



2014 Fifth Program Year Annual Action Plan

The Annual Action Plan includes the [SF 424](#) and Narrative Responses to Action Plan questions that CDBG, HOME, HOPWA, and ESG grantees must respond to each year in order to be compliant with the Consolidated Planning Regulations. The Executive Summary narratives are optional.

GENERAL

Executive Summary

The Annual Action Plan provides a basis and strategy for the use of Community Development Block Grant (CDBG) funds allocated to the City of Manhattan (City) by the U.S. Department of Housing and Urban Development (HUD) during a specific program year. The CDBG Program stipulates that funded activities must meet at least one of the three national objectives: benefit eligible income persons, prevent or eliminate slums or blight, or meet urgent community needs. At least 70% of CDBG funds must benefit low and moderate income persons.

In 2010, the City of Manhattan developed a Consolidated Plan which assessed needs and generated priorities for the community. Through citizen participation, public hearings and consultations with various organizations, groups, and agencies, the City has identified five overall objectives for meeting the identified housing and community development needs between 2010 and 2014:

- 1) Sustain affordable housing opportunities by preserving the existing housing stock and supporting the creation of affordable permanent housing in standard condition.**
- 2) Improve the livability and safety of neighborhoods through infrastructure improvements.**
- 3) Support community facilities that improve the quality of life for low- and moderate-income residents.**
- 4) Support public services that meet the needs of low and moderate income persons and families.**
- 5) Support activities that create and sustain quality jobs.**

Based on CDBG national objectives and the City's objectives above, the City plans to implement the following projects in the CDBG 2014 Fifth program year:

Housing Rehabilitation Program

- Rehabilitate single-family housing units occupied by eligible owners.
- Provide emergency repairs or accessibility modifications for single-family housing units occupied by eligible owners.
- Provide emergency repairs or accessibility modifications for mobile homes occupied by eligible owners.

Neighborhood Infrastructure Improvements

- Utilize available surplus CDBG funds from the 2013 Fourth Program Year in addition to the 2014 Fifth Program Year allocation to construct and install intersection improvements in eligible neighborhoods, to include but not limited to new signals, crossings and accessible sidewalk ramps. These improvements will increase safety and accessibility to parks and services in eligible neighborhoods. These projects began in the Fourth Program Year.
 - ✓ 11th Street and Fremont Street: construct intersection improvements and install new traffic signal.
 - ✓ 17th Street and Yuma Street: remove an obsolete unwarranted traffic signal and install pedestrian crossing signal with related intersection improvements.

Community Facilities

- Utilize CDBG funds to improve facilities in LMI neighborhoods that serve eligible clients.
 - ✓ Flint Hills Bread Basket facility improvements
 - ✓ Douglass Center complex improvements

Public Services

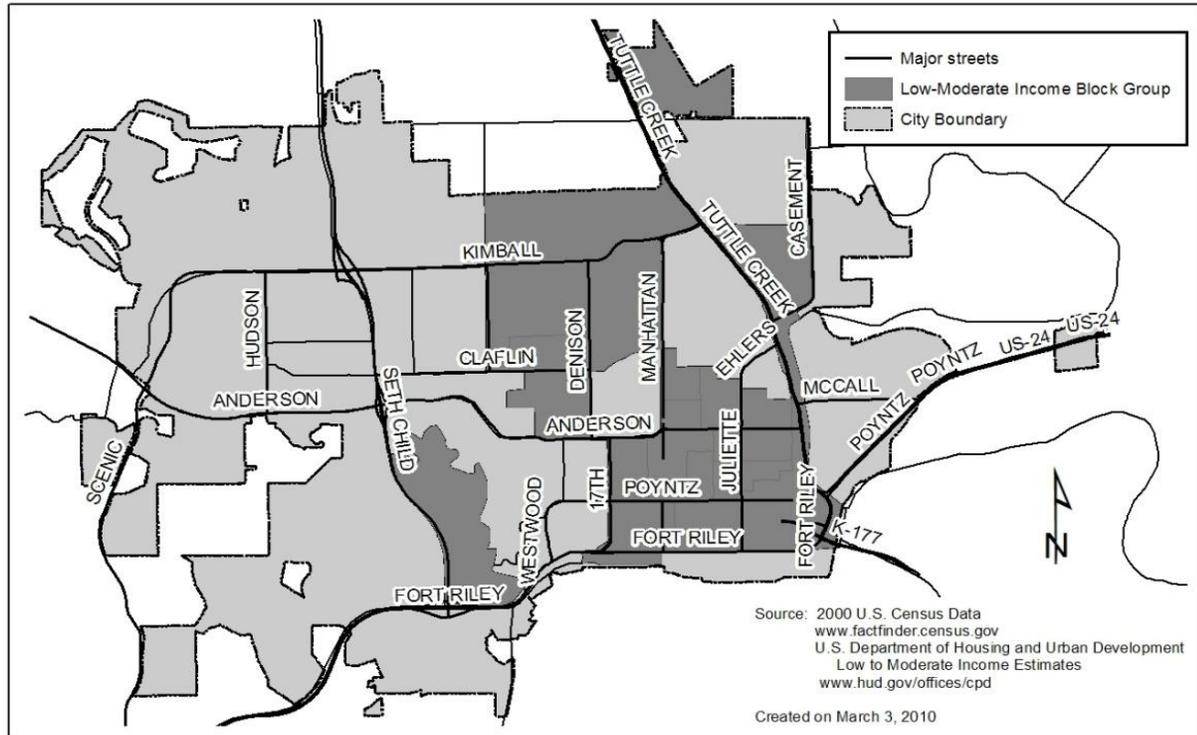
- Continue support of the Stepping Stones Children’s Advocacy Center (CAC) program with support of additional advocacy staff time.
- Continue support of the CDBG Sunflower CASA Project Volunteer Supervisor staff time.
- Continue support of the existing Housing and Credit Counseling Inc. program to assist eligible clients with budgeting assistance.
- Expand support of the existing Shepherd’s Crossing rent and utility assistance program by increasing their Homeless Prevention Program funding to stabilize households at risk of homelessness. Also, provide support of additional staff time to administer the expected increase in Homeless Prevention clients.

2014 CDBG Investment Summary *	2014 Allocation *
Housing Rehabilitation Program	\$ 116,898
Neighborhood Intersection Improvements	\$ 129,825
Community Facilities:	
• Douglass Center Complex	\$ 90,000
• Flint Hills Bread Basket	\$ 90,000
Public Services:	
• Stepping Stones Children’s Advocacy Center	\$ 11,535
• Sunflower CASA	\$ 11,137
• Housing and Credit Counseling, Inc.	\$ 6,800
• Shepherd’s Crossing	\$ 50,000
Administration	\$ 111,850
Fair Housing Activities	\$ 500
Proposed 2014 CDBG Program	\$ 618,545

* Proposed. All activities and budgets are proposed based on expected funding levels and are subject to approval by HUD.

GENERAL QUESTIONS

According to the 2010-2012 American Community Survey three year estimate (American Fact Finder, U.S. Census), Manhattan has an estimated population of 56,069 residents, 17.1% of whom were members of minority groups. Of Manhattan's estimated 20,228 households, 43% earned less than 80% of the Median Household Income and are therefore classified as low and moderate-income by HUD. The following map illustrates the block groups with 51% or more residents at or below 80 percent of the 2013 Riley County Median Household Income of \$61,100 (HUD 2013 Fiscal Year Income Limits Summary.)



City of Manhattan
Block Groups with 51% or more residents below 80%
of the Riley County Median Household Income

There are four main sectors in Manhattan that are identified as being eligible areas (refer to map above): northeast Manhattan; the original ward districts located in southeast Manhattan; the Kansas State University Campus area in central Manhattan; and the neighborhoods northeast of the Seth Child Road and Fort Riley Boulevard interchange. This map is unchanged from the previous three years because income data from the 2010 Census has not been released.

Basis for Allocation of Funds

Geographic Allocation

Areas eligible for CDBG funds are determined according to census tracts and block groups containing a concentration of 51% or more eligible persons as established by HUD for the City of Manhattan.

Direct Allocation

Client-based programs supported by CDBG funds are based on individual income eligibility or determination of limited clientele status.

Obstacles

The primary obstacle to meeting all of the identified needs is limited funding. The City of Manhattan will cooperate with social service agencies and other groups to accomplish the most benefit for eligible persons and families with the available federal, state and local funds.

Additional Funding

The City of Manhattan utilizes federal, state and local resources to address the needs identified in the Strategic Plan. This includes the State operated Emergency Solutions Grant funds, public housing, Section 8 programs and local funds dedicated to social service agencies. Many other grant programs are utilized by local public and private stakeholders to address the needs of eligible persons.

Managing the Process

Lead Agency

The City of Manhattan will be the lead agency to oversee the development of the Consolidated Plan and administer all programs covered by the Plan.

Plan Development and Consultation Process

The significant aspects of the process to prepare the Annual Action Plan include:

- Internal meetings involving a cross-section of City Departments
- Consultation with the Social Services Advisory Board
- General public meetings

Coordination between Agencies

The City of Manhattan will continue to coordinate efforts with the Manhattan Housing Authority, the Manhattan Emergency Shelter and the Riley County Council of Social Service Agencies.

Citizen Participation

Public Input Meeting

A public input meeting was held on October 17, 2013 to provide an opportunity for the citizens to comment or propose projects and activities for the Fifth Program Year. The meeting was promoted in the following ways:

- Advertisement in the Manhattan Mercury
- Posted on the City of Manhattan Website
- Displayed on the City's public access Channel 3
- Through City of Manhattan's "In Touch" email notification system

Public Comment Period

The proposed 2014 Fifth Program Year Action Plan was made available for public review and comment beginning on March 26, 2014, and ending on April 24, 2014. The Public Comment Period was advertised in the following ways:

- Advertisement in the Manhattan Mercury
- Posted on the City of Manhattan Website
- Through City of Manhattan's "In Touch" email notification system
- Displayed on the City's public access Channel 3

The 2014 Fifth Program Year Action Plan was made available for review at Manhattan City Hall, Manhattan Public Library, and on the City of Manhattan website. Citizens were invited to comment in writing or by email. All comments received were given written feedback by City staff.

Public Hearing

The public hearing was held at 5:30 p.m. on April 14, 2014 in the City Commission Room located in City Hall. The meeting was advertised in the following ways:

- Advertisement in the Manhattan Mercury
- Posted on the City of Manhattan Website
- Displayed on the City's public access Channel 3
- Through City of Manhattan's "In Touch" email notification system

The public hearing was held at a time determined to be most convenient to citizens, including potential and actual beneficiaries and held in accordance with provisions of the ADA. Additionally, the City takes whatever actions are appropriate to encourage all its citizens, including minorities and non-English speaking persons, as well as persons with disabilities, to participate in this process. Current program documents are in English only, however, if other languages are required they will be provided. A reasonable number of free copies of the plan were provided to citizens and groups upon request. These materials were also available upon request in a form accessible to persons with disabilities.

Public Comments

Regarding this Action Plan or the CDBG program in general, the following comments were received: *There were no comments received.*

Institutional Structure

The Community Development Department is the lead agency of the City in the administration of the CDBG program. The Community Development Department manages all CDBG undertakings, facilitates public involvement in the CDBG program and conducts all reporting of CDBG activities to HUD. In the Fifth program year, the Community Development Department will continue to:

- Hold regular meetings with City departments involved with the CDBG program projects and activities;
- Refine and develop reporting mechanisms to monitor the implementation of CDBG programs within the City;
- Maintain regular communication with the Manhattan Housing Authority, Manhattan Emergency Shelter and other social service agencies.
- Participate in community meetings with other public and private providers whose activities and services contribute to meeting City priorities and objectives.

Monitoring

The City of Manhattan will monitor all programs it administers to ensure the proper use of funds and compliance with all applicable federal, state, and local laws and regulations. All projects will be actively monitored for compliance with regulations and timely implementation through a cost reimbursement system, quarterly reports, site visits and yearly audits.

Public service sub-recipients are monitored with a site visit at the midpoint of the program year (during the months of December or January) and any concerns are followed up with an additional visit during the month of March. Sub-recipients receive a letter no later than April 30th indicating the available CDBG funds remaining, and a reminder that expenditures must occur by June 30th in order to be reimbursed.

The Community Development Department will maintain responsibility for the Consolidated Annual Performance Evaluation Report (CAPER).

Actions to Reduce Lead-based Paint

The City of Manhattan currently administers a rehabilitation program for owner-occupied properties using Community Development Block Grant (CDBG) funds. Under this program, all units constructed prior to 1978 are required to have a lead based paint risk assessment. Based on the results of the risk assessment, hazards are identified and control options are reported. Contractors are required to follow lead-safe work practices and are monitored by a certified lead based paint inspector. Additionally, the general contractor is required to be authorized by the State as a lead activity firm and to have workers that are certified in lead safe work practices. The City of Manhattan will continue to use authorized contractors and lead safe work practices in all rehabilitation activities pursuant to 40 CFR 745.80, Subpart E.

The Manhattan Housing Authority conducts visual inspections and assumes that any structure built prior to 1978 contains lead-based paint.

Actions to Affirmatively Further Fair Housing

Manhattan has a transitory population including students, military personnel and construction labor. These groups typically lack knowledge of the housing market, and often have limited time to select housing. To assist these groups, the City has adopted education as the primary strategy to further Fair Housing in the community.

The City has developed a "Fair Housing" webpage to provide educational information, resources and links for potential tenants, home purchasers and landlords. This website was advertised in the real estate section of the Manhattan Mercury, and will be promoted through distribution of Fair Housing educational flyers in the community, Kansas State University and the Fort Riley installation during the 2014 program year. The City is also making a directed effort to communicate Fair Housing information in Spanish as well as English to assist the growing Hispanic population in Manhattan.

The City Commission declares each April as "Fair Housing Month". Additionally, a Fair Housing education seminar was offered to Realtors and landlords in April 2014.

HOUSING

Specific Housing Objectives

The Manhattan housing market has remained stable, given the pressures of growth from Fort Riley and Kansas State University. The age of housing stock, low vacancy rates and presence of cost burdened owners indicate the following housing objectives for the City of Manhattan during the 2014 Fifth Program year:

- **Sustain Existing Housing Stock**
 - ✓ Provide decent, safe and sanitary housing for eligible homeowners through the City of Manhattan Housing Rehabilitation Program.
 - ✓ Provide emergency repairs or accessibility modifications for single-family housing units occupied by eligible homeowners.
 - ✓ Provide emergency repairs or accessibility modifications for mobile homes occupied by eligible homeowners.
- **Affordable Housing**
 - ✓ Continue to work with the Manhattan Housing Authority (MHA) to provide opportunities for affordable housing for eligible households.
 - ✓ Continue to work with the Manhattan Area housing Partnership (MAHP), a local Community Housing Development Organization to develop additional housing opportunities for eligible households.

Public Housing

The Manhattan Housing Authority owns 202 1-4 bedroom units in five public housing communities and manages an additional 108 units in two tax credit housing communities. Since 2011, the MHA has been designated as a “High Performer” in the Section 8 Housing Choice Voucher Program, providing the maximum amount of assistance available to the Manhattan Community.

Although the City of Manhattan will not provide financial support from CDBG funds to address the needs of public housing, the City will continue to collaborate with the MHA on issues related to affordable housing. In the past the City has completed public/private partnerships with MHA and private developers to construct new housing. The City also supports the Manhattan Housing Authority’s efforts to encourage public housing residents to become more involved in management and participate in homeownership.

Barriers to Affordable Housing

A review of the City of Manhattan’s housing policy indicated there are no institutional barriers to affordable housing. The City has adopted the 2012 International Code Series and the 2011 National Electrical Code Series. The 2012 International Property Maintenance Code that has been adopted as the minimum housing code is similar to the requirements of HUD’s Housing Quality Standards.

Regulations that are designed to protect the health, safety, and welfare of citizens may affect the cost of housing. However, these regulations are not designed to discourage the availability of affordable housing. The minimum housing code is enforced on a complaint basis, and the City of Manhattan does not propose actions or reform steps to remove or restructure such polices in the 2014 Fifth Program year.

In the past, the City of Manhattan has taken the following steps to promote affordable housing development:

- Provided land to housing developers for single and multi-family affordable homeownership opportunities for eligible households
- Approved increases in density for the development of Low Income Housing Tax Credit projects
- Worked with developers to provide a wide variety of housing costs and styles
- Waived all building permit fees and water/sewer connection fees for affordable housing development on infill lots

- Worked with Habitat for Humanity to provide land for the development of single-family housing.
- Worked with developers to provide infrastructure to support the development of affordable housing.

HOME/ American Dream Down payment Initiative (ADDI)

The City of Manhattan is not a recipient of HOME/ADDI funds.

HOMELESS

Specific Homeless Prevention Elements

The City addresses homeless prevention through support of the Manhattan Emergency Shelter, Inc. (MESI), the Crisis Center, Inc., a domestic violence shelter and Shepherd's Crossing, which offers utility and rent support. The City applies annually for the Emergency Solutions Grant (ESG), administered by the State of Kansas, and passes the funds through to MESI and the Crisis Center.

The City will support continuation of MESI's Homeless Prevention and Rapid Re-Housing program through the Emergency Solutions Grant. The City will also support continuation of the Homeless Prevention Program provided by Shepherd's Crossings through CDBG public services funding.

Sources of Funds

State Operated Emergency Solutions Grant (ESG)
 CDBG Public Services
 City of Manhattan Social Services Fund

Addressing Homelessness

In the past, the City of Manhattan has collaborated with the Riley County Homeless Task Force and its partner organizations to address homelessness issues in Manhattan. In 2010 this task force changed to the Affordable Housing Task Force. The mission of the Affordable Housing Task Force is to promote safe, affordable and accessible housing options through collaboration, advocacy, strategic planning and awareness. The Task Force identified the following priority needs for the City of Manhattan:

- Support the expansion of the homeless service system to include homeless prevention and re-housing programs and supportive housing programs for the disabled and families
- Promote collaboration among service providers, including public housing agencies, to improve access to affordable housing and expansion of supportive services

Due to staff turnover with key agencies involved with the Task Force it has not continued to meet regularly. A new committee, Everybody Counts, has been recently formed to function the same way the task force did and provide the same input for the community. The new group is not just looking at homelessness but other issues of poverty.

Emergency Solutions Grants (ESG)

Emergency Solutions Grant funds are allocated to the Manhattan Emergency Shelter, Inc. (MESI) to support their homeless prevention and emergency shelter services.

MESI, which opened in 1985 and moved into a new facility in 2009, offers 47 beds of transitional and emergency shelter for homeless men, women, and families. MESI will continue to offer placement in transitional and permanent supportive housing to decrease the current length of homelessness. However, Shepherd's Crossing will expand its current homeless prevention program to provide services to persons and families using CDBG funds and established guidelines. This assistance will be in the form of rent and utility payments to prevent clients from becoming homeless and entering shelter.

Chronic Homelessness

In 2013 MESI served 475 clients and provided over 15,000 nights of stay. The increase in the number of emergency shelter clients is related to an increase in Rapid Re-Housing funds through ESG, which allows MESI to pay first month's rent and deposit for shelter clients. This allows the shelter to move clients out faster and serve more.

Homeless Prevention

Since its inception, MESI has utilized HPRP to assist over 350 families with housing stabilization by integrating the program into shelter services to prevent and divert clients from entering shelter, and connect them to the most applicable services to resolve their immediate crisis situation. An important element in HPRP services is housing stability case management, which aims to stabilize a household to prevent future evictions or homeless episodes. MESI utilizes HPRP prevention funding to pay security deposits and first month's rent for families in shelter that do not qualify for traditional assistance. HPRP financial assistance and housing stabilization case management are offered to those who qualify to assist both shelter and non-shelter residents. MESI will also work with Shepherd's Crossing to implement a program of providing diversion services to prevent individuals and families from becoming homeless. Shepherd's Crossing will utilize MESI's case management system to determine appropriate financial assistance with utilities and rent when necessary.

Discharge Planning

MESI has orchestrated a successful system of outreach and diversion for requests of varying levels of assistance from community members. When persons first inquire about shelter services, they are screened by a stabilization specialist to determine what means of assistance is available to resolve their current crisis situation. When HPRP and community resources are not applicable, persons are directed to the shelter case manager for shelter service. Additional housing placement and stabilization services are offered under strict eligibility guidelines for MESI's Supportive Housing Programs (SHP). Participants in HPRP, SHP, and emergency shelter receive individual case management services to help connect them with mainstream and community resources, improve income, and access affordable and stable housing. All clients with are required to comply with home inspections, three months of stability planning and multiple case management sessions in order to achieve stabilization for at least one year upon completion of the program.

Goals and Action Steps for Reducing and Ending Homelessness

During the 2014 Fifth program year, MESI will work towards the following specific goals for reducing and ending homelessness:

- Outreach and assessment
 - ✓ Assessment and case management for 100% of the individuals requesting homeless services.
 - ✓ Participate in multiple public meetings and speaking events to provide outreach and education to the community.
 - ✓ Twenty-four (24) hour emergency assistance and referral.
- Addressing emergency shelter and transitional housing needs

- ✓ Continue to maintain the 47 bed transitional shelter and 24 permanent housing units.
- Assisting homeless individuals and families make the transition to permanent housing and independent living
 - ✓ Stabilization planning for 100% of all clients that enter shelter.
 - ✓ Average length of stay per household to 30 days or less.
- Assisting homeless individuals and families who are categorized as extremely low income, who discharged from publicly funded systems of care and/or who are receiving public assistance.

Continuum of Care

The Manhattan Emergency Shelter, Inc. has been active in the Kansas Balance of State Continuum of Care since 2005. MESI attends regional planning meetings and has worked to increase participation from Geary, Pottawatomie and Riley counties. MESI operates two model supportive housing programs in the continuum as well as emergency shelter assistance and homeless prevention counseling services. In addition to the agency participation, the Executive Director of the Manhattan Emergency Shelter, Inc. is an ex-officio member of the Kansas Statewide Homeless Coalition Board of Directors. The Kansas Statewide Homeless Coalition is the lead agency for the Balance of State Continuum of Care.

COMMUNITY DEVELOPMENT

The City of Manhattan has identified several projects for the 2014 Fifth Program year to address. The City will focus on two non-housing community development priorities for the 2014 Fifth Program year.

Neighborhood Intersection Improvements:

Program funds from Year Four will be leveraged with the 2014 allocation for these projects in order to complete necessary improvements to intersections in eligible neighborhoods. These intersection improvements will create a safe traffic and pedestrian route from adjacent neighborhoods to city parks and commercial areas.

- Eleventh Street and Fremont Street: This intersection creates a safe pedestrian traffic route to the City Park and commercial areas from the surrounding neighborhoods on the east side of 11th Street. The project will install a traffic signal and construct accessibility and safety improvements to the intersection.
- Seventeenth Street and Yuma Street: This intersection provides a route for pedestrian traffic around the surrounding neighborhoods. This project will remove an unwarranted traffic signal and replace it with a pedestrian crossing signal, and construct accessibility and safety improvements to this intersection.

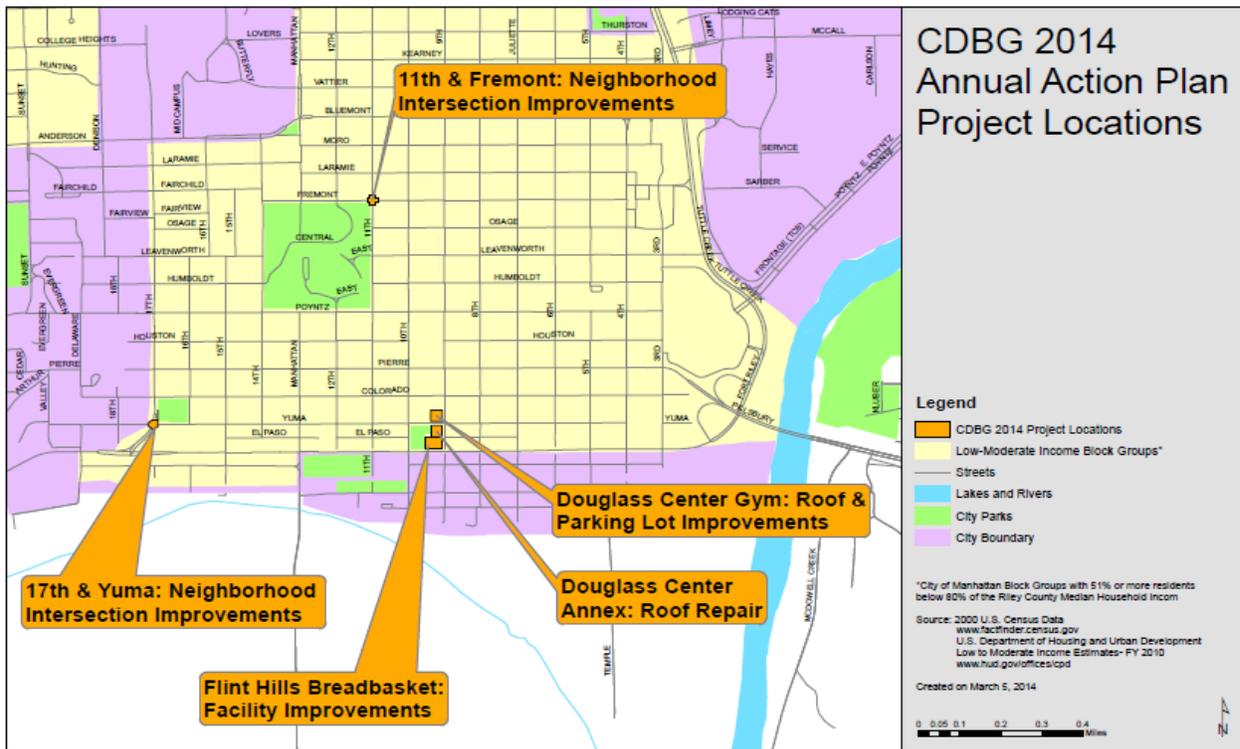
Community Facility Improvements:

The planned community facility improvements are located in LMI identified neighborhoods.

- Flint Hill Bread Basket Remodel
The Flint Hills Bread Basket (FHBB) has been collecting and distributing donations and food to needy individuals and families in the community since 1982. This non-profit organization originally operated out of a small shed in which the city stored machinery. Over the last two years, the number of times clients use the Bread Basket has increased from 16,482 visits in 2011 to 25,678 visits in 2013. Clients

range in age from 0 to 100. Currently the FHBB has a small waiting room with only 6 chairs. In addition, the warehouse area is not climate controlled leading to spoilage of donated food. The FHBB is proposing to increase the size of the current waiting room, install HVAC in the warehouse and remodel to allow for energy efficiency, better preservation of food goods and more waiting room space.

- **The Douglass Center Complex**
 The Douglass Community Center serves the low and moderate income neighborhoods in the southern sector of the City. The center is comprised of two buildings, one of which served as an African American school and one as the African American USO prior to desegregation. The facilities include an indoor gymnasium, tutoring classrooms, meeting rooms, a playground and an outdoor basketball court. In the 2014 Fifth Program Year, the City will use CDBG funds to make improvements to the school building and gymnasium complex, including replacement of the roofs, repairs to soffits and trim, modifying building utilities, and paving the gravel parking lot. This will preserve building integrity and safety, increase available parking spaces, address pedestrian safety, improve drainage, and preserve the original 1941 gym floor.



Antipoverty Strategy

According to the 2010-2012 American Community Survey three year estimate, (U.S. Census Bureau), 43% of the households in Manhattan have incomes less than 80% of the Riley County Median Family Income. The City of Manhattan recognizes the best way to assist people in improving their economic position is to provide employment opportunities. Therefore, the City will continue to encourage business growth through partnerships with the Manhattan Area Chamber of Commerce and other private entities. Additionally, the City will continue to support programs to sustain the integrity, livability and sustainability of eligible neighborhoods. These activities include housing rehabilitation, emergency housing repairs and neighborhood infrastructure improvements.

PUBLIC SERVICES

The City of Manhattan will fund four public service projects, to be carried out by other agencies which will directly benefit eligible persons and families:

- **Shepherd's Crossing**

Shepherd's Crossing provides numerous services to persons and households at financial risk, to include budget counseling and referrals to other agencies for additional assistance. This project expansion will allow Shepherd's Crossing to increase the amount of rent and utility assistance from \$159 to \$500 per eligible household. This will enable families to stay in their homes and avoid termination of utility services. For the 2014 Program year, Shepherd's Crossing expects to serve approximately 132 non-duplicated clients which is more than double the 63 clients served in 2013. This project will also support staff time to administer an expected increase of clients from expanding their Homeless Prevention Program.

- **Housing and Credit Counseling, Inc.**

This project expansion will provide comprehensive consumer credit and housing counseling to eligible family who are financially at risk due to any number of circumstances. Counseling services provide individualized budgets, and address management of limited financial resources, credit rebuilding, debt repayment and mortgage or rent delinquency. As a result of these services, households will learn the tools necessary to achieve financial stability.

- **CASA Part-time Advocate Volunteer Supervisor**

This is an expansion of 2013 Public Services project. CDBG funds currently provide the salary of a Supervisor of CASA Advocate Volunteers. These volunteers provide adolescent counseling and advocate for abused and neglected children who have left the court system. Supporting this part time supervisor with public services funds has enabled CASA to increase the volunteer pool by and increase the children served to 100%.

- **CASA Stepping Stones Children's Justice and Advocacy Center**

This is a continuation of 2013 Public Services project. CDBG funds for the 2014 Fifth Program year, CASA-CAC will expand advocacy services for victims of child sexual abuse at the Stepping Stones Children's Advocacy Center (CAC), which follows a national model of multi-disciplinary team response to reduce the trauma of criminal of intervention and investigation of child sexual abuse. CDBG funds support a Staff Advocate which provides sufficient time to work effectively with the children and families. In addition, the Advocate supervises a volunteer program in which highly trained advocates are available to serve for the duration of a child's case.

NON-HOMELESS SPECIAL NEEDS HOUSING

Non-homeless Special Needs

The City of Manhattan has addressed Non-Homeless Special Needs Priorities in the Strategic Plan, but will not fund any programs under the non-homeless special needs section during the 2014 Fifth Program year.

Housing Opportunities for People with AIDS

The City of Manhattan is not a recipient of HOPWA funds.

Specific HOPWA Objectives

The City of Manhattan is not a recipient of HOPWA funds.

Other Narrative

Not applicable to the City of Manhattan