

TOPEKA

CITYWIDE HOUSING MARKET STUDY AND STRATEGY

IMPLEMENTATION PLAN

2021

ADOPTED

CITY OF TOPEKA GOVERNING BODY

DECEMBER 8, 2020

TOPEKA PLANNING & DEVELOPMENT DEPARTMENT



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Sub-Groups

(A) = Affordable Housing Trust Fund

(AP) = Aging In Place

(D) = Downtown Area Housing

(L) = Landbank

(R) = Rehab Assistance

(T2) = Take 2 Tenancy

(W) = Weatherization

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**Governing Body Motion
(7/21/2020)**

“... adopt the study as an invaluable collection of data and strategy options, and request the City Manager work with citizens, staff, providers and Council to draft a starting implementation plan in 120 days.”

Purpose

This document is intended to be an addendum and supplement to the Citywide Housing Market Study and Strategy (Study) as directed in the Governing Body’s motion adopting the Study on July 21, 2020. The basic purpose of this document is to answer the question, “Where do we start?”. In other words, develop an action plan for 2021 that activates some, but not all, of the Study’s priority recommendations. Acknowledging that not all of the priority recommendations can, or should be, activated in its first year is crucial to moving forward with a heavy lift that is the Study’s implementation. Even with the Study’s sound implementation section, “where do we start” remained the biggest question if the community was to carry over full enthusiasm and momentum garnered during the Study’s creation.

Scope

The Implementation Plan Committee agreed to the following scope of work for this

document based upon the Governing Body’s motion:

Develop an action plan for 2021 that kick-starts recommendations of the adopted “Citywide Housing Market Study and Strategy” in time to report back to the Governing Body by November 17, 2020.

120-Day Process

August - The Housing Study Steering Committee was reconvened to guide decisions for this document. It was expanded to include representatives of housing providers, City Council, impacted neighborhoods, landlords, and economic development. Meeting #1 was held on August 24, 2020 to discuss scope, short-term tactic priorities, metrics, and community engagement. It was agreed to use the Citizens Advisory Council (CAC) for public engagement.

September – Staff met with the CAC to review Meeting #1 outcomes and get input. Sub-groups met to develop mini-action plans for the seven (7) priority short-term tactics. The action plans were presented to the full committee at Meeting #2 on September 28,

2020.

October – Staff met with the CAC to review Meeting #2 outcomes and get input. The final document was sent to the full Implementation Plan Committee for review.

November – Meeting #3 was held on November 2, 2020 with the full Implementation Plan Committee and the CAC on November 4 to make recommendations prior to submitting the final document to the Governing Body on November 17.

Core Housing Documents

There are three core documents the City uses to guide decisions for housing needs.

Consolidated Action Plan – The City’s Con Plan guides the use of HUD funds the City receives each year as an entitlement community. It serves as the City’s budget for how it intends to use these funds for eligible activities – housing, community development, neighborhood services, social services, etc. - while meeting HUD’s national objectives for the benefit of low-moderate income (LMI) citizens. While only required for CDBG, HOME, and ESG funds, the Con Plan can include fuller demonstration of how these needs are being met with other non-HUD entitlement sources. Of the roughly \$2.5 M the City receives subject to appropriations

by HUD, the vast majority (85%) is devoted to LMI households across the city with the remaining targeted for LMI neighborhoods.

Comprehensive Plan – The City’s future land use and physical development is guided by the adopted Comprehensive Plan. The Land Use and Growth Management Plan guides broad locational decisions for housing and zoning. Neighborhood Plans are adopted as elements of the Comprehensive Plan for 16 different neighborhoods and Downtown that represent their voice of approval for future housing development. These have more detailed land use, housing, and revitalization recommendations down to the block level. The City’s Neighborhood Revitalization Plan (NRP) is updated every 3 years based on the City’s neighborhood health map to incentivize more investment in at risk/intensive care neighborhoods. This series of plans guide “where” housing investment is preferred to occur.

Citywide Market Study and Strategy – Adoption of this Study in 2020 culminated the first comprehensive analysis of the city’s housing supply in thirty years as to whether it is positioned to meet future housing demand across a range of household affordability. It’s findings helped illustrate what types of housing is missing in the market, the barriers to

diversifying housing stock, and what tools are needed to advance affordable housing priorities. It generally found that local programs are working well, but require much more capacity and resources to sustain an equitable housing market than what is currently available. In short, it takes a village to do more.

How does this document relate to the core housing documents?

While the Implementation Plan (IP) is directly linked to the Market Study, it also is intended to align with all core documents. It is not intended to make new policy decisions or supplant previously adopted direction of the core documents. If new needs/priorities arise due to changing conditions then the core documents should be modified. On the other hand, there should be some flexibility in the IP long as it otherwise aligns with the core documents. For best alignment, it is recommended that the IP be updated annually or whenever the Consolidated Plan or Market Study are updated. It is up to the IP process to determine what priorities of the Market Study and actions should be included year to year.

Prioritization for 2021

The Study recommended four priority recommendations:

- Fund the Affordable Housing Trust Fund

- Establish a strategic land bank
- Support the development of a community development corporation (CDC)
- Expand weatherization and home repair programs

In addition, the Study recommended 26 tactics, or tools, to address its overarching goals for Topeka. The timing of **new and expanded efforts** were further recommended in the study as shown by the Prioritization Timelines in the appendix (page 102 of study). These were broken down by short-term (1-3 years), mid-term (4-6 years), and long-term (7+ years) periods. It also shows “continued efforts” that should be sustained along the way.

The IP Committee was asked to select which new and expanded “short-term” tactics from this list were either ready to be activated in 2021 (**Tier A**) or need more planning in 2021 before they are activated (**Tier B**). This also included any market-rate housing tactics. The following tactics were prioritized for 2021:

TIER A

- Affordable Housing Trust Fund
- Weatherization
- “Take 2” Tenancy
- Aging In Place
- Rehab Assistance (Self Help)

TIER B

- Landbank
- Downtown Area Housing

These tactics were further developed into one year action plans (see pages 7-9) detailing what, who, when, and how they will be accomplished. Ideally, Tier A tactics will be activated in 2021 and become continued efforts once steps are achieved. Tier B tactics in 2021 will hopefully graduate to Tier A in 2022. New Tier A and B tactics may emerge when the IP is updated at the end of 2021 and annually thereafter.

Not all tactics or four main priorities were deemed ready for 2021. Tier A and B tactics selected to date represent early “wins” for **new and expanded efforts** under the scope. If a tactic or continued effort is not included as Tier A/B in 2021, it does not mean it is excluded from being advanced in the community if there is support and alignment with core housing documents. All actionable steps should continue to seek stakeholder involvement.

Metrics

Lastly, the IP Committee recommends a series of **metrics** to measure our progress and commitment to rise up and overcome the key findings of the Study (page 10). These key findings reflect the biggest challenges in meeting our future housing needs found in the

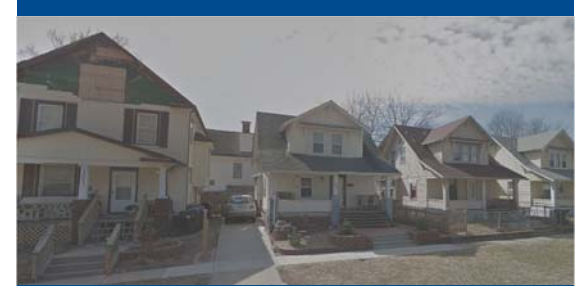
Study’s Executive Summary. They include:

- Lack of Quality Affordable Housing Stock
- Limited Senior Housing Options
- Cost-Burdened Households
- Core Neighborhood Disinvestment
- High Housing Vulnerability
- Limited Housing Choices

It is recommended that both the Tier A/B Action Plans and Metrics be “living” to adapt to changing conditions, data sources, best practices, AHTF priorities, etc. with the intent to update during the annual IP process or as needed.

Next Steps

- Present the IP Committee’s recommendations to the Governing Body for acceptance
- Responsible organizations implement Tier A/B action plans and share periodic updates
- IP should be assessed in Q4 by IP Committee to affirm progress and update as needed for 2022, and as needed annually until a new study is performed.
- Consider updating Housing Market and Strategy Study every 5 years (2024) to recalibrate findings.





New or expanded tactics that are expected to be created and activated in 2021
(excludes continued efforts)

Affordable Housing Trust Fund

Steps/Actions	Who (Lead/Support)	When (Q)	Metrics
Amend AHTF ordinance (update DNR references, add Study), appoint Review Committee members, and transfer City of Topeka funds	Governing Body/City Mngr/CoT	2020 Q4 2021 Q1	\$241K (infill) \$77K (weatherization)
Convene AHTF Review Committee, establish application criteria and set housing targets rehab and new (Priority: "gap filler")	Review Comm/CoT Planning	2021 Q1	
Create factsheet and marketing materials	Review Comm/CoT Planning	2021 Q2	
Confirm champion(s)	GTP	2021 Q2-3	
Engage donors and capitalize fund for potential AHTF projects/programs	Champion/GTP	2021 Q3-4	\$200K - \$700K private
Prepare RFP and/or open up application process	Review Comm/CoT/Non-profit	2021 Q4	

Weatherization

Steps/Actions	Who (Lead/Support)	When (Q)	Metrics
Devote some HUD funds to weatherization and use to leverage non-HUD funds into AHTF	CoT Housing	2021 Q1	\$ 20 homes assisted
Create and implement a DIY Weatherization 101 class for recipients of funding	Habitat/Community Action	2021 Q1	# of people trained and reduced utility costs
Provide DIY kits to low income households taking class	Habitat/Community Action	2021 Q1	# of homes w/ reduction in utility use (yr avg)
Agree to MOU creating unified data sharing system to track homes assisted	Community Action/Habitat/CoT Housing	2021 Q2	
Create and implement a Certified Energy Efficient Rental Unit program (all landlords should be the goal)	Community Action/CoT Housing	2021 Q3	# of homes assisted # of energy audits
Combine emergency repair assistance and other funding (e.g. AHTF) to fill local programmatic gaps including minor and major weatherization needs	Community Action/Habitat/CoT Housing	2021 Q4	# of homes assisted # of energy audits

“Take 2” Tenancy

Steps/Actions	Who (Lead/Support)	When (Q)	Metrics
Develop training needs assessment - Get stakeholder input; ID need & best delivery method for training, determine desired outcomes	HCCI/ Community Action/SCLA	2021 Q1	# of stakeholders Pilot questions
Develop Second Chance Certification process - required classes, demonstration of capacity, income eligibility, etc.	HCCI with input from subgroup members	2021 Q1 & 2	Written, approved process
Establish landlord incentives to accept Second Chance Certified pilot graduates (AHTF?, CF?, 3rd party co-signer?)	HCCI/Community Action/SCLA Community Foundation (CF)	2021 Q1	# of landlord-approved incentives
Recruit up to 5 area landlords to accept tenants who have completed Second Chance Certification	HCCI/SCLA	2021 Q2	# of landlords
Recruit up to 10 candidates for Second Chance Certification. Launch pilot, targeting certification graduation by October 2021	HCCI/Community Action HCCI	2021 Q2 2021 Q3	# of eligible candidates % of candidates certified
Successfully house certified graduates	HCCI/Community Action/SCLA	2021 Q4	#housed

Aging In Place

Steps/Actions	Who (Lead/Support)	When (Q)	Metrics
Implement AARP Home Maintenance Class for Seniors and caregivers (new)	Habitat	2021 Q1	# of stakeholder Pilot questions identified
Complete resource database and make it virtual specifically for seniors	JAAA	JAAA	
Create virtual presentations on long term planning for seniors	JAAA/ CoT Communications/ Habitat/ KLS	2021 Q2	# of views
Create income-based maintenance free senior housing (AHTF)	Habitat/Cornerstone	2021 Q4	# of units
Expand Habitat Homeowner Rehab for seniors (AHTF)	Habitat	2021 Q4	# of units

Rehab Assistance (Self Help)

Steps/Actions	Who (Lead/Support)	When (Q)	Metrics
Activate Community Maintenance Classroom (hands on)	Habitat	2021 Q1	# of people trained
Increase participation in maintenance classes	Habitat/HCCI/CoT Housing	2021 Q1	# of people trained
Increase accessibility to interior/exterior paint and bulk materials (e.g. activate Brush w/ Kindness)	Habitat/CoT Housing	2021 Q2	# of houses painted and materials used
Develop DIY maintenance video	CoT Communications/Habitat/ Mary?	2021 Q2	# of views
Explore "enhancement" type program to reward volunteer hours with rehab assistance (non-CDBG)	Citizens Advisory Council (CAC)	2021	

TIER B



New or expanded tactics where more planning work needs to be done in 2021 before activation
(excludes continued efforts)

Landbank

Steps/Actions	Who (Lead/Support)	When (Q)	Metrics
Research models (KCMO, KCK, Pittsburg, Hutch, etc.); including funding mechanism, use of tax sale/foreclosures, staffing, etc.	Realtors/County Counselor/CoT Housing	2021 Q1	# of unit types per \$ spent
Review Topeka draft ordinance vs other cities	CoT Planning/Legal	2021 Q1	
Identify/confirm partnerships - County, realtor groups, GTP, City, housing providers, etc.	Cornerstone	2021 Q2	
Draft goals and program details; align with partners	Sub Group	2021 Q2	
Community outreach and transparency	Habitat/CoT Planning	2021 Q3	2-3 public meetings
Draft Ordinance/Resolution Adopt Ordinance	CoT Legal / Sub Group Gov Body	2021 Q4	

Downtown Area Housing

Steps/Actions	Who (Lead/Support)	When (Q)	Metrics
Activate new downtown marketing webpage. Develop housing page ("open for living")	DTI/GTP TIP/GTP/CoT Planning	2020 Q4 2021 Q1	
Start JEDO discussion to determine if housing should be included as part of economic development incentives	GTP	2020 Q4 2021 Q1	
Adopt Downtown Master Plan; set 10-year target of 1,000 units	Gov Body/CoT Planning/DTI	2021 Q1	
Form "work group" to guide action plan; create developer list	GTP/DTI	2021 Q1-2	
Create package of pitch-ready properties and incentive info Pitch to potential developers	DTI/CoT Planning / work group DTI/GTP	2021 Q2 2021 Q3	# of projects/units started
Seek RFP authority to advertise new catalytic housing/mixed use construction site	JEDO/GoTopeka/CoT	2021 Q4	

How do we measure our progress and commitment to meeting the need of the Study's **key findings**?

Lack of Quality Affordable Housing Stock

Create or preserve **800 affordable** units by the end of 2025 ($\leq 60\%$ AMI)

Ownership (20%)	160 units	32 units/year
Rental (80%)	640 units	128 units/year

Create or preserve **600 workforce** units by the end of 2025 (61%-120% AMI)

Ownership (50%)	300 units	60 units/year
Rental (50%)	300 units	60 units/year

Commit **\$5 Million extra** to the production and preservation of affordable housing by 2025

Private/philanthropic	\$4 million	\$800K/year
Public	\$1 million	\$200K/year

Notes: Define "unit" (e.g. permit value, down payment assistance, L IHTC renewal, quality, etc.)

Limited Senior Housing Options

Create or preserve **500 senior** units by the end of 2025

Affordable	330 units	66 units/year
Market (e.g. maintenance free villas)	88 units	18 units/year
Independent Living	44 units	9 units/year
Assisted Living	33 units	7 units/year

Notes: Define "unit" (e.g. new construction, aging in place rehab, memory care, etc.)

Cost-Burdened Households

Reduce households who cannot afford fair market rental at least 10% by 2025	Current	Target
Citywide	33%	29%
<ul style="list-style-type: none"> African-American 	52%	46%
<ul style="list-style-type: none"> Hispanic 	38%	34%
<ul style="list-style-type: none"> White 	31%	28%
Reduce Cost-Burdened households at least 10% by 2025	Current	Target
HHs paying more than > 50%	13%	11%
HHs paying more than > 30%	17%	15%
<i>Notes: Affordable fair market rent for safe and decent 2BR quality (\$588 rent + \$200 utilities) = \$16/hr minimum wage</i>		
<i>Cost-burdened = HHs paying more than 30% of income on housing</i>		

Core Neighborhood Disinvestment

Create or preserve 3,000 units equitably by 2025		
Intensive Care Neighborhoods	20%	600 units
At Risk Neighborhoods	30%	900 units
Other	50%	1,500 units
<i>Notes: 1,400 affordable/workforce, 1,100 market rate, and 500 senior</i>		
Increase Share of Infill Development for New Units	Current	Target
City Share of Countywide	50%	70%
BPVL vs. Non-BPVL	tbd	tbd
Promote Demolitions as Last Resort	Current	Target
Ratio of Demos to Major Rehabs	tbd	tbd

High Housing Vulnerability**Improve Court-Ordered Eviction Ratings by 2025**

Eviction Rank vs. Population Rank	3.8 ratio (58/220) to <3.0 ratio
Renter HHs evicted	1 per 23 to 1 per 30

Improve Homeless Ratings by 2025

Ratio Per 10,000 vs. State	2.9 ratio (23/8) to <2.5 ratio
Minors as % of Homeless Count	15.6% to 12%

Homeless Prevention Assistance by 2025

Emergency /Accessibility Repairs	tbd
Vouchers	tbd
Mortgage/Rental/Utility Assistance	tbd

Limited Housing Choices**Diversify Housing Typology of New Units**

Single-Family detached	40-45% or less
Non-SF/Missing Middle	55-60% or more
<ul style="list-style-type: none"> Downtown Area 	40% or more
<ul style="list-style-type: none"> Transit Proximity 	Tbd % within 5 minute walk

Meet Demand for Upper Market Segments by 2025

Quality Mod-Priced - For Sale	\$120k - \$190k	<12% "below average" condition
Upscale - For Sale	\$250k - \$490k	440 units
Upscale - Rental	>150% AMI	60 units

HOUSING STORIES



Housing Stories

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