth & Social Services from the City General Fund. In addition, CIP funds are also allocated to identified Target Areas.

## **E. SIGNIFICANT FEATURES**

In 2005, HND Initiated the Stages Of Resource Targeting (SORT) model for investing public resources in Topeka's neighborhoods. In essence, resources are targeted to one or two areas where noticeable impacts can result. Furthermore, according to the SORT concept, the timing of various activities follows a prescribed format so that all of the targeted area's needs are met as opposed to spot investment. In addition, each respective annual Consolidated Action Plan incorporates the line item of Neighborhood Infrastructure from the CIP budget. This further allows for better focusing of resources and enhances the leveraging of HND resources. The City Council approves the ranking of the Target Areas on an annual basis based upon City staff recommendations and citizen input through a variety of channels. Not all of HND's resources are limited to Target Areas. Programs such as Emergency Rehabilitation, Accessibility Modifications, Neighborhood Services and Homeownership opportunities are available in non-targeted areas.

HND is unique from other City Departments in the following ways: 1) The majority of HND funding is federal. 2) HND resources provide direct assistance to enhance personal wealth as well as neighborhood and community wealth. 3) A portion of HND's investment is recouped through repayment requirements creating additional future resources. 4) The private sector is often a leveraged partner. 5) HND has two separate levels of financial oversight – HUD and the City Audit.

## **F. DISCUSSION**

The City's approved 2011-2015 Consolidated Plan provides a framework through which programs are implemented. One of the several mechanisms for citizen participation and input has been the Citizen Advisory Council (CAC). The department utilized the CAC as a sounding board for general program input. The CAC was comprised of representatives of the Neighborhood Improvement Associations (NIA) as well as the community at large.

Submission and acceptance of the Consolidated Plan also ensures the City’s eligibility for CDBG, HOME, ESG, Supportive Housing, Shelter Plus Care and other federal housing funds. Specific programs provided include housing rehabilitation, targeted new in-fill housing and subdivision development, neighborhood support, capacity building and nuisance prevention. In addition, public service funding from both the federal funds and city funds is provided to youth and social service agencies. The Shelter Plus Care program provides rental housing assistance to disabled and homeless individuals. The Consolidated Plan includes specific activities for federal compliance including lead based paint hazard reduction and “affirmatively furthering fair housing”.

An additional \$100,000 for affordable housing funds is provided through the General Improvement Fund. These dollars are budgeted in the Capital Improvement Budget and match approximately \$750,000 of HOME Investment Partnership funds. To the extent funded by the City Council, the Neighborhood Infrastructure items of the CIP budget will be exclusively dedicated to target areas identified by HND and citizen input with approval by the City Council. All expenditures are checked by HND to ensure compliance with federal regulations, city regulations, and, to the extent possible, consistent with approved Neighborhood Plans and the Comprehensive Metropolitan Plan 2025.

### **III. STAGES OF RESOURCE TARGETING (SORT CONCEPT)**

Redevelopment areas and neighborhoods desiring to be a focus of SORT targeting from the Department of Housing & Neighborhood Development will be considered within the following conceptual framework for allocation resources:

#### **Phase I – Planning Stage**

This stage is where Neighborhood Revitalization Plans are initially developed. The emphasis of this stage will be to identify various housing, neighborhood, community and economic development needs. In addition, efforts will be made to identify resources including, but not limited to, human, organizational and financial.

#### **Phase II – Activation Stage**

At this stage, the City will activate its existing resources, most of which will have little or no additional fiscal impact on City operations. Focusing existing activities such as Code Compliance, litigation regarding demolitions and crime reduction activities will be a major component of this stage. Existing programs administered by Housing and Neighborhood Development may also target areas in preparation for the next phase. Also, CIP funds for the repair and expansion of infrastructure will receive priority. Developing public/private partnerships will be necessary during this stage to ensure a framework that is conducive to future leveraging in the next phase. Homeownership of existing homes will be considered during this phase, while new construction will not.

### **Phase III – Investment Stage**

Investment of new capital will be the highlight of this phase. However, City funds will not be the only focus. Because the Activation Stage included the development of public/private partnerships, an area must be prepared to demonstrate it has the potential to lure private capital to its region before it can advance to this phase. Leveraging of City resources will be a major activity during this phase. Other government capital resources as well as those from the private sector will be pursued during the Investment Stage. Only during this phase will the Department of Housing and Neighborhood Development consider new construction, homeownership opportunities.

The Department of Housing and Neighborhood Development will generally target a majority of its resources in no more than two or three redevelopment areas or neighborhoods per year. Each redevelopment area or neighborhood within a phase will be ranked based upon its ability to show measurable impacts with the most efficient use of resources. Once a targeted redevelopment area or neighborhood has graduated to the top priority within the Investment Stage, it cannot receive new funding for more than three consecutive years. If however, significant measurable impacts are evident before the end of the three-year investment period, it may be removed from the top priority position.

A major economic event that will have community-wide impacts could accelerate a redevelopment area or neighborhood through the stages of resource targeting. Each calendar year, the Department of Housing and Neighborhood Development, with citizen input, will prepare the list of rated and ranked developments for consideration by the City Council. The City Council will finalize the ratings and rankings through its approval of the annual Consolidated Action Plan.

#### **A. SORT TARGETING BOUNDARY CRITERIA**

1. Areas identified that are referenced in an adopted neighborhood plan will have a priority.
2. When a boundary is drawn it will encompass both sides of a street.
3. Primary access streets through a neighborhood will receive a priority.
4. When commercial or industrial property is included within a targeted area, only streetscape or public infrastructure may be addressed for that property.
5. Each targeted area identified may be broken down into “primary” and “secondary” areas. The primary area will be the initial recipient of a portion of the targeted funds. The secondary area will receive funds if there are savings from activities in the primary area, or there are no eligible properties left due to activity completed in the primary area, or there are regulatory and/or legal limitations.

6. All citizens and neighborhood groups impacted by the proposed target boundaries will be asked for input.

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 *outpatient* 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 and do not represent an absolute commitment to funding):

- **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, Chesney Park*
- **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: *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)*

It should be noted the above stated priority areas are potential target areas for resource targeting. The actual target areas selected for funding will be awarded on an annual selection process based on the SORT concept as described previously herein and by governing body approval.

**B. Geographic Funding Priorities (2011-2015)**

As adopted by the Neighborhood Element of the Comprehensive Plan, the City's goal is to commit up to 60% of annual Consolidated Plan funding for neighborhood development activities into high priority *intensive care* or *at risk* neighborhoods or areas. 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. Five-year funding targets are established to implement adopted neighborhood revitalization plans for each planning area. At a minimum, the total funds spent for housing development in high priority areas will be as indicated during the five-year period of this plan. 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 2011 by drawing on unspent funds. Any geographic area identified for funding from 2011-2015 would be eligible.

**Priority 1: Neighborhood Development**

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

**Priority 2: Services for Neighborhood Residents**

	HOUSING ACTIVITIES Weighted Priority (1.5)		NON-HOUSING ACTIVITIES Weighted Priority (1.5)		
<b>Priority Level I</b>	Emergency Assistance		Social/Youth Services		
<b>Priority Level II</b>	Homeless	Accessibility	Homeless		

**Project Priorities**

- Leverage
- Organizational Capacity
- Impact
- Goals and Policies

### C. 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 of non-profit housing providers.

**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.

### D. Managing the Process

The Department of Housing and Neighborhood Development in Topeka is the lead agency. Major public and private agencies responsible for administering programs are listed here. Rental Housing programs are administered by the Topeka Housing Authority, CHDOs, the private sector through the Low-Income Housing Tax Credit program, and conventional financing. Homeownership programs are administered by the City of Topeka's Major Rehab and Emergency Repair program, the Topeka Opportunity to Own, and Habitat for Humanity. Homeless facilities are supervised by the Topeka Rescue Mission, YWCA Battered Women's Center, the Kansas Service League, Cornerstone, and Shelter Plus Care. Other support services include Housing and Credit Counseling of the City of Topeka, Doorstep, Community Action, Shawnee County Mental Health Center, the Topeka AIDS Project, Let's Help, The Salvation Army, and the Family Service and Guidance Center of Topeka.

## **E. Monitoring**

The City of Topeka has monitoring procedures in 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 and 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 monitor reviews and records any evidence of performance in the administration of the program, benefit to low-income households, 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 units are maintained in program acceptable condition.

## **F. Disaster Relief Preparedness**

In the event of a presidentially or gubernatorially-declared state of emergency, all uncommitted funds identified in the annual Consolidated Action Plan may be redirected to supplement disaster relief programs initiated by the Federal Emergency Management Agency (FEMA) or other designated agencies.

**2011 Action Plan**

**Sources of Funding**

City of the City of Topeka (CIP/GF)	1,661,000
Community Development Block Grant Program Entitlement	2,159,939
Community Development Block Grant: Program Income	60,000
Community Development Block Grant: Reprogrammed	123,463
Emergency Shelter Grant Program Entitlement	87,435
HOME Program Entitlement	750,732
HOME Program Income	80,000
Shelter Plus Care	1,372,032
<b>Total 2011 Funds</b>	<b>\$6,294,601</b>

**Proposed 2011 Funding**

**Housing Development**

CHDO Housing Set Aside	180,147
Existing Housing Rehabilitation	1,533,601
Homeownership Opportunities	446,612
Housing Infill Development	10,000
Tenant Based Rental Assistance	30,000
<b>Total Housing Development</b>	<b>\$2,200,360</b>

**Economic Development**

Micro Business Development	5,000
<b>Total Economic Development</b>	<b>\$5,000</b>

**Community Development**

Empowerment-Public Facilities	150,000
KDOC Affordable Housing	102,500
<b>Total Community Development</b>	<b>\$252,500</b>

**Services for Neighborhood Residents**

Anti-Blight Activities	61,750
Emergency Shelter Grants	83,064
NIA Support	50,000
Tool Library	4,103
Youth and Social Services	322,360
Shelter Plus Care	1,262,269
<b>Total Services for Neighborhood Residents</b>	<b>\$1,783,546</b>

CIP Neighborhood Infrastructure	\$1,400,000
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Administration	\$653,195
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<b>Total 2011 Funding</b>	<b>\$6,294,601</b>
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## **IV. CITIZEN PARTICIPATION**

In order to comply with the objectives established for the City of Topeka's Citizen Participation Plan, the following policies will be implemented by the Department of Housing & Neighborhood Development:

### **A. Office Hours and Availability of Public Information**

The offices of the Housing and Neighborhood Development of the City of Topeka will be open from 8:00 AM to 5:00 PM Monday - Friday, except during legal holidays, in order to allow City of the City of Topeka residents the opportunity to inspect public files and records related to the activities receiving CDBG, ESG and/or HOME program funding.

Housing & Neighborhood Development staff members will be available to furnish interested citizens with information concerning:

1. The total amount of CDBG, ESG and HOME funds expected to be available for use.
2. The range of activities that may be undertaken with those funds, and the percent of the CDBG, ESG and/or HOME funds proposed to be used for activities that will benefit low/moderate income persons.
3. Proposed CDBG, ESG and HOME activities likely to result in displacement, and the City of Topeka's plans for minimizing such displacement.
4. The types and levels of assistance the City of Topeka will make available to persons displaced by CDBG funded activities. (See Displacement Narrative available on request at the Housing and Neighborhood Development office.)

### **B. Public Hearings**

The City of Topeka will conduct at least two (2) needs assessment public hearings annually for the CDBG, ESG and HOME programs. Meetings will be staffed for assisting non-English speaking persons and persons with impairments.

Public hearings will be advertised community-wide in the City of Topeka’s official newspaper in order to allow interested parties to express their views of needs or respond to proposals or questions related to the CDBG, ESG and HOME programs. In addition to the needs assessment public hearings, a public hearing for the adoption of the Consolidated Plan, the annual Consolidated Action Plans and the HND budget is held during City Council meetings.

The City will consider all comments or views of citizens received in writing or orally at the public hearings and a summary of the comments or views will be attached to and submitted with all the reports.

In the event that a number of non-English speaking residents and/or persons with disabilities needing assistance are expected to participate in a public hearing, the City of Topeka will provide an interpreter and other needed assistance, including using staff or contracting with individuals to provide needed services.

**C. Applications for Community Development Block Grant, ESG and/or HOME Funds**

The application process for CDBG, ESG and HOME program funding will commence with the announcement of the RFP process for these programs. The availability of the RFP will be published in the City’s official newspaper. Application announcements will be sent to all current and former applicants and grantees. Any interested agency, organization, business, or individual will be given thirty (30) days from the time of this announcement to submit proposals for CDBG, ESG and/or HOME funding.

Housing and Neighborhood Development staff will be available during the application period to provide technical assistance to any interested group, especially those representative of persons of low and moderate income in the development of funding proposals.

**D. Response to Complaints and Grievances**

The City of Topeka, through the Department of Housing & Neighborhood Development, will provide for a timely, written answer to complaints and grievances related to the CDBG, ESG and/or HOME programs within fifteen (15) days. Grievances should be sent to the Department of Housing and Neighborhood Development at the following address:

620 SE Madison, 1<sup>st</sup> Floor  
Topeka, Kansas 66607

**E. Publication of the Five Year Consolidated Plan/Annual Action Plan**

The City of Topeka will publish a community-wide summary of the Five Year Consolidated Plan and/or the one (1) year action plan in the City’s official newspaper. The summary will include the content and purpose of the consolidated plan and will contain a list of the locations where copies of the entire plan may be examined. Copies of the Consolidated Plan will be available at the Topeka Shawnee County Public Library, the Department of Housing and Neighborhood Development, the City Council Office and the Topeka City Clerks office, as to afford affected citizens an opportunity to examine the document's contents and to provide comments on the Five Year Consolidated Plan and/or the one (1) year action plan. A reasonable number of free copies of the plan will be available to citizens and groups that request it. A comment period of no less than thirty (30) calendar days after publication of the summary will be allowed for citizen input.

In accordance with established policy, the City of Topeka will respond to written comments on the Consolidated Plan within fifteen (15) working days.

In its preparation of the Consolidated Plan, the City of Topeka will consider all comments or views received related to the Consolidated Plan. The City of Topeka will incorporate appropriate comments or views as modifications to the Consolidated Plan. Those comments not incorporated into the plan will be submitted as well, along with the reasons they were not accepted.

**F. Consolidated Plan Amendment Criteria**

On January 6, 1995, the U.S. Department of Housing and Urban Development published in the Federal Register the Consolidated Submission for Community Planning and Development Programs Final Rule, which established new regulations related to the application for Community Development Block Grant (CDBG), Emergency Shelter Grant and HOME programs.

The Final Rule requires that grantees of the CDBG, ESG and HOME programs make public the criteria the jurisdiction will use for determining what changes in the planned or actual activities constitute a substantial amendment to the Consolidated Plan.

In compliance with these requirements, the City of Topeka hereby announces the following criteria under which amendment to its Consolidated Plan will be made:

1. The City of Topeka shall amend its Consolidated Plan whenever it decides to carry out an activity not previously described, or to substantially change the purpose, scope, location, or beneficiaries of an activity described in the Consolidated Plan.
2. For the purpose of this requirement, substantial amendment shall be defined as: a) an increase in the budgeted amount for an activity of 50% or more; and/or b) inclusion of any new activity not previously described.

3. Upon the City’s determination that an amendment to the Five Year Consolidated Plan and/or the One (1) Year Action Plan is necessary and consistent with the amendment criteria established herein, the City shall publish a community-wide summary of the proposed amendment in the City’s official newspaper. The City will provide an opportunity for affected individuals, in writing, via e-mail, or by visiting the Housing and Neighborhood Development office, to comment on the proposed amendment for a period of not less than thirty (30) calendar days. A summary of incorporated comments, and a summary of comments not accepted and the reasons therefore, will be attached to the substantial amendment of the consolidated plan.

### **G. Community Needs Survey**

A community needs survey was administered by the Department of Housing & Neighborhood Development in May of 2010 in order to determine what residents of the City of Topeka believe are the highest priority needs of the City.

### **H. Purpose of Survey**

For the next five years the City of Topeka will receive \$3.0 million per year in federal funds for housing and community development. In order to receive these funds, the Housing and Neighborhood Development Office must create a five-year Consolidated Plan to identify the priority housing and community needs of the City, along with the short-term action steps and long-term strategies to be taken in order to solve them. To help us develop a five-year Consolidated Plan, therefore, a community needs survey was sent to every household in the City that receives a water bill. A brief summary of the results is provided below, with the complete results of the survey and a duplication of the form is provided in the 2011 Action Plan.

### **I. Methodology**

In order to measure the needs of different locations and income groups, the city was divided into three different categories according to zip code. A map of the various zip codes and their location within the city has been provided. Here is a break down of these three groups by zip code:

<u>Group 1</u>	<u>Group 2</u>	<u>Group 3</u>
66607	66611	66618
66605	66604	66610
66616	66606	66609
66617		66615
66608		66614
66603		
66612		

Group 1 is the low to moderate-income category because these areas consist of neighborhoods where 51% or more of the households have incomes at or below 80% of the

median income in Topeka. The zip codes in Group 2 consist of neighborhoods where less than 51% of the households have incomes at or below 80% of the median income in Topeka. Lastly, Group 3 has no households with incomes at or below 80% of the median income in Topeka.

A total of 55,000 surveys sent in the mail, and the Housing and Neighborhood Office of the City of Topeka received 3,570 valid results, or nearly six and one-half percent. The survey itself had seven different categories of needs: housing needs, community facilities needs, infrastructure needs, business and job needs, neighborhood needs, social service needs, and special needs. Within each category, respondents were asked to rate the need level for each of the items that followed. In order to determine what the highest need of each category was, a simple average was calculated for each individual item. Listed on the next page is a brief summary of the survey results as indicated by residents for each income category, with the full results on the next few pages.

## **J. Summary of Results**

Items that were rated as an important need amongst all of the income categories are the following: *street lighting, street repair/improvements, sidewalk repair, street cleaning, more police patrols, and enforcing rules on landlords*. There were 553 total comments of which 141 comments were for street repair/improvements. Most of these items above were rated as the highest need among their respective categories as well.

In the Impediments to Fair Housing section, a greater percentage of people from the low-income category reported that discrimination occurs within their neighborhood and that they have experienced discrimination in housing as well.

## **V. Public Hearings**

The Department of Housing and Neighborhood Development in Topeka conducted four different meetings with service providers in the city shortly after the completion of the survey results. Those who attended these meetings included social service providers, landlords, and credit counselors. The topics that were discussed were rental housing needs, social service needs, homeownership, and homeless care services.

### **Summary of Comments Made at Public Hearings**

1. FY2011 Needs Assessment Meeting  
Held 3/24/10 at 620 SE Madison, Cyrus K. Holliday Building

One citizen attended with 4 staff members attending the first of two 2011 public hearings.  
Public Comment Received:

Central Park Needs:

1300 Block of Fillmore is a major concern. He would like the apartment building in this block torn down and he would like to build a restaurant that would create sales tax revenue. Staff suggested Phase II of targeting through the CAC. He enjoys living in Central Park and never wants to move.

2. FY2011 Needs Assessment Hearing

Held 4/14/10 at Hillcrest Community Center

One citizen attended with 4 staff members attending the second of two 2010 public hearings.

Public Comment Received:

He lives in the 2600 Block of Kentucky. He is tired of the junk cars sitting around, houses boarded up, yards not mowed, and the deplorable condition of the streets. He liked the 13<sup>th</sup> Street duplexes.

Citizens unable to attend the needs assessment hearings or feel uncomfortable speaking in public are encouraged to submit their comments in writing. A summary of written comments received during the needs assessment process:

No Public Comments Received

Both opportunities were advertised in the official City Newspaper twice and once in the Topeka Capital Journal. Additionally, staff sent two mailings to the Neighborhood Improvement Associations (NIA's) reminding them of both meetings. The Citizens Advisory Council was advised of the public hearings and provided a written schedule of Events for 2010 for both meetings.

3. 30 Day Public Comment Period

The City of Topeka's 2011 draft Consolidated Action Plan was made available to the public for written comments on June 28, 2010. The comment period ended July 28, 2010.

No Public Comments Received

4. Final Public Hearing:

The 2011 Consolidated Action Plan final public hearing was held at the regularly scheduled City of Topeka Council meeting August 10, 2010. One citizen expressed his concern that HND has too many full-time employees even though he stated that he had not reviewed the budget.

**Public Comments from 30-Day Written Comment Period**

No written public comments were submitted on the Consolidated Plan document.

## CAC INVOLVEMENT

The Topeka City Council passed, approved and published a revision to the City Code that governs the activities of the Department of Housing & Neighborhood Development on June 16, 2004 and amended in August 2004. In the Code revision, a new Citizen Advisory Council (CAC) was formed to replace the 1981-created CDAC. The CAC was comprised of one representative from each Low-Moderate Income Area (LMA) Neighborhood Improvement Association (NIA) and three at-large members. One of the at-large members shall reside in a LMA not represented by a NIA or shall be a LMI citizen not residing in a NIA area, while the remaining two at-large members shall represent disciplines relevant to housing and neighborhood development. The CAC made contributions and comments to the Consolidated Plan that has been incorporated throughout the document.

## VI. COMMUNITY PROFILE

### A. People

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 **122,045** people (*source: 2000 U.S. Census*). Some of the more pertinent population trends and observations are summarized below:

#### 1. Population

- a.) The population of the City of Topeka is growing at a slow pace. During the period from 1990 to 2000, the population increased by almost 2%, or an annual growth rate of .2%. The City of Topeka and Shawnee County have agreed on a growth rate over the next 30 years that would add 90,000 people to the County's population with most of that occurring within future city limits.
- b.) The increase in population was fairly uniform among all age groups. The 65-74 age group was the only one to experience a decline in numbers during this period. The 75 years and older age group, however, grew by a rather large amount, more than 10% in the 1990s. The total elderly population grew by about 2%, while the total non-elderly population grew by about 8% during this period. The demand for housing, therefore, increased for the young as well as the aged.
- c.) Census Bureau population totals by race/ethnicity show that Shawnee County's population has become more diverse since 1990. The number of non-Hispanic white households declined by about 6% during the 1990s, while the number of black and other minority households grew by almost 32% during this period. The Hispanic population also grew by a large amount, almost 55%. By

2000, the population of the City of Topeka consisted of 75% non-Hispanic white, 16% non-Hispanic minority, and about 9% Hispanic. The tables on the next page show complete statistics for the City as well as comparisons to State and Nation-wide data.

- d.) Areas of highest minority concentration (25% or more of the population) include East Topeka, Hi-Crest (West), Monroe, Holliday Park, Tennessee Town, and Jefferson Square neighborhoods. All of the areas of highest minority concentration are disproportionately higher for African Americans.

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**Racial and Demographic Statistics, City of Topeka**

White	Black	American Indian, Eskimo, and Aleut	Asian and Pacific Islander	Non-Hispanic Other Race	Hispanic* Origin	Total Minority
91,795	13,438	1,285	1,233	3,620	10,674	30,250
75.3%	11%	1%	1%	3.0%	8.7%	24.7%

\*Persons of Spanish and Hispanic origin may be of any race  
 2000 Topeka population= 122,045  
 Source: U.S. Census 2000

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**Local, State and National Comparisons of Black Population Change, 1990-2000**

Topeka	Shawnee County	Kansas	United States
11.9%	14.2%	7.8%	15.6%

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**Local, State and National Comparisons of Hispanic Population Change, 1990-2000**

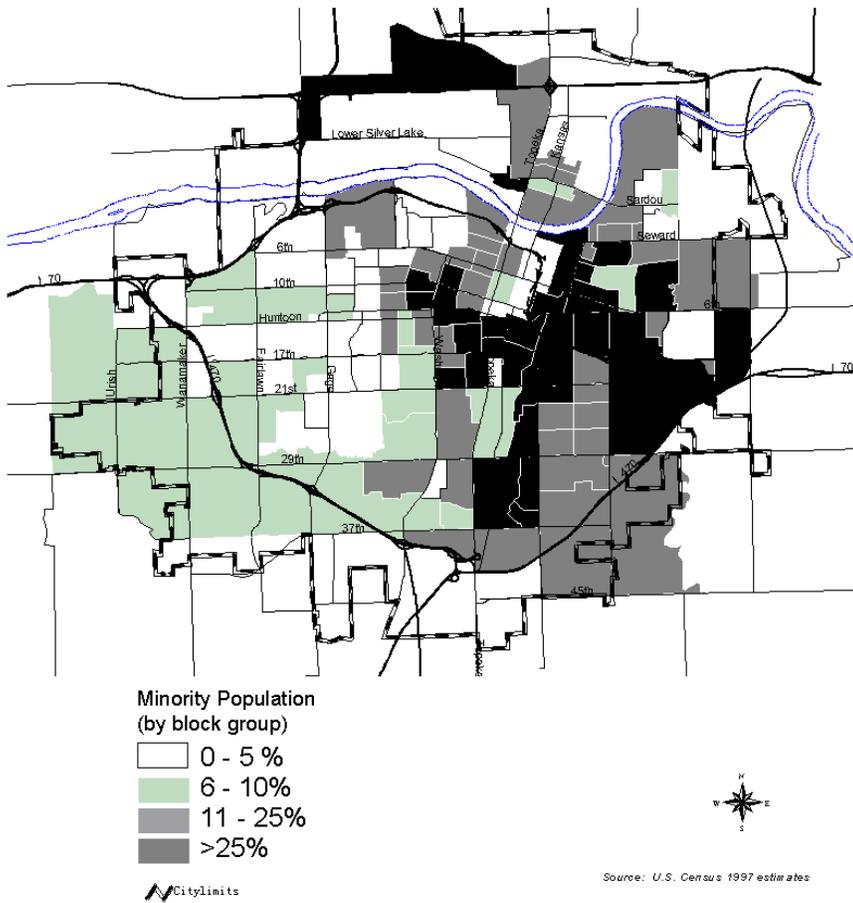
Topeka	Shawnee County	Kansas	United States
56.5%	58.4%	101.0%	57.9%

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## 2. Income

According to HUD, in 2001 the median family income (MFI) was \$58,200. Approximately 50% of households in the City were low and moderate-income (incomes below 80% of MFI) in 1999. Areas of highest low-income concentration are defined as those Census Tracts with a low-income population greater than 40%. These areas are found entirely within Central Planning Area neighborhoods – Ward-Meade, Old Town, Holliday Park, Tennessee Town, Chesney Park, Monroe, and East Topeka.

Areas of Racial/Ethnic Minority Concentration  
City of Topeka



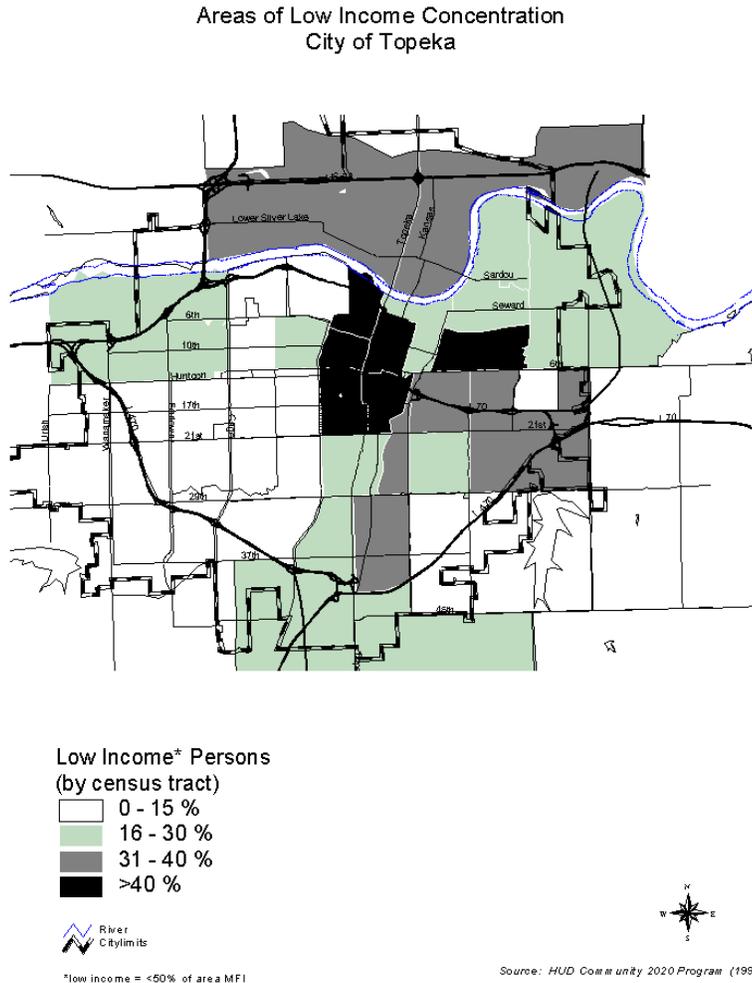
In 2000, approximately 12% of people were below the poverty level in Topeka (see Map #1 for breakdown of

### What Qualifies as a Low Income Household in Topeka?

2000	4 persons
Median Income (Topeka MSA)	\$58,200
Very Low Income = at or below 30% of median	\$17,460
Low Income = at or below 50% median	\$29,100
Moderate Income = at or below 80% of median	\$46,560

poverty levels by neighborhood).

3 of the 4 school districts in the City of Topeka reported a slight decrease in student enrollment for fall of 2000; Seaman (North Topeka) school district was the exception.



### 3. Households

While the population of the City of Topeka increased 1.8% from 1990 to 2000, the number of households grew at an even faster rate during this time, 4.8%. The rate in which housing units were built from 1990 to 2000, however, was slower than the growth in the number of households, 3.3%. This indicates that the housing market of the City of Topeka is tightening due to the rise in the number of households compared to the number of new housing units built.

### 4. Educational Attainment

Of the four counties in Kansas with a labor force greater than 100,000 (Johnson, Shawnee, Sedgwick, Wyandotte), Shawnee County ranks second in percentage of adults with at least a high school education and with a college degree.

## **5. Homeless**

Although 2000 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 agree the Census data was incorrect in its reported number of homeless individuals (one in shelter and two unsheltered). The agencies in Topeka who serve this population maintain there are a growing number of homeless individuals in the City of Topeka especially among teens. To date, no agency or governmental body in Topeka has undertaken a point-in-time count of the homeless individuals in the City. The agencies have had difficulty gathering the exact number of homeless and homeless vulnerable individuals in the City while preparing special document for grants. The need for a well-coordinated, well-documented point-in-time count is evident.

There is evidence to support the notion that homelessness, both temporary and long-term, disproportionately affects minorities in Topeka. Of the 1,900 people that have utilized the Topeka Rescue Mission's service in 2000:

- 27.4% were African-American; three times their percentage of the City's overall population.
- 12.6% were Hispanic origin, double their percentage of the City's population.
- 3.4% were American Indian; three times their percentage of the City's population.

Collectively, the agencies list substance abuse, mental illness, domestic violence and other family problems, lack of affordable housing, unemployment, poverty, and inadequate benefit levels in public assistance programs as issues that contribute to the homelessness of individuals in Topeka. These agencies deal with the homeless and homeless vulnerable on three levels: prevention, emergency shelter, and transitional housing.

## **B. Economy**

A key factor that will determine the future of the Topeka/Shawnee County metropolitan region (MSA) is the character and health of its economy. Changes in our economy directly affect the number and character of jobs available, the use of land, and the standard of living for individuals and families. Some of the more pertinent economic trends and observations during the 1990s are summarized below:

### **Employment Growth**

The number of the City of Topeka metropolitan statistical area (MSA) residents with jobs increased 3.3% from 85,180 in 1994 to 87,990 in 2004.

The labor force of the Topeka (MSA) also increased 3.7% from 89,360 in 1994 to 92,680 in 2004.

The area median family income (MFI) was \$51,400 in 2000 compared to \$48,300 in 1990.

In 2002, the Topeka MSA unemployment rate was 5.7%. The unemployment rate for minorities, however, was higher at 7.9% in 2002 (*Kansas Dept. of Human Resources*).

<b>Metro Topeka Labor Force</b>				
(Place of Residence data)				
<b>Area</b>	<b>Civilian Labor Force*</b>	<b>Employed*</b>	<b>Unemployed*</b>	<b>Unemployment Rate*</b>
Topeka	67,847	63,825	4,022	5.9%
Shawnee	92,541	87,788	4,753	5.1%
Topeka Metro Area	124,548	118,096	6,452	5.2%
State of Kansas	1,459,845	1,386,705	73,140	5.0%
<b>Topeka Metro Area = Shawnee, Jackson, Jefferson, Osage &amp; Waubunsee Counties</b>				
<b>*Source: Mar., 2004 (Prelim): Kansas Dept. of Human Resources</b>				
<b>Topeka Area (Shawnee County) Employment</b>				
(Place of Work data)				
<b>Category</b>	<b># Employed</b>	<b>% of Total</b>		
Natural Resources and Construction	4,100	4.1%		
Manufacturing	6,600	6.6%		
Trade, Transportation & Utilities	18,800	18.9%		
Information	4,300	4.3%		
Financial Activities	6,700	6.7%		
Professional & Business Services	8,500	8.6%		
Educational and Health Services	15,600	15.7%		
Leisure & Hospitality	7,100	7.1%		
Other Services	4,600	4.6%		
Government	23,300	23.4%		
<b>Total Non-Farm – All Areas</b>	<b>99,600</b>	<b>100.0%</b>		
<b>NAICS Classification System – U.S. Bureau of Labor Statistics</b>				
<b>Source: Mar., 2004 (Prelim): Kansas Dept of Human Resources</b>				

## **C. Housing**

Providing sound, decent and affordable housing for all people has been a national standard for most of this century. Without it, our health suffers, our learning suffers, our productivity suffers, and most of all, families suffer the physical and social ills that emanate from inadequate and unsafe housing conditions. Some of the more pertinent housing trends and observations in Topeka’s housing market are summarized on the next page:

### **1. Household Income and Spending on Housing**

The number of households spending 35% or more of their income on housing increased during the 1990s for both renters and owners. In 2000, the percent of renters with housing hardships was 32%, and the percent of owners with hardships was almost 11%. This is an increase of 11% and 20% among these groups respectively.

### **2. Household Composition**

The number of households with married couples declined by about 7% from 24,280 in 1990 to 22,580 in 2000.

The number of female-headed households increased by about 12% from 5,700 in 1990 to 6,400 in 2000.

Average household size declined by about 3% to 2.26 persons per housing unit.

### **3. Housing Stock Size and Vacancy Rate**

The housing stock of the City of Topeka increased slightly from about 54,650 in 1990 to 56,480 in 2000, which is an increase of about 3.5%.

The vacancy rate for owner and renter-occupancy in 2000 was about 3% and 7.5% respectively. While the vacancy rate for renter-occupancy was high in 2000, it is still three percentage points less than the figure in 1990, which was 10%.

### **4. Conditions**

Within the City of Topeka, 27% of the housing units were built before 1950, which typically require significant effort and expense to maintain and repair. In addition, another 36% were built between 1950 and 1970 and most likely have begun to experience significant mechanical systems failure. Combined, over 60% of the housing units are of an age that requires continued investment. (2000 Census)

Surveying completed to date indicates that approximately 12% of the units within Census Block Groups with a majority of residents defined as low or moderate income may be categorized as “substandard”. (City of the City of Topeka, Neighborhood Services)

In addition, approximately half of the units rented by very low-income households (exclusive of publicly subsidized units) have significant physical deficiencies and code violations. (Topeka Housing Authority)

766 vacant house inspections were performed in 1999. (Neighborhood Services)  
Approximately 35,000 units were built prior to 1970 and may be considered to have potential lead paint hazards. (2000 Census)

## **5. Housing Value and Inflation**

The median value of owner-occupied housing in 2000 was \$65,000, which was a 35% increase from 1990. Median gross rents also increased during this time by almost 28% to \$486.

## **6. Tenure**

In 2000, there were a total of 56,480 housing units in the City of Topeka. 31,760 of these units were owner-occupied, and 20,470 were renter-occupied units.

As of 2000, minority homeowners only equaled 12% of all homeowners in the City while equaling 26% of the rental households in Topeka. This is in contrast to statistics from 1990 when minority homeowners equaled 9% of all homeowners and equaled 19% of the rental households in Topeka.

## **D. CATEGORIES OF PERSONS AFFECTED**

### **1. Affordability for Black Households**

While the percent of black households that are below the poverty level decreased from 1990 to 2000, there are still many more black households that have housing hardships (paying more than 35 percent of income toward housing) than there are among the total population. Among black owners, 18 percent suffer a housing cost hardship, while only 11 percent of the total owner population has this problem. Among black renters, 35 percent experience a housing cost burden, compared to 31 percent of the City's renter households.

### **2. Spending on Housing**

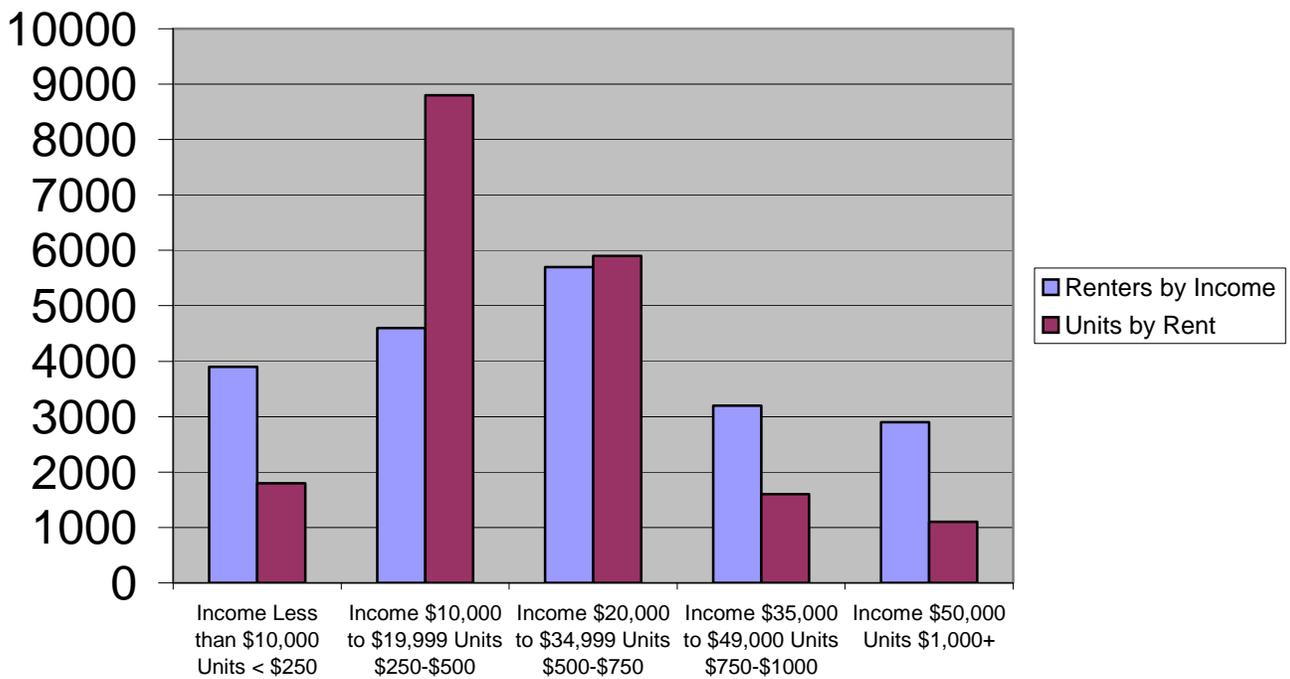
It is assumed that renters should spend no more than 30 percent of their income on housing. It is also assumed that homeowners cannot afford to borrow more than 80 percent of the value of the home and cannot pay more than 28 percent of income toward repayment

of this borrowing. Using these constraints, it is possible to divide the housing stock into categories affordable to households in different income categories.

### 3. Match of Demand and Stock for Renters

According to the census data illustrated in Chart 1, there appears to be a shortage of affordable housing for renter households. There are many more households with incomes less than \$10,000 than there are units with rents at or below \$250 a month. In the next rental category, however, there are many more units in the \$250 to \$500 range than there are renters with incomes ranging from \$10,000 to \$20,000. This indicates that renter households in the very lowest income category must rent units with price levels that exceed 30 percent of their monthly income. The majority of renter households are located in the lowest income levels with very few located in the upper income category, and the distribution of rental units is normal, with the peak amount occurring in the category of rents from \$250 to \$500.

**Chart 1 Rental Housing: Units by Rent and Renters by Income**

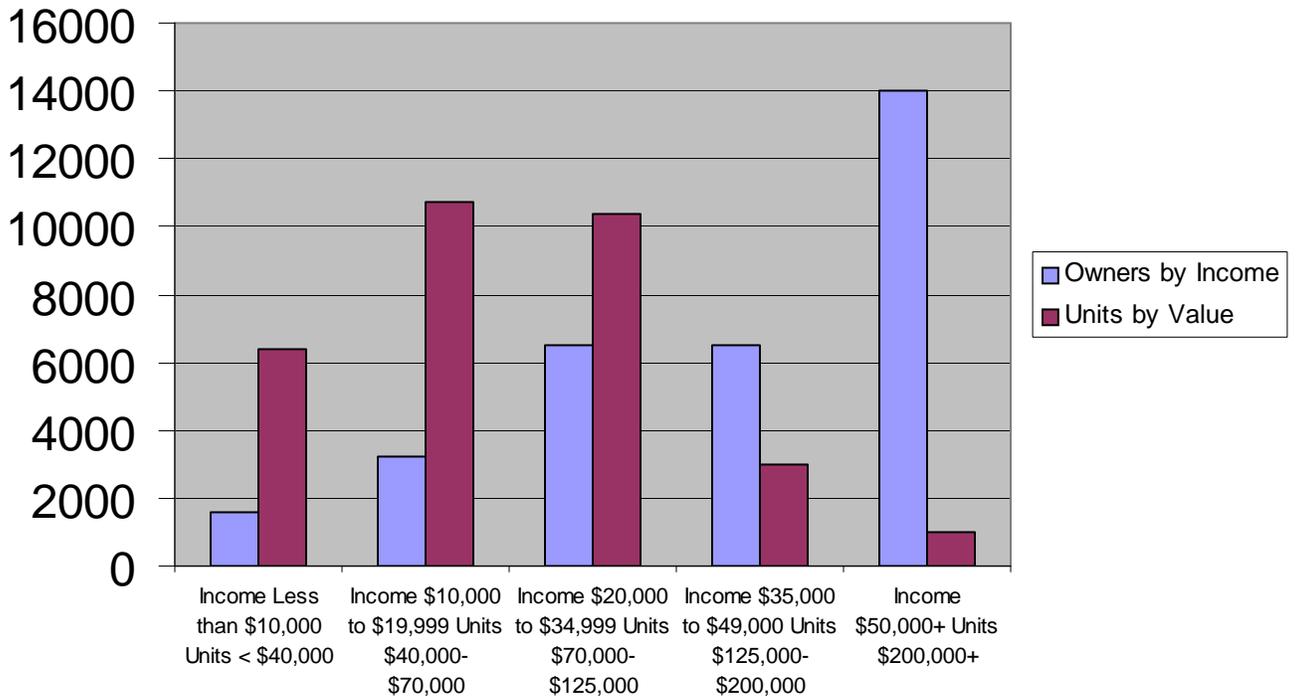


\* Source: 2000 U.S. Census

#### 4. Match of Demand and Stock for Owners

In contrast to the rental housing market in Topeka, there does *not* appear to be a shortage of homes available in the low-priced range as shown in Chart 2 below. In fact, the majority of homes in Topeka are skewed toward the low-end side of the value distribution. This indicates that those who do have housing hardships have them because of a lack of income and not because of a lack of affordable housing available to them. Most of the ownership housing units in Topeka are valued between \$40,000 and \$125,000.

**Chart 2 Homeownership: Units by Value and Owners by Income**



\* Source: 2000 U.S. Census

Housing Market for Topeka, Kansas	Year		% Change
	2000	1990	1990-2000
<b>Housing for Low- and Moderate-Income Households</b>			
<i>Demand: Households by Tenure and Income</i>			
All owner households	31,763	30,353	4.65%
Owners Income < \$15,000	3,073	2,116	45.23%
(<\$10,000 in 1990)	9.67%	6.97%	
All renter households	21,816	19,583	11.40%
Renters income < \$15,000	6,284	4,983	26.11%
(<\$10,000 in 1990)	28.80%	25.45%	
<i>Supply: Housing by Tenure and Price</i>			
All owner occupied units	31,763	30,353	4.65%
Units under \$50,000	10,338	6,656	55.32%
(<\$35,000 in 1990)	32.55%	21.93%	
All renter-occupied units	21,816	19,583	11.40%
Units under \$350	3,959	3,073	28.83%
(under \$250 1990)	18.15%	15.69%	
<i>Match of Low-Income Households and Low-Cost Units</i>			
Rental	<b>-2,325</b>	<b>-1,910</b>	
Owner	<b>7,265</b>	<b>4,540</b>	

This table indicates that there are **2,325** more renters with incomes below **\$15,000** than there are units with rents at or below **\$250** per month, a price that would be no more than 30% of their monthly income. Low-income renter households, therefore, do not have enough units that are both affordable *and* available to them. Several methods to resolve this affordability imbalance for low-income renters is to build or rehabilitate more low-cost rental units, or provide vouchers for these households to afford rental units in the next highest category of the value distribution. In the owner-occupied category, however, there are **7,265** more units that are less than **\$40,000** than there are low-income households. A number of programs directed towards prospective low-income and first-time homebuyers make the cost of buying

a home more affordable. A description of these programs is located in the *Community Support* section of this document.

The number and type of families in need of housing assistance under the following categories – extremely low-income, low-income, moderate-income, and middle-income families – are described in the **CHAS Tables** on the following pages for renters, owners, elderly, single persons, and large families as grouped by all, Black non-Hispanic, or Hispanic households.

Consolidated Plan 2011-2015 – City of Topeka, Kansas

Name of Jurisdiction: Topeka (HOME), Kansas				Source of Data: CHAS Data Book		Data Current as of: 2000					
Household by Type, Income, & Housing Problem	Renters					Owners					Total Households
	Elderly (1 & 2 members)	Small Related (2 to 4 members)	Large Related (5 or more members)	All Other	Total Renters	Elderly (1 & 2 members)	Small Related (2 to 4 members)	Large Related (5 or more members)	All Other	Total Owners	
	(A)	(B)	(C)	(D)	(E)	(F)	(G)	(H)	(I)	(J)	
1. Household Income <= 50% MFI	1,976	2,471	542	3,661	8,650	2,292	984	293	1,038	4,607	13,257
2. Household Income <=30% MFI	1,085	1,305	305	2,216	4,911	989	299	116	527	1,931	6,842
3. % with any housing problems	63.6	77.2	92.1	78.9	75.9	60.4	76.3	84.5	73.4	67.8	73.6
4. % Cost Burden >30%	63.6	76.9	84.9	77.8	74.9	59.6	74.9	69.0	73.4	66.3	72.4
5. % Cost Burden >50%	39.9	59.8	71.1	59.8	56.1	41.8	56.5	56.9	55.8	48.8	54.0
6. Household Income >30 to <=50% MFI	891	1,166	237	1,445	3,739	1,303	685	177	511	2,676	6,415
7. % with any housing problems	58.0	60.3	67.9	63.9	61.6	30.5	55.3	66.1	59.5	44.8	54.6
8. % Cost Burden >30%	58.0	51.6	44.3	63.7	57.3	30.5	55.3	37.9	59.5	42.9	51.3
9. % Cost Burden >50%	25.6	6.9	7.6	10.4	12.8	13.7	18.5	4.5	19.6	15.4	13.9
10. Household Income >50 to <=80% MFI	924	1,904	309	1,892	5,029	2,153	1,751	527	1,221	5,652	10,681
11.% with any housing problems	40.6	19.3	30.4	16.0	22.6	11.0	27.4	39.5	29.7	22.8	22.7
12.% Cost Burden >30%	38.4	12.3	2.6	15.3	17.7	10.5	25.5	18.4	29.1	19.9	18.8
13. % Cost Burden >50%	22.6	0.0	0.0	0.2	4.2	2.3	2.9	1.5	3.3	2.6	3.4
14. Household Income >80% MFI	775	2,512	328	2,867	6,482	4,800	11,513	1,587	3,022	20,922	27,404
15.% with any housing problems	33.9	6.2	45.4	3.7	10.4	3.9	3.6	9.8	8.4	4.8	6.1
16.% Cost Burden >30%	31.4	0.2	0.0	2.3	4.8	3.8	2.9	2.7	7.9	3.8	4.0
17. % Cost Burden >50%	12.0	0.0	0.0	0.6	1.7	0.3	0.3	1.2	0.3	0.3	0.7
18. Total Households	3,675	6,887	1,179	8,420	20,161	9,245	14,248	2,407	5,281	31,181	51,342
19. % with any housing problems	50.2	32.4	58.1	36.6	38.9	15.3	10.5	24.0	24.8	15.4	24.6
20. % Cost Burden >30	49.1	26.8	31.6	35.6	34.8	15.1	9.7	11.9	24.3	13.9	22.1
21. % Cost Burden >50	26.2	12.5	19.9	17.8	17.6	7.1	2.6	4.2	8.4	5.1	10.0

**Black Households**

Name of Jurisdiction: Topeka city, Kansas		Source of Data: CHAS Data Book			Data Current as of: 2000				
		Renters			Owners				
Household by Type, Income, & Housing Problem	Elderly 1 & 2 Member Households	Family Households	All Other Households	Total Renters	Elderly 1 & 2 Member Households	Family Households	All Other Households	Total Owners	Total Households
	(A)	(B)	(C)	(D)	(E)	(F)	(G)	(H)	(I)
<b>1. Household Income &lt;=50% MFI</b>	310	830	535	1,675	225	185	95	505	2,180
<b>2. Household Income &lt;=30% MFI</b>	205	475	375	1,055	130	70	20	220	1,275
<b>% with any housing problems</b>	63.4	69.5	70.7	68.7	84.6	71.4	0.0	72.7	69.4
<b>3. Household Income &gt;30 to &lt;=50% MFI</b>	105	355	160	620	95	115	75	285	905
<b>% with any housing problems</b>	52.4	70.4	65.6	66.1	42.1	60.9	60.0	54.4	62.4
<b>4. Household Income &gt;50 to &lt;=80% MFI</b>	75	495	235	805	130	195	80	405	1,210
<b>% with any housing problems</b>	13.3	20.2	21.3	19.9	19.2	38.5	25.0	29.6	23.1
<b>5. Household Income &gt;80% MFI</b>	39	460	244	743	169	880	154	1,203	1,946
<b>% with any housing problems</b>	10.3	20.7	1.6	13.9	2.4	10.2	2.6	8.1	10.3
<b>6. Total Households</b>	424	1,785	1,014	3,223	524	1,260	329	2,113	5,336
<b>% with any housing problems</b>	46.9	43.4	41.8	43.4	34.2	22.6	21.0	25.2	36.2

**Hispanic Households**

Name of Jurisdiction: Topeka city, Kansas		Source of Data: CHAS Data Book			Data Current as of: 2000				
Household by Type, Income, & Housing Problem	Renters				Owners				Total Households
	Elderly 1 & 2 Member Households	Family Households	All Other Households	Total Renters	Elderly 1 & 2 Member Households	Family Households	All Other Households	Total Owners	
	(A)	(B)	(C)	(D)	(E)	(F)	(G)	(H)	
<b>1. Household Income &lt;=50% MFI</b>	35	450	305	790	145	144	48	337	1,127
<b>2. Household Income &lt;=30% MFI</b>	10	260	130	400	75	39	19	133	533
<b>% with any housing problems</b>	100.0	84.6	84.6	85.0	80.0	89.7	78.9	82.7	84.4
<b>3. Household Income &gt;30 to &lt;=50% MFI</b>	25	190	175	390	70	105	29	204	594
<b>% with any housing problems</b>	40.0	52.6	62.9	56.4	35.7	81.0	13.8	55.9	56.2
<b>4. Household Income &gt;50 to &lt;=80% MFI</b>	35	225	130	390	99	245	50	394	784
<b>% with any housing problems</b>	0.0	35.6	19.2	26.9	4.0	34.7	20.0	25.1	26.0
<b>5. Household Income &gt;80% MFI</b>	0	305	100	405	95	620	180	895	1,300
<b>% with any housing problems</b>	N/A	42.6	15.0	35.8	0.0	7.3	0.0	5.0	14.6
<b>6. Total Households</b>	70	980	535	1,585	339	1,009	278	1,626	3,211
<b>% with any housing problems</b>	28.6	54.1	48.6	51.1	26.3	24.8	10.4	22.6	36.7

## 5. Supportive Housing Needs (non-homeless)

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

## 6. Goal and Programs to Remove Barriers to Community Living for Persons with Disabilities

In accordance with the New Freedom Initiative and the U.S. Supreme Court decision in Olmstead vs. L.C., the Department of Housing & Neighborhood Development will assist the needs of low and moderate-income residents with disabilities in the City of Topeka by enabling them the opportunity to stay in their communities rather than in institutions. This applies to persons with mental and physical disabilities. The New Freedom Initiative proposes six broad objectives:

- a.) Increase access to assistive and universally designed technologies;
- b.) Expand educational opportunities;
- c.) promote homeownership;
- d.) integrate Americans with disabilities into the workforce;
- e.) expand transportation option; and,
- f.) promote full access to community life.

There are approximately 29,000 persons with mental and physical disabilities living in Topeka (Source: HUD website). When financially feasible, the Department of Housing & Neighborhood Development of the City of Topeka is committed to enabling low and moderate-income residents with disabilities to stay in their homes and communities rather than in institutions in a number of different ways:

In addition to providing accessibility improvements such as widening doorways and building ADA accessible ramps to existing homes, all new homes built by HND are universally accessible for those with disabilities.

In all of the educational programs required for potential homebuyers as well as those utilizing the City's micro-business loans for entrepreneurship opportunities, HND will provide for sign language specialists for those who are hearing-impaired.

Empowerment Grants that provide for public facility development have provisions for ADA curb cuts and wide sidewalks that are accessible for people with disabilities. Furthermore, all City of Topeka funds for sidewalk improvements provide for curb cuts which make it easier for people with disabilities to access sidewalks.

The Department of Housing & Neighborhood Development worked closely with the Topeka Independent Living Resource Center, Inc. (TILRC) in the development of the Consolidated Plan. TILRC is a referring partner to HND for disabled residents in need of housing accessibility assistance. Other organizations that provide services to residents with disabilities are listed and described on page 53 of this Consolidated Plan.

## **E. 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 in 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.

Maps #1-5 illustrate five (5) vital signs and an overall health composite of our neighborhoods. The health rankings 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 (2000 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. Map #1 illustrates that the most extreme levels of poverty (25% or more of the population sample) occur within the Chesney Park, Monroe, East Topeka North, and the Highland Park East neighborhood areas.

**Public Safety (2001-2002, Topeka Police Dept.)** – Public Safety, as measured by number of Part I crimes reported 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 levels of crime than those areas that are primarily residential neighborhoods. Map #2 illustrates that above average crime levels are concentrated in areas such as East Topeka North, Central Topeka, and the Wanamaker shopping district. High levels are concentrated in the downtown Topeka area, several neighborhoods in Central Topeka, and the Hi-Crest neighborhood as well.

**Residential Property Values (2002, 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. Map #3 illustrates that residential property values are highest in areas west of Fairlawn and southeast of KTA/I-335. Low property values are most noticeable in the Historic North Topeka, Hi-Crest and East Topeka North/South areas, as well as areas within Central Topeka. The median value of a house purchased in 2000 was \$80,000.

**Single Family Housing Tenure (2002, 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 percentages of owners vs. renters is not as relevant. Map #4 illustrates housing tenure by Census block group. Block groups with a low percentage of single-family housing have been excluded from the analysis. The Hi-Crest, Monroe, and Historic North Topeka neighborhoods exhibit the lowest homeownership levels.

**Boarded Houses (2002-2003, Code Compliance Services)** – A boarded 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 for savvy investors. Map #5 illustrates the number of structures ordered for boarding from January 2002 to May 2003 by Census block group.

**Neighborhood Health (composite map)** – Map #6 is a composite ranking of the five previous vital signs for each Census block group. 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” method:

**Healthy** – optimal condition (3.3 – 4.0)

**Out Patient** – favorable condition (2.7 – 3.2)

**At Risk** – emerging negative conditions (1.9 – 2.6)

**Intensive Care** – seriously distressed condition (1.0 – 1.8)

*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.

## F. 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 (1990-2000, Census)** 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 (1990-2002, 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., 2002 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 (1998/2001-2001/04, 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 dropout 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.

## **G. 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:

### **1. Strengths:**

- a.) 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.
- b.) Social/institutional relationships outside the neighborhood.

### **2. Opportunities:**

- a.) 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 adjacent neighborhood.
- b.) Vacant Lots - Vacant lots can present an opportunity for redevelopment. Many of the City 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.
- c.) 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.

### **3. Assets:**

- a.) 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.
- b.) 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.
  - c.) Institutional “anchors” (libraries, churches, schools)
  - d.) 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.

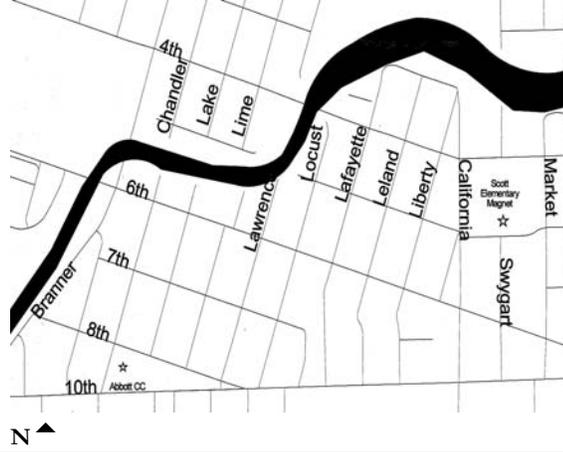
## VII. Neighborhood Diagnoses

On the following pages, a neighborhood (or portion thereof) has been selected to illustrate each of the four different types of neighborhood health classifications – *intensive care*, *at risk*, *out patient*, and *healthy*. Each neighborhood profile shows vital signs, stability indicators, revitalization potential, an overall summary of conditions for that particular neighborhood, and a list of remaining neighborhood areas under that health classification. Neighborhood area boundaries are defined by Census block group boundaries and do not necessarily reflect actual boundaries of recognized neighborhoods. Map #7 identifies boundaries of *Intensive Care* and *At Risk* neighborhood areas while Map #8 identifies known neighborhood group boundaries.

Intensive Care

**East Topeka (Abbott/Scott)**

Pop. 1,226 (Census Block Groups 11-4, 11-5)



Vital Signs	Stability Indicators
Poverty Rate (90): 32%	Population Change (80-90): -14%
Crimes Reported Rank (96-98): 1 - high	New Residential/Demolition Ratio (90-97): 1:5
Median Residential Property Value (98): \$12,447	Median Residential Sale Price Change*(90-98): -22%
SF Homeownership (98): 30%	School Attendance Rate Change (97-98): 1%
Boarded Houses (97-98): 14	School Enrollment Change (96-00): -12.5%
<p><b>Revitalization Potential:</b>                      Street infrastructure (curbs, gutters, sidewalks, streets) is in place, albeit in poor condition. Utility infrastructure may need addressing. Is not adjacent to any <i>out-patient</i> areas. A high percentage of vacant lots exist which present redevelopment/infill opportunities. The new Scott Magnet Elementary School may create a stabilizing force in the neighborhood.</p>	
<p><b>Summary of Conditions:</b>                      This neighborhood area exhibits very serious distress as evidenced by the high number of demolitions/vacant lots and boarded houses interwoven through the residential blocks. Even with high percentage of single-family homes, less than 1/3 are owner-occupied. Market values for homes have dropped precipitously since 1990. The commercial strip corridor along 6<sup>th</sup> Street presents a poor image, while population lacks buying power to support neighborhood-serving businesses. Scott Magnet is the type of major investment that could be used as an anchor for future residential development and rehabilitation for homeowners. High percentage of vacant lots near Interstate access could pose major opportunity for redevelopment area.</p>	
<p>*in real dollars for Census Tract</p>	

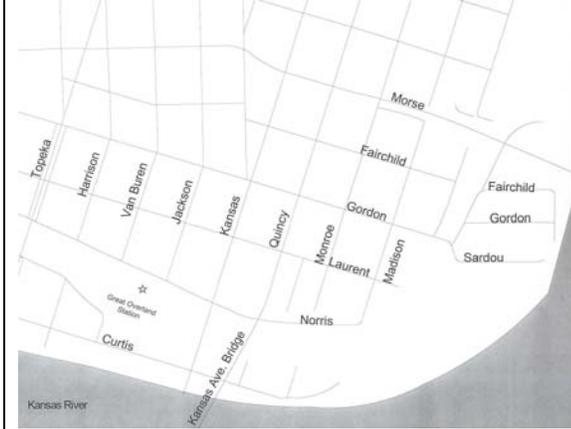
Other Intensive Care Neighborhood Areas include:

- Hi-Crest (W.)
- Tennessee Town/Holiday Park (N.)
- East Topeka (NE)
- Ward-Meade (5<sup>th</sup> Street)
- Chesney Park
- Monroe/Downtown

**At Risk**

**Historic North Topeka (South)**

Pop. 1,034 (Census Block Groups 8-5, 8-6)



Vital Signs	Stability Indicators
Poverty Rate (90): 19%	Population Change (80-90): -25%
Crimes Reported Rank (96-98): 3 – below average	New Residential /Demolition Ratio (90-97): 1:21
Median Residential Property Value (98): \$18,773	Median Residential Sale Price Change*(90-98): -43%
SF Homeownership (98): 37.7%	School Attendance Rate Change (95-98): -5.5%
Boarded Houses (97-98): 5	School Enrollment Change (96-00): -4.7%
<p><b>Revitalization Potential:</b> Great Overland Station Museum (formerly the Union Pacific Depot) renovation will offer a unique destination anchor for the historic business district upon completion. Many blocks retain homes exhibiting historically significant character. Low-density residential areas still largely intact despite highly intensive zoning. With the exception of a few blocks, street infrastructure (curbs, gutters, sidewalks, streets) is in place. The riverfront presents significant development potential.</p>	
<p><b>Summary of Conditions:</b> While still an <i>at risk</i> neighborhood, this area is showing signs of accelerating towards an <i>intensive care</i> rating. All stability indicators are alarmingly high indicating the pace of deterioration and population characteristics are changing fast. School issues cannot be ignored. Homeownership rates are hanging on and crime is actually below average. The area has tremendous potential because of its historic character and business district revitalization.</p>	

\*in real dollars for Census Tract

Other At Risk Neighborhood Areas:

- Central Highland Park
- Holliday Park (S.)
- Old Town
- East Topeka (SE)
- Oakland (Sardou)
- Shorey
- Monroe

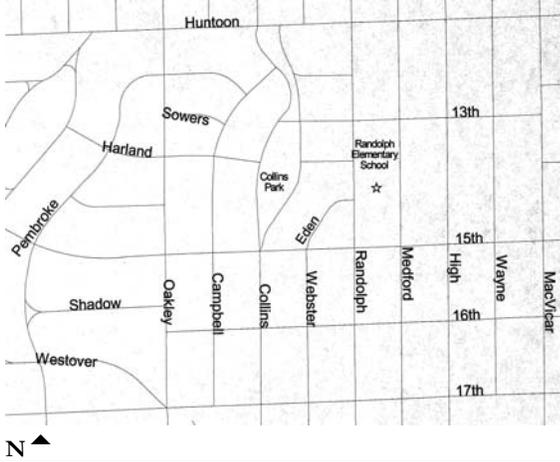
Out Patient

<p><b>Hi-Crest (East)</b> Pop. 1,927 (Census Block Group 30-2)</p>	
	
<b>Vital Signs</b>	<b>Stability Indicators</b>
Poverty Rate (90): 5%	Population Change (80-90): +34.7%
Crimes Reported Rank (96-98): 3 – below average	New Residential /Demolition Ratio: 1:0.6
Median Residential Property Value (98): \$44,397	Median Residential Sale Price Change*(90-98): -2%
SF Homeownership (98): 68.5%	School Attendance Rate Change (95-98): 0%
Boarded Houses (97-98): 0	School Enrollment Change (96-00): 15.9%
<p><b>Revitalization Potential:</b> Neighborhood contains a grade school and park. Neighborhood lacks sidewalks.</p>	
<p><b>Summary of Conditions:</b> Although generally stable and showing fewer signs of property maintenance neglect, this area is showing some signs of distress particularly in the post-World War II subdivisions. These houses have very small square footage bucking the trend of larger house demands and the lack of sidewalks, alleys, and confusing road patterns do not encourage sense of community or interaction. Contrast with <i>intensive care</i> area to the west of Adams Street.</p>	
<p>*in real dollars for Census Tract</p>	

Other Out Patient Neighborhood Areas:

- East End
- VA Hospital West
- Quinton Heights - Steele
- Elmhurst
- College Hill
- Oakland
- Jefferson Square
- Kenwood
- Greater Auburndale

Healthy

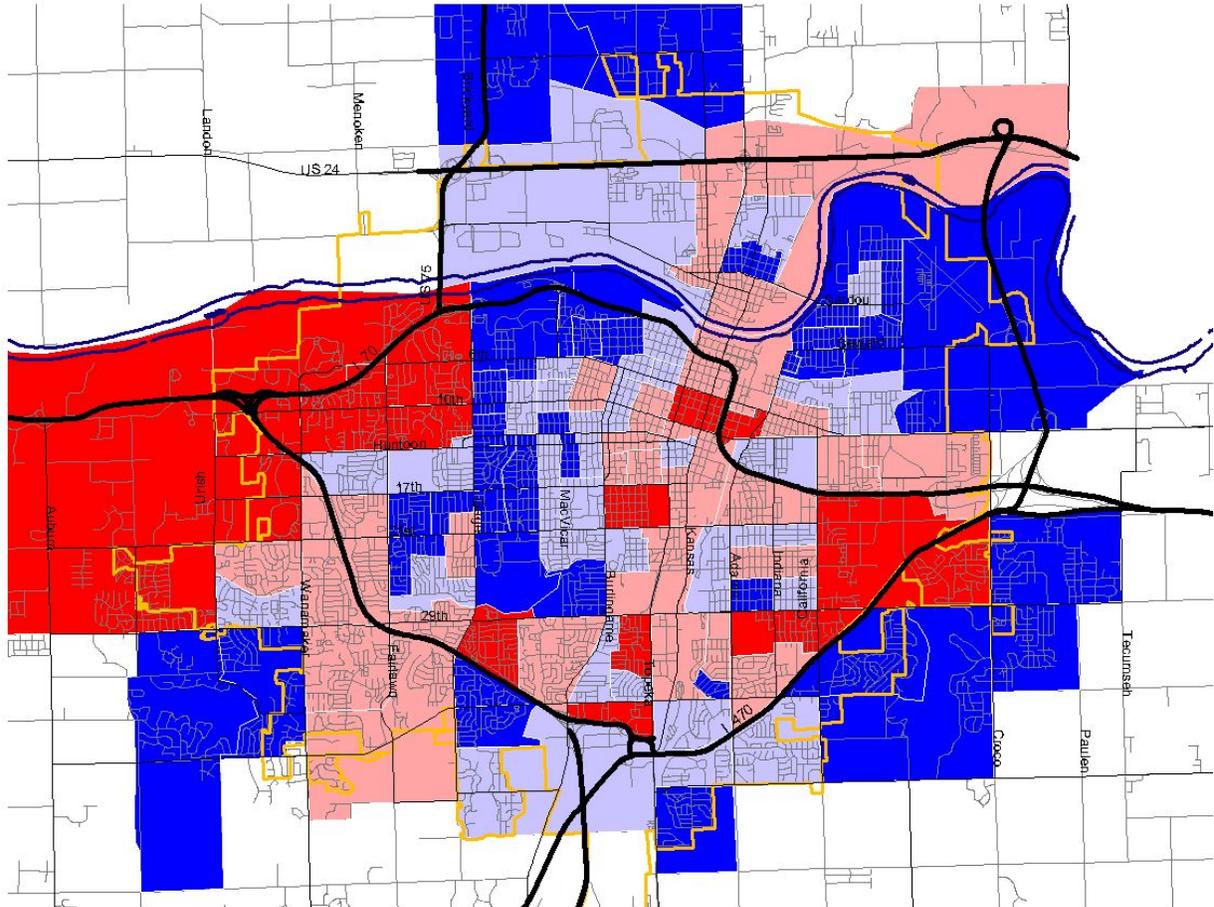
<p><b>Randolph/Collins Park</b> Pop. 2,172 (Census Block Groups 18-4, 19-1)</p>	
	
<b>Vital Signs</b>	<b>Stability Indicators</b>
Poverty Rate (90): 1.5%	Population Change (80-90): 0%
Crimes Reported Rank (96-98): 2 – above average	New Residential /Demolition Ratio (90-97): 1:0
Median Residential Property Value (98): \$81,450	Median Residential Sale Price Change*(90-98): 10%
SF Homeownership (98): 82.7%	School Attendance Rate Change (95-98): 0.5%
Boarded Houses (97-98): 0	School Enrollment Change (96-00): 3.1%
<p><b>Revitalization Potential:</b> Neighborhood contains a well-maintained park and elementary school and is surrounded by <i>healthy</i> and <i>out patient</i> areas.</p>	
<p><b>Summary of Conditions:</b> Very stable and healthy neighborhood area that shows few if any signs of property maintenance problems. Land use is almost exclusively single-family residential. People and children using front yards, walking on sidewalks, and playing in the park.</p>	
<p>*in real dollars for Census Tract</p>	

Other Healthy Neighborhood Areas:

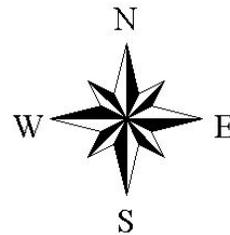
- Westboro
- Clarion
- McAlister/Parkway
- Avondale West
- Wood Valley
- Gage Park
- Aquarian Acres



## Map #2 Public Safety

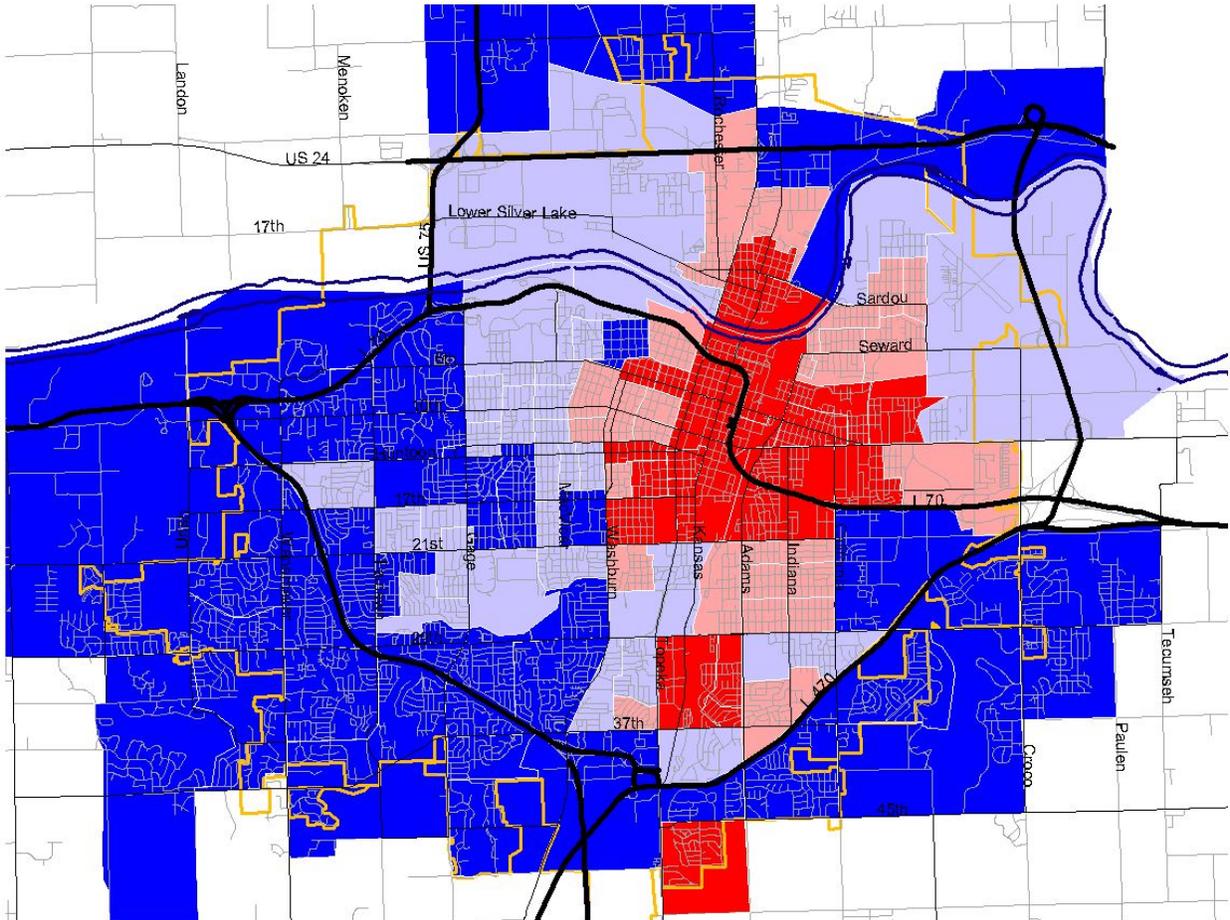


### Number of Type 1 Crimes Reported 2001-2002 (by block group)

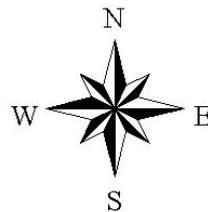
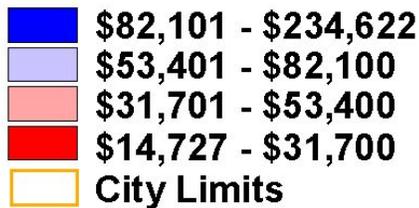


Source: Topeka Police Department

# Map #3 Single-Family Residential Property Values

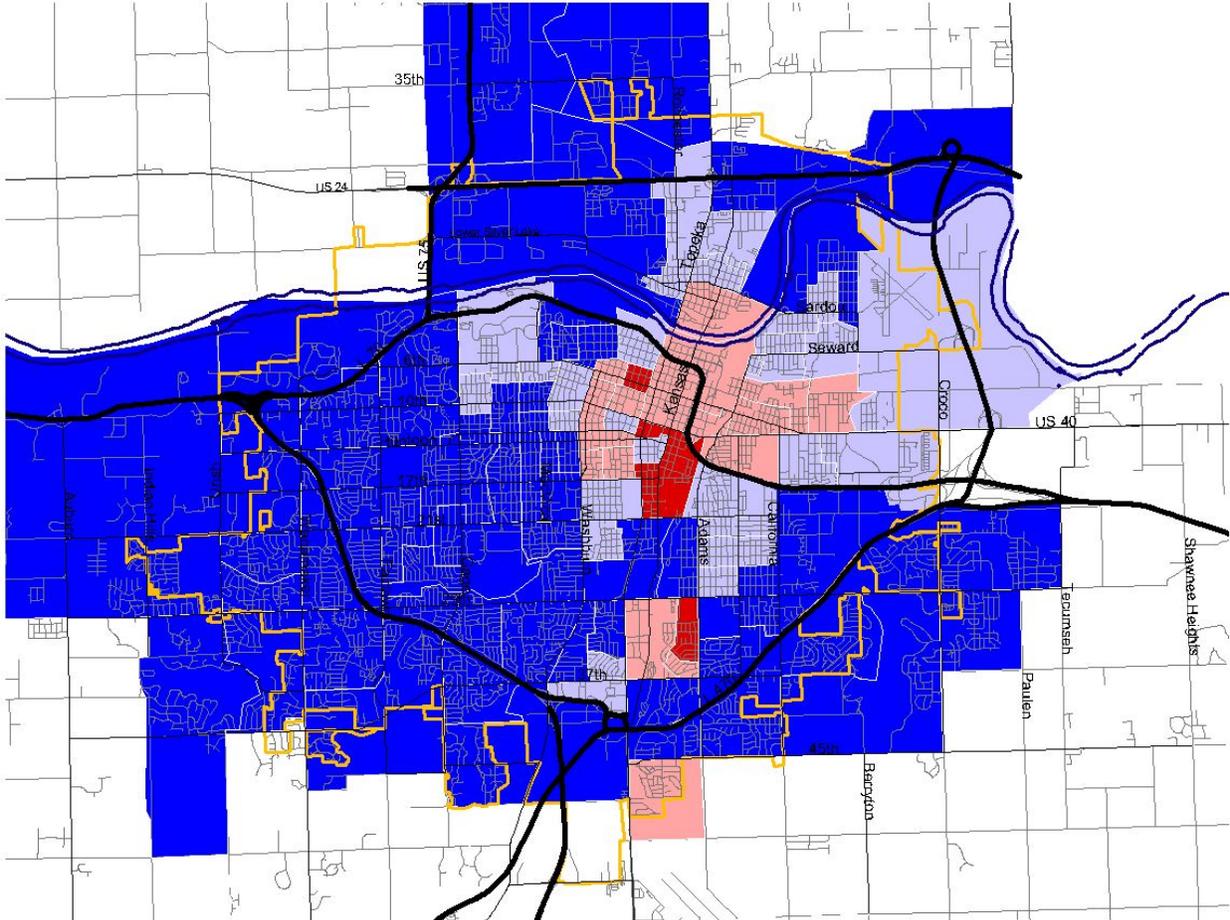


## Average Property Values in 2002

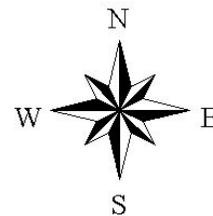
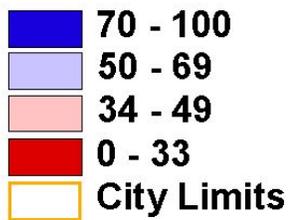


Source: Shawnee County Appraiser's Office

# Map #4 Single-Family Housing Tenure

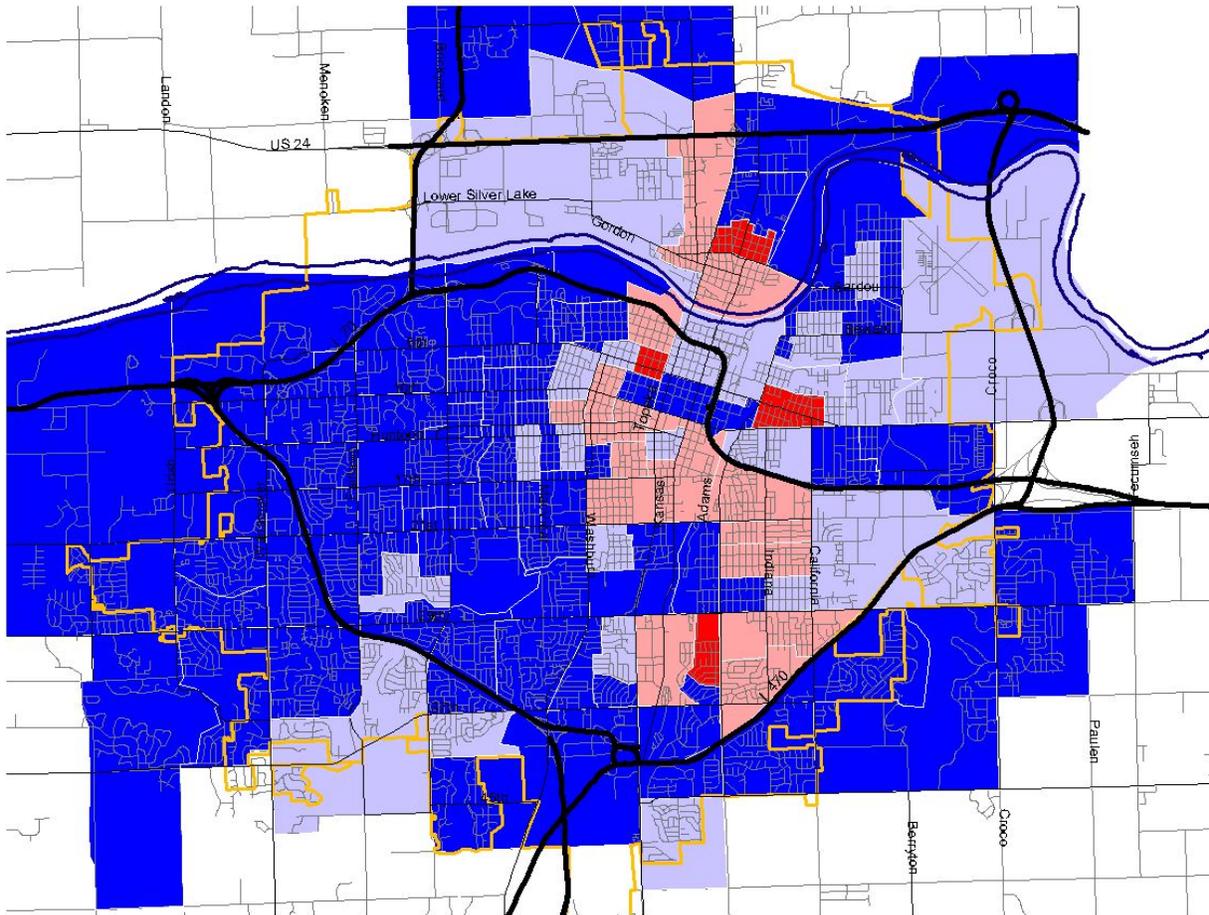


## % Owner Occupied Housing Units

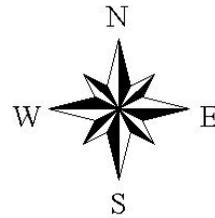


Source: Shawnee County Appraisers Office, 2002

# Map #5 Boarded Houses

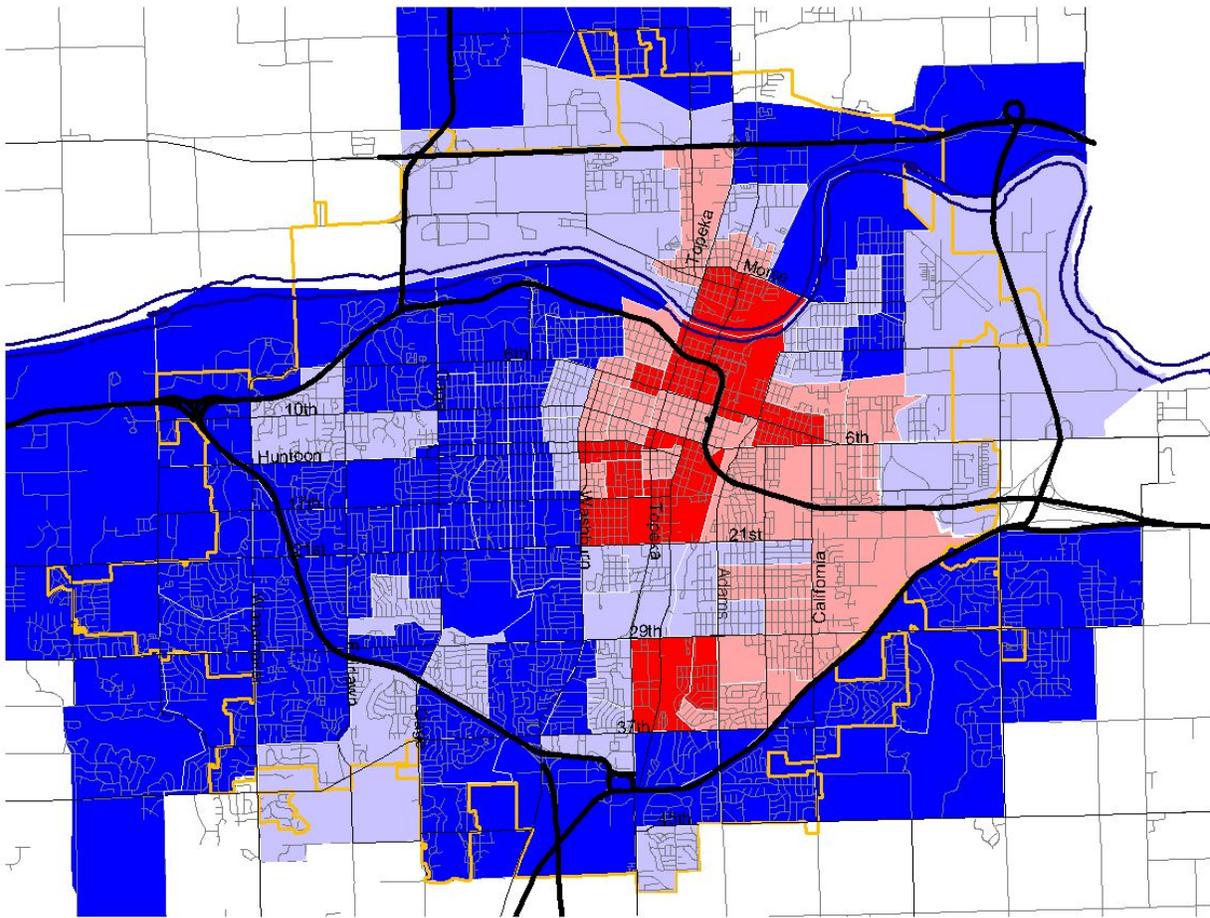


## Boarded Houses 1/02 - 5/03



Source: City of Topeka Code Compliance Services

## Map #6 Neighborhood Health



## **A. Community Support**

### **1. Rental Housing**

The following summarizes providers/programs of affordable rental housing units, but does not specifically include homeless or transitional housing:

### **2. Topeka Housing Authority (THA)**

The mission of the Topeka Housing Authority (THA) is:

To successfully provide accessible affordable housing.

Success is defined as:

Putting applicants, tenants, and participants first;

Market competitiveness; and,

Fiscal strength and integrity.

THA is a special purpose public agency governed by a five person Board of Commissioners appointed by the Mayor of the City of Topeka.

THA administers the federally funded Section 8 Program that is designed to help families find decent, safe and sanitary housing in the private market. Under this program a participating family pays at least 30% but not more than 40% of its adjusted income for rent and utilities. Participating families pay an average of \$210 a month for rent and utilities. THA uses funds provided by the federal Department of Housing and Urban Development (HUD) to pay the difference. Private landlords and program participants both benefit. The owner receives fair market rent, and the family gets a decent, affordable place to live.

Rental units in the Program must meet City of the City of Topeka and HUD quality standards. All Section 8 units are inspected annually to ensure that they meet federal Housing Quality Standards. THA provides assistance to approximately 1,050 Section 8 households. This number varies depending on the availability of federal funds. The Program targets working families. At any time there are approximately 1,500 families on the Section 8 waiting list. It can take two years or more to reach the top of this list.

THA owns and manages 636 Public Housing units in seven apartment complexes. Three of these complexes are designed for families. Four are designed for elderly persons and persons with disabilities. Residents of these complexes pay 30% of their adjusted income for rent and utilities. The average monthly payment is \$120. HUD pays THA the difference between this amount and the amount HUD calculates is needed to own and operate a Public Housing unit. THA uses a separate HUD grant program to make about \$800,000 in capital improvements in its Public Housing complexes annually.

### 3. Low Income Housing Tax Credit (LIHTC)

Created by Congress in the 1986 Tax Reform Act and indefinitely extended in the Omnibus Reconciliation Act of 1993, the LIHTC program has become a major source of new affordable rental housing by the private sector. The Kansas Housing Resources Corporation administers the roughly \$50 million program for Kansas. The credit is a major source of equity that can provide as much as 60% of a project's development costs. Attaching the credit to the real estate involved in the development and selling the package to investors raises equity. Credits are allocated annually on a competitive basis and are good for 10 years. In return, new rental developments are constructed that are targeted for low-income elderly or family households that must remain affordable for 15-30 years. Some projects are 100% low income-based while others offer a mix of affordable and market rate units. LIHTC projects in Topeka serve approximately 2,000 households most within the 50-60% of median income range.

#### Cornerstone of the City of Topeka

Cornerstone is a non-profit affordable housing provider and a Community Housing Development Organization (CHDO) whose activities include providing safe, decent rental housing at prices well below market rates. Some of this housing has been specifically targeted to people with special needs. They currently have about 100 rental units.

The following summarizes providers/services primarily for affordable owner-occupied housing units:

#### Habitat for Humanity

Habitat is a non-profit Christian ecumenical housing ministry that builds quality, low cost homes for homeownership in partnership with low-income families and the Topeka community. Housing construction costs are kept to a minimum through volunteer labor and in-kind donations contributed by supporters. Families who qualify purchase their homes at no cost and pay the purchase price back over a 20-year period with no interest. Monthly payments are immediately recycled into helping build more homes for other needy families. Each house costs about \$50,000-55,000 and monthly payments are about \$250, which includes taxes and insurance. Since 1984, they have built 55 homes averaging 3-4 units annually. These families earn approximately \$1,325 per month. Single parents own over 70% of Habitat homes. Prospective homeowners must attend financial management workshops and complete 300 hours of work on a Habitat project.

### 4. Rehabilitation Programs

The City of Topeka, Department of Housing and Neighborhood Development (HND) administers four (4) programs that provide various kinds of housing repair assistance to homeowners. They are: **Major Rehabilitation, Emergency Repair, Residential Accessibility, and Exterior Repair.** Major Rehabilitation and Exterior Repair programs are targeted to specific areas within the City that are selected each year on several different factors such as income levels, housing conditions,

area need, etc. By concentrating rehabilitation assistance the intent is to make a discernable difference in a neighborhood. The Emergency Repair and Residential Accessibility programs are available citywide. They are intended to provide repairs for immediate health or safety deficiencies and to provide access into and out of homes for those with physical disabilities.

While the Residential Accessibility assistance is provided as a grant, assistance received through the Major Rehabilitation, Exterior Repair and Emergency Repair programs is provided in the form of a deferred repayment, partially forgivable, non-interest bearing loan.

## **5. Homeownership**

The primary program for assisting new homeowners sponsored by the Department of Housing and Neighborhood Development is the **TOTO** Program (Topeka Opportunity to Own). The program has been in existence since 1993 as a partnership of the City, participating lenders and Housing and Credit Counseling, Inc. (HCCI), a non-profit, housing counseling agency. The cost of needed rehabilitation work is included in the project financing. Lenders provide competitive, 30-year, fixed rate, First Mortgage loans and the City provides Second Mortgage, deferred payment, “gap” loans. Prospective homeowners put “down” \$500. HCCI provides financial counseling, initial application review, and pre- and post homeownership-training classes. The TOTO program has encouraged the purchase of existing homes in the “at risk/intensive care” neighborhoods by offering the incentive of additional monetary assistance in those areas.

## **6. Homeless Facilities**

The following summarizes existing homeless facilities that may or may not include support services for non-housing related issues:

### **Topeka Rescue Mission**

Located in North Topeka along the Kansas River, the Rescue Mission is the largest emergency shelter in Topeka. They provide a safe and temporary haven for homeless adults and families. Along with shelter, they provide a variety of support services on-site to assist individuals in achieving self-sufficiency. The Rescue Mission has a bed capacity of three hundred and forty-nine (349) beds after just opening their new women and family center in 2000. Guests receive three "free" days during the year or else must be in a work-related or spiritual training program. The Topeka Rescue Mission offers a variety of support services to help enhance self-esteem with the immediate goal of achieving permanent housing. Services provided include:

- Employment/Education - Employment assessment, interview training, social skills, and referrals to job placement and education through USD 501 during the school year. Community volunteers maintain a job-listing bulletin board and assist with job counseling one evening per week.
- Health Clinic - The Washburn University School of Nursing operates two evenings per week. Health services provided include: basic health assessments and treatment of minor health problems.
- Psychiatric Clinic - This program is offered through Shawnee Community Mental Health

Center that provides mental health assessments, clinical referrals and monitors medication intake.

- Housing Location - Human Services Counselors, student interns, and volunteers provide assistance with housing placement, including transitional/supportive housing and subsidized placements. Money management and other financial issues are assessed and support is offered on-site to promote housing success.
- Clinical Assessments - Case Management and crisis intervention services are provided. When applicable, counseling and/or psychotherapy services are offered on-site to shelter clients.

### **YWCA Battered Women's Shelter**

The Center is privately owned and privately located in Topeka, which has a service area that covers all of Shawnee County. This is a non-profit based organization, which provides daily meals, emergency shelter and a variety of other services to homeless, low-income persons who are victims of domestic abuse. The facility has 10 beds plus cribs. The average stay at the Center is 21 days. Women with four or more children or single women have difficulties finding housing. The Center noted that there is a need for affordable larger units and single women are a low priority for agencies that provide low-income housing. These women are often faced with the choice of either returning to their abuser or renting an affordable but substandard unit.

## **7. Other Support Services**

The following summarizes selected "soft" services for individuals and families that support a housing or non-housing related need:

### **Cornerstone**

Cornerstone is a non-profit affordable housing provider and a Community Housing Development Organization (CHDO) whose activities include a Transitional Housing and Education Program (THEP) that provide short-term (6 months) transitional housing and education for homeless families with children.

### **Shelter Plus Care**

Shelter Plus Care is a program designed to provide rental assistance to homeless persons with disabilities, (primarily those with serious mental illness, chronic problems with alcohol and/or drugs, or diagnosed with AIDS or a related disease) as a bridge to self-sufficiency. Participants may choose their residence from units where the landlord agrees to accept the established housing subsidy and abide by the Shelter Plus Care program guidelines. This rental assistance will provide the ongoing financial support needed to maintain the chosen residence as the participant works toward establishing greater financial stability and self-sufficiency. Individuals and families pay approximately 30% of their monthly-adjusted income toward the rent.

### **Housing and Credit Counseling, Inc. (HCCI)**

HCCI is a comprehensive housing counseling agency. Rental services include information, referral, prevention counseling, problem-solving counseling, pre-rental and rent delinquency assistance, mediation, education and publications for homeless persons, tenants, landlords and neighbors. Content includes legal rights and responsibilities, communication skills and strategies and information about housing alternatives and securing safe, affordable housing. Homeownership counseling includes credit analysis and credit repair, budgeting, savings strategies, loan products, the home purchase process, home selection, homeownership responsibilities, such as maintenance, delinquency prevention and mortgage default. Counseling, single classes, class series and assistance through the home purchase process are provided. Fair housing assistance includes fair housing, fair lending and fair insurance education. HCCI assists over 3,000 Topeka residents each year in these programs.

### **Doorstep, Inc.**

Provide low income/homeless Topeka families with case management and crisis intervention services. Their programs offer opportunities that promote dignity, self-respect and self-reliance to residents in transition from homelessness to more stable, permanent housing. They administer to the homeless here in Topeka and Shawnee County.

### **Community Action, Inc.**

Community Action (CA) staff assists individuals and families of low-income Topeka residents in need of immediate services to resolve crisis situations. These services are provided to clients who are not accessing other resources and help make connections to advocates and other assistance as necessary to stabilize the situation. CA collaborates with Homeless Mentally Ill Task Force, Success By 6, and Advocacy Council on Aging to provide case management to individuals receiving subsidies. Applications are taken from homeless individuals at the shelters who have been diagnosed as having mental illness, substance abuse, or AIDS. This program helps subsidized housing and case management.

### **Shawnee Community Mental Health Center**

Located near the grounds of the since closed Topeka State Hospital, the Shawnee Community Mental Health Center supports the State's Health & Social Services mission providing a continuum of community based mental health services. SCMHC promotes de-stigmatization of mental illness and believe that a client's needs are best met by their reintegration into the community. SCMHC believes clients have the right of self-determination and that the best therapeutic course arises from common agreement with the client.

### **Topeka AIDS Projects**

Topeka AIDS Project (TAP) is a non-profit, community-based organization that is a direct provider of HIV/AIDS support services and information. TAP is committed to serving all people, affected by and at risk of HIV/AIDS in Shawnee County and other counties who have no services.

TAP services include case management, mental health, home health, public benefits, legal, dental, residential services, treatment education and prevention, and a food supplemental program.

### **Let's Help, Inc.**

Let's Help, Inc. (LHI) is a non-profit organization that help people in need or who are homeless to become and remain self-reliant. Through the development of quality rental housing and comprehensive support services, including job training and placement programs, LHI strives to enable its residents to become independent and productive citizens. LHI breaks the cycle of dependency by addressing its underlying causes in a way that respects the dignity of those they serve-by helping them to help themselves. Services include providing food, free noon meal, lodging, clothing and other types of assistance to get back on their feet. LHI also offers a GED program and operates four preschool sites at USD 501 elementary schools.

### **The Salvation Army**

The Salvation Army is dedicated to caring for the poor, feeding the hungry, transportation, medical assistance, free evening meals, and clothing assistance. This dedication has produced a community of network of helpful ministry.

### **Family Service and Guidance Center**

Family Services and Guidance Center (FSGC) is a not-for-profit, multi-service agency serving the needs of children ages 0-18 and their parents by providing mental health services. Since their opening, their mission is to help children who have been damaged by abuse, neglect, or abandonment, attention-deficit hyperactivity disorder, early parenting programs, youth development center, and sexual abuse which to heal from their trauma and return to society and family, reclaiming their right to pursue successful and fulfilling lives. In the ensuing years more than 32,000 children have found inside the open doors of a FSGC home safe, healing, and caring environments, where they are valued, regardless of their race, creed, or cultural background.

The above list of organizations does not represent the entire list of participating organizations that will be funded in the next five years. Organizations change, dissolve, new entities are formed, merged and some entities may not meet criteria for funding and others may become eligible for funding or be reinstated into the process for participation. The above list is provided for program description and concepts for community support.

## **8. Barriers to Affordable Housing/Fair Housing**

**A. 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 jurisdiction 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 that may create more affordable housing.

**B. Building Codes/High Cost of Conversion** - 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.

**C. 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 80% 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.

**D. 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 both on the private market for the sale and financing of an applicant’s home, a very minimum downpayment, and increased “City deferred loan” subsidies in critical areas. 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 in-roads 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.

**E. 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.

**F. 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 landowners 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. The City of Topeka also plans to work with public and private entities to create a Riverfront Redevelopment Agency.

## **Fair Housing**

The *Community Needs Survey* conducted by HND of the City of Topeka in the spring of 2010 contained a section on **Impediments to Fair Housing**. Complete results of the responses to this section of the survey are described on page 18 of this Consolidated Plan. The **Human Relations Commission of the City of Topeka** that was directed by Rio Cervantes-Reed was the agency empowered to enforce Federal Fair Housing laws.

## **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 now require the use of formal paint testing, risk assessment, and planning. In addition, paint repair work will require the use of “trained workers” or “trained supervisors”. The City has found 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 approximately one thousand eight hundred (1,800) subsidized/and or public housing 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 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 Emergency Program has been amended to include some lead “interim controls” when a child 6 or younger is identified with an EBL.

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. The actions to be taken during the year to evaluate and reduce lead based paint hazards are:

- Ensure 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, (which include Major Rehab, TOTO homeownership rehabilitation, Emergency Program, Exterior Repair Program and Rental Rehabilitation thru the CHDOs). In connection with the SORT model of targeting, rehabilitation “interim control” work is provided at no cost to the property owner,
- provide aggressive and continuing information on lead paint poisoning to the public, particularly to low-income homeowners and tenants, landlords, and 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,
- provide assistance to landlords of older subsidized units to defray the cost of lead hazard reduction,
- provide “lead-paint supervisor” training to contractors each year and assist in their State licensing,
- The City, in conjunction with the State of Kansas, shall implement lead-paint notification to homeowners as part of the City’s contractor licensing and permit requirements.

In connection with the SORT model of targeting, housing units receiving rehabilitation work will receive lead-based paint interim control, at no cost to the property owner.

### **Specific Homeless Prevention Elements**

The City receives entitlement Emergency Shelter Grant funding, Shelter Plus Care funding, and expects to receive some competitive Supportive Housing funds through the Continuum of Care process.

Topeka's network for identifying and aiding persons who are homeless is the Shawnee County/Topeka Homeless Task Force (HTF). The HTF is made up of agencies that provide shelter and social services to homeless individuals and families in Topeka. Generally, the Department of Housing and Neighborhood funds these agencies instead of providing homeless services directly. Currently, HTF agencies are in the process of trying to add more permanent transitional housing units as well as providing services for the mentally ill. Furthermore, various non-profit and CHDO agencies help low-income residents who are at risk of becoming homeless find affordable housing. The following is an abbreviated list of the agencies with the services they provide.

Community Action provides supportive services to meet the needs of the homeless population. Each client is provided with personalized assistance to ensure the best possible solutions to his/her needs. The program provides the following:

- Identifies and assists homeless person in finding permanent housing;
- Helps to address medical and nutritional needs;
- May assist with transportation needs for clients involved in job searching;
- Coordinates with other human service agencies as needed;
- Provides guidance in finding employment.

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, TDC Learning Centers, 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. Listed below are additional services provided to the homeless.

- 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.

- Sheltered Living, Inc. is a non-profit agency, which provides essential residential, social, and vocational services for adults with developmental disabilities. The clients served have incomes below 50% of the area median income.

- The Topeka Aids Project, Inc. is a non-profit agency that serves people with HIV infection with social, medical, educational and legal services. Many of the clients served have incomes below 50% of the median income for the area. The racial/ethnic composition is 59% of clients white, 25% black, 12% Hispanic and 4% Native American.

- Valeo Behavioral Health is a non-profit agency that provides assistance to long-term mentally ill. Valeo Behavioral Health Care is the designated mental health authority for public mental health services in Shawnee County since 1967. Valeo employs over 379 staff and served approximately 7290 persons in 2009. The agency serves persons who have incomes below 50% of the median for the area. The racial/ethnic composition is 80% white, 16% black, 2% Hispanic and 2% Native American. The agency services approximately 80 persons on an average day.

Valeo's homeless program provides assistance to adults with a serious mental illness who are also homeless or at imminent risk of becoming homeless. The homeless team consists of nine staff providing outreach and direct services to the target population. The homeless team provides outreach at key locations, such as the Topeka Rescue Mission and out on the streets. The staff has direct contact with people to ensure that basic needs such as housing, food, and financial assistance and medical/mental health are being met. Once the clients obtain housing, the case managers provide budgeting, cooking, and housekeeping services. In 2009, the racial/ethnic composition of the clients served by the homeless team is 54% white; 38% black; 3% Hispanic; and 5% Native American. 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.

Valeo Recovery Center provided a comprehensive range of substance abuse treatment to this community and the state network of care. Services include social detox, residential care, reintegration services for men, intensive outpatient treatment and a full range of supportive services to consumers without regard for the ability to pay. All inclusive services are provided on site such as educational services housing support, meals provided while involved in residential services, employment skills, medication if necessary, as well as 24 hour per day support through social detox if needed.

- The Topeka Moving Ahead Program 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: homeless with disabilities and/or families with children. The agency received a HUD Supportive Housing Grant to alter the lives of homeless adults by preparing them for education, work, housing, and self-reliance.

- The Community Action Agency offers a full range of services and programs designed to assist 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, low-income families threatened with homelessness, new immigrant Latino families, and school-age children from low-income households. The clients served have individual or household incomes below 50% of the median for the area. The racial/ethnic compositions of their clients are 47% white, 38% black, 14% Hispanic and 1% Native American.

- Let's Help, Inc. is a non-profit agency working to build a better community by inspiring hope, promoting self-sufficiency, and breaking the cycle of poverty, one person at a time. We do this by providing 400 hot lunches a day, a clothing and food bank, financial assistance, adult and GED education, as well as employment training.

- Doorstep, Inc. is an emergency assistance agency helping families and individuals in need throughout our community. Started in 1966, the goal of the agency was to work with congregations and churches in our area to provide for people in crisis who are on our 'doorstep'. With the aid of the community, organizations, and volunteers, we assist approximately 40,000 individuals each year with services.

Doorstep, Inc. helps with food, clothing, rent/mortgage, utility, transportation (local), prescription, and dental assistance. The agency is a part of the MAACLink computer system and each service has waiting periods which are checked with the system to spread our resources to as many people in need as possible.

- 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 Topeka LULAC Multipurpose Senior Center, Inc. provides transportation for those sixty years or older and Americans with disabilities. The Senior Center provides transportation to medical appointments, dialysis, shopping, recreational activities, and much more. Topeka LULAC Senior Center serves every zip code in the city of Topeka and county areas.

- The East Topeka Council on Aging, Inc. provides transportation, nutritional, and socialization services to senior citizens and disabled adults in Shawnee County.

- 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.

- 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 the City of Topeka.

- 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 illnesses that require 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.

- The Health Department also provides nursing evaluations, health counseling, illness management at a clinic held at public housing elderly high rises.

Finally, the emergency rehabilitation program run by the Department of Housing and Neighborhood Development rehabilitates owner-occupied homes in emergency situations, thereby reducing the likelihood of those residents becoming homeless. 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.

### **Strategies to End Chronic Homelessness**

Participants at the Topeka Rescue Mission have been assisted in getting their credit reports and meet with a certified Consumer Credit Counselor to better understand the report and be guided in efforts to dispute inappropriate entries.

Cornerstone of the City of Topeka, Inc. has provided short-term transitional housing and services to the homeless since 1986. Guests participate in case management and educational programs.

The Topeka Moving Ahead Program (T-MAP) is an intensive 13-week non-residential program that provides life skills and career readiness providing cultural literacy, legal rehabilitation, basic computer instruction, workplace readiness, and 7-week internships with local employers. There is an increased emphasis on assisting program graduates to obtain housing. T-MAP is addressing the need of assisting chronically homeless individuals to develop the life and work skills that they need to earn sufficient income to afford existing housing.

Tanglewood, a supportive permanent housing program for individuals with severe and persistent mental illness, continues to operate at full capacity with all 14 units occupied. Of the 14 occupants, 92.8% have remained in the project longer than one year; 100% receive mainstream benefits; 31% have obtained part-time employment; 94% have engaged in social and daily skills as assessed by an on-site case manager; and 54% have engaged in vocational/prevocational activity.

The Shelter Plus Care Program houses approximately 260 households per month of which 37% are chronically homeless. With the change in the definition of chronic homeless, this number will rise dramatically.

A total of 12 beds (1 participant was chronically homeless) have been identified for mental health consumers through a supportive transitional housing project supported by Valeo Behavioral Health Care and two housing providers.

The PATH program provides services that enable persons who are homeless and have serious mental illness to acquire housing while engaging them in formal mental health treatment systems, which improve their mental health functioning. The PATH assertive outreach team made numerous contacts during the past year. Of those contacts 30% were chronically homeless. During this period, 78 consumers were enrolled into the PATH case management program, and many of these consumers were chronically homeless. The term enrolled means that the consumers suffer from a severe and persistent mental illness and need case management services.

## **The remaining obstacles to achieving this goal:**

There are at least six remaining obstacles to achieving the goal of ending chronic homelessness.

1. Engage the private sector as well as landlords in the Homeless Task Force and discuss the community's plan to end chronic homelessness.
2. There is a depressed labor market with low-wage jobs, so employment opportunities do not allow livable wage earnings to support affordable housing. Additionally, chronic homeless routinely are recipients of SSI benefits that average \$582 per month. Unless subsidies are available, this population cannot afford to pay \$400+ a month in rent.
3. A shortage of permanently supported housing projects for people with disabilities.
4. A need for additional supportive transitional housing.
5. The Public Housing Authority has a safety stigma and is instituting a very strict criterion that eliminates some homeless individuals from eligibility.

Three programs help deter individuals and families with children in imminent risk of becoming homeless from becoming homeless. First, the Emergency Rehabilitation Program run by the Department of Housing and Neighborhood Development rehabilitates owner-occupied homes in emergency situations. These situations include, but are not limited to broken furnaces, inadequate roofing, and/or broken sewer lines. Second, the Emergency Shelter Program funds agencies that provides services to renters and owners at risk of becoming homeless. These situations include but are not limited to mortgage and/or utility payments. Finally, the Shelter Plus Care Program uses vouchers to place previously homeless individuals into housing. Furthermore, individuals housed through the Shelter Plus Care Program are monitored to lessen the possibility they return to homelessness.

## **Anti-Poverty Strategy**

From 1990 to 2000, the number of individuals living in Topeka with incomes below the poverty level increased by 3% from 14,292 to 14,683, which is an increase of 421 persons. Families below the poverty level, however, decreased from 2,897 to 2,646 from 1990 to 2000. Children under 18 years old living below the poverty level also decreased from 5,232 in 1990 to 5,071 in 2000.

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.

The City works closely with local non-profits. Non-profits implement a large portion of the consolidated plan. Examples are the CHDOs, Habitat for Humanity, Big Brother/Big Sister, Community Action, Florence Crittenton Service, YMCA, YWCA, Topeka Youth Project, Housing and Credit Counseling, Inc. etc. The City of Topeka provides housing opportunities to create personal wealth and equity through homeownership programs.

The private sector is involved in the following areas:

- Local financial institutions actively participate in the first-time homebuyer program by providing loans at reduced cost. One lending institution is providing acquisition funds to rental programs administered by CHDOs. Another lender provides funds to Cornerstone for their lease purchase program.
- The local Board of Realtors works with the first-time homebuyers and infill programs.
- The private sector via the low-income housing tax credits provides affordable rental units.
- The City issues multi-family housing revenue bonds to renovate rental units for low-income families.
- The private sector also provides dollars and volunteers to clean up inner-city neighborhoods.

**Survey Results**  
**Topeka Needs Per Category**

Top 3 per category colored gray.

	<i>Mostly Low-Income</i>	<i>Some Low-Income</i>	<i>Few Low-Income</i>
<b>Housing Needs</b>			
Residential Rehabilitation	4	2	5
Homeownership Assistance	7	6	8
New Construction - Infill	11	11	11
Housing for Disabled	3	4	3
Senior Housing	2	3	2
Single Family Housing	8	8	7
Affordable Rental Housing	6	7	4
Fair Housing	5	5	6
Lead-Based Paint Test/Abatement	9	10	9
Residential Historic Preservation	10	9	10
Energy Efficient Improvements	1	1	1

**Community Facilities Needs**

Senior Centers	3	5	5
Youth Centers	1	1	1
Child Care Centers	5	4	3
Park & Recreation Facilities	4	3	4
Health Care Facilities	2	2	2
Community Centers	6	6	6
Historic Preservation	7	7	7

**Infrastructure Needs**

Drainage Improvements	5	5	5
Water/Sewer Improvement	4	4	3
Street/Alley Improvement	1	1	1
Street Lighting	3	3	4
Sidewalk Improvement	2	2	2
Curb/Guttering Improvements	6	6	6

## Ranking of Needs

### Full Results

1 - Highest Need

54 - Lowest Need

	Mostly Low-Income	Some Low-Income	Few Low-Income
<b>Housing Needs</b>			
Residential Rehabilitation	28	31	42
Homeownership Assistance	43	43	48
New Construction - Infill	53	54	54
Housing for Disabled	26	39	36
Senior Housing	17	38	29
Single-Family Housing	44	46	46
Affordable Rental Housing	42	44	41
Fair Housing	41	42	44
Lead-Based Paint Test/Abatement	50	52	51
Residential Historic Preservation	52	49	53
Energy Efficient Improvements	4	4	5
<b>Community Facilities Needs</b>			
Senior Centers	19	32	23
Youth Centers	9	10	9
Child Care Centers	34	26	21
Park & Recreation Facilities	29	25	22
Health Care Facilities	15	18	14
Community Centers	37	37	37
Historic Preservation	51	50	52
<b>Infrastructure Needs</b>			
Drainage Improvements	24	24	32
Water/Sewer Improvement	21	20	25
Street/Alley Improvement	1	2	4
Street Lighting	20	19	27
Sidewalk Improvement	18	16	20
Curb/Guttering Improvements	30	29	34

<b>Business &amp; Job Needs</b>	<b>Mostly Low-Income</b>	<b>Some Low-Income</b>	<b>Few Low-Income</b>
Start Up Business Assistance	4	4	4
Small Business Loans	3	3	3
Job Creation/Retention	1	1	1
Employment Training	2	2	2
Commercial/Industrial Rehab	5	5	5
Façade Improvements	7	7	7
Business Mentoring	6	6	6
<b>Neighborhood Needs</b>			
Tree Planting	7	7	7
Tree Trimming	4	4	6
Trash & Debris Removal	2	2	2
Graffiti Removal	6	6	5
Vacant Lot Cleanup/Mowing	3	3	3
Demolition Blighted	5	5	4
Cleanup of Abandoned Structures	1	1	1
<b>Social Service Needs</b>			
Senior Activities	7	8	7
Youth Activities	2	2	2
Child Care Services	8	7	8
Transportation Services	6	6	6
Anti-Crime Programs	1	1	1
Health Services	3	3	3
Mental Health Services	4	5	4
Legal Services	9	9	9
Food Pantry Services	5	4	5
<b>Special Needs</b>			
Services for Disabled	2	2	2
Accessibility Improvements	6	6	6
Domestic Violence Services	3	3	3
Substance Abuse Services	5	5	5
Homeless Service/Prevention	4	4	4
HIV/AIDS Centers & Services	7	7	7
Neglected/Abused Children Services	1	1	1

<b>Business &amp; Job Needs</b>	<b>Mostly Low-Income</b>	<b>Some Low-Income</b>	<b>Few Low-Income</b>
<b>Start Up Business Assistance</b>	40	34	26
<b>Small Business Loans</b>	36	27	18
<b>Job Creation/Retention</b>	3	3	2
<b>Employment Training</b>	10	11	10
<b>Commercial/Industrial Rehab</b>	46	45	43
<b>Façade Improvements</b>	49	51	49
<b>Business Mentoring</b>	48	48	47
<b>Neighborhood Needs</b>			
<b>Tree Planting</b>	54	53	50
<b>Tree Trimming</b>	32	30	39
<b>Trash &amp; Debris Removal</b>	16	14	19
<b>Graffiti Removal</b>	38	40	38
<b>Vacant Lot Cleanup/Mowing</b>	23	23	31
<b>Demolition Blighted</b>	35	35	35
<b>Cleanup of Abandoned Structures</b>	7	6	11
<b>Social Service Needs</b>			
<b>Senior Activities</b>	31	33	28
<b>Youth Activities</b>	6	7	6
<b>Child Care Services</b>	33	21	30
<b>Transportation Services</b>	14	15	17
<b>Anti-Crime Programs</b>	5	5	3
<b>Health Services</b>	8	8	8
<b>Mental Health Services</b>	11	13	12
<b>Legal Services</b>	45	41	40
<b>Food Pantry Services</b>	12	12	15
<b>Special Needs</b>			
<b>Services for Disabled</b>	13	9	7
<b>Accessibility Improvements</b>	39	36	33
<b>Domestic Violence Services</b>	22	17	13
<b>Substance Abuse Services</b>	27	28	24
<b>Homeless Service/Prevention</b>	25	22	16
<b>HIV/AIDS Centers &amp; Services</b>	47	47	45
<b>Neglected/Abused Children Services</b>	2	1	1



## HOUSING & NEIGHBORHOOD DEVELOPMENT COMMUNITY SURVEY – HOW WOULD YOU INVEST 15.0 MILLION?

For the next five (5) years the City of Topeka will receive approximately \$3.0 million per year in federal funds for housing and community development projects. The City of Topeka wants you to have a voice in how the City invests this money. Please assist us by filling out this survey.

1) Consider the **NEEDS** in your community and how they can be met. 2) **RATE** the need level for each of the following items and circle the one that best applies. 3) **RETURN** the survey with your water bill.

Please provide your ZIP CODE \_\_\_\_\_

Housing Needs	Lowest				Highest			
Residential Rehabilitation	1	2	3	4				
Homeownership Assistance	1	2	3	4				
New Construction – Infill	1	2	3	4				
Housing for Disabled	1	2	3	4				
Senior Housing	1	2	3	4				
Single Family Housing	1	2	3	4				
Affordable Rental Housing	1	2	3	4				
Fair Housing	1	2	3	4				
Lead-Based Paint Test/Abatement	1	2	3	4				
Residential Historic Preservation	1	2	3	4				
Energy Efficient Improvements	1	2	3	4				

Community Facilities Needs	Lowest				Highest				Infrastructure Needs	Lowest				Highest			
Senior Centers	1	2	3	4					Drainage Improvement	1	2	3	4				
Youth Centers	1	2	3	4					Water/Sewer Improvement	1	2	3	4				
Child Care Centers	1	2	3	4					Street/Alley Improvement	1	2	3	4				
Park & Recreational Facilities	1	2	3	4					Street Lighting	1	2	3	4				
Health Care Facilities	1	2	3	4					Sidewalk Improvement	1	2	3	4				
Community Centers	1	2	3	4					Curb/Guttering Improvements	1	2	3	4				
Historic Preservation	1	2	3	4													

Business & Job Needs	Lowest				Highest				Neighborhood Needs	Lowest				Highest			
Start Up Business Assistance	1	2	3	4					Tree Planting	1	2	3	4				
Small Business Loans	1	2	3	4					Tree Trimming	1	2	3	4				
Job Creation/Retention	1	2	3	4					Trash & Debris Removal	1	2	3	4				
Employment Training	1	2	3	4					Graffiti Removal	1	2	3	4				
Commercial/Industrial Rehab	1	2	3	4					Vacant Lot Cleanup/Mowing	1	2	3	4				
Facade Improvements	1	2	3	4					Demolition Blighted	1	2	3	4				
Business Mentoring	1	2	3	4					Cleanup of Abandoned Structures	1	2	3	4				

Social Service Needs	Lowest				Highest	Special Needs	Lowest				Highest
Senior Activities	1	2	3	4		Services for Disabled	1	2	3	4	
Youth Activities	1	2	3	4		Accessibility Improvements	1	2	3	4	
Child Care Services	1	2	3	4		Domestic violence Services	1	2	3	4	
Transportation Services	1	2	3	4		Substance Abuse Services	1	2	3	4	
Anti-Crime Programs	1	2	3	4		Homeless Service/Prevention	1	2	3	4	
Health Services	1	2	3	4		HIV/AIDS Centers & Services	1	2	3	4	
Mental Health Services	1	2	3	4		Neglected/Abused Children					
Legal Services	1	2	3	4		Services	1	2	3	4	
Food Pantry Services	1	2	3	4							

Please write in any **NEEDS** not listed above:

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**Part II** – As part of this planning process, the Department of Housing & Neighborhood Development must also analyze factors that limit fair housing choice in the City of Topeka. Your own experiences will contribute to the efforts to research obstacles such as the nature and extent of housing discrimination in this region.

This information will be used to assist in developing strategies to overcome **Impediments to Fair Housing** choices. This survey is for informational gathering purposes only.

- Do you believe housing discrimination is an issue in your neighborhood?  Yes  No
- Have you ever experienced discrimination in housing?  Yes  No. (If yes, please proceed to Questions 3, 4, and 5)
- Who do you believe discriminated against you?
 

<input type="checkbox"/> Landlord/property manager	<input type="checkbox"/> Real estate agent
<input type="checkbox"/> Mortgage lender	<input type="checkbox"/> Mortgage insurer
- On what basis do you believe you were discriminated against?
 

<input type="checkbox"/> Race	<input type="checkbox"/> Color	<input type="checkbox"/> National Origin	<input type="checkbox"/> Religion	<input type="checkbox"/> Gender
<input type="checkbox"/> Familial Status (single-parent with children, family with children or expecting a child)				
<input type="checkbox"/> Disability (either you or someone close to you)				
- If you believe you have been discriminated, have you reported the incident?  Yes  No
 

**If No – WHY?**  don't know where to report  afraid of retaliation

too much trouble  don't believe it makes any difference

The City of Topeka works with the Department of Housing & Neighborhood Development and Human Relations Commission to provide informational, education, counseling and investigative services promoting fair housing choices. If you feel you may have been discriminated against, please contact 785-368-3606.

Thank You! Please Return Survey with your Water Bill

