



City of Rock Island

Community Development Block Grant Program Year 2023

Consolidated Annual Performance Evaluation Report (CAPER)

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Formatting Notice:

The City of Rock Island is required to submit this CAPER in the template provided by HUD, which contains specified questions, tables and other information and cannot be edited.

The HUD provided template contains formatting irregularities such as: columns that are too narrow, paragraphs split over more than one page, blank space, compressed text, and other discrepancies.

City Staff has compensated for these irregularities where possible, but many remain that cannot be changed.

Executive Summary

The City of Rock Island, as a Community Development Block Grant (CDBG) entitlement community, is required to prepare an end-of-year report about its CDBG-funded activities. This is known as the Consolidated Annual Performance and Evaluation Report (CAPER) and measures program performance against the general priorities identified in the City's five-year Consolidated Plan as well as the specific goals in the City's one-year Annual Action Plan (AAP). In short, this report is meant to inform the public about how CDBG funds were used and if program goals were met. This CAPER is for program year 2023. Given the reporting format required by the US Department of Housing & Urban Development (HUD) which makes the CAPER somewhat less transparent than one would like, staff have included this executive summary. Program year 2023 was the fifth year in the five-year timeframe of the current Consolidated Plan. The City has made good progress in meeting the priorities it lays out. With respect to the specific goals in the 2023 AAP, most targets were met or exceeded. There are some aspects of the program that did not perform as well or projects that did not go as planned. Overall, however, staff are pleased with program performance and consider it a successful year. The following describes major accomplishments for the program year as well as areas where staff will focus on making improvements.

Major Accomplishments

- Housing Rehabilitation program completed 40 single family home rehabilitation projects in 2023.
- City staff has completed a second full house rehabilitation under the pilot Urban Homestead program to address the need for and to meet the HUD requirement for the creation of owner-occupied affordable housing in Rock Island.
- Public Service activities for other low/moderate income housing benefit were met at 91% through our Public Service funding.
- City staff disbursed the remaining COVID-19 CDBG-CV (Corona Virus) funds in 2023.

Areas of Improvements

- In 2019 the City was awarded A 3.5-year Lead-Based Paint Hazard Reduction grant through a coalition with three other cities, Moline, East Moline and Silvis. Although, as a City and in the Lead base paint coalition we did not meet the targeted goal, Rock Island completed 28 of the 50-job completion targets that was set. The grant struggled to hit targets due to challenges, which include the ongoing effects from the COVID pandemic which has impacted the number of applicants, the costs of building materials, and the availability of contractors.
- The City did not meet the economic development goals to create and or retain 4 jobs in PY 2023. City Staff continues to review options and work with The Department of Housing and Urban Development (HUD) to update the policy and procedures for the Commercial/Industrial Revolving Loan Fund program (CIRLF) and make it more accessible for businesses to utilize. The CIRLF committee recently approved lowering the interest rate to make CIRLF program more competitive with other financing options.

Other things of note

- The City did not have any new public facilities projects on the Annual Action plan for 2023. There were several projects that were finishing up at the end of 2022 and beginning of 2023.
- The City currently does not offer a program that rehabilitates rental units. This program performance measure was initial put in the 5-year consolidated plan when it started in 2019 and City staff continue to work with HUD to find ways to create a program that is the right fit for the City's needs.

CR-05 - Goals and Outcomes

Progress the jurisdiction has made in carrying out its strategic plan and its action plan. 91.520(a)

The City of Rock Island received a Community Development Block Grant entitlement allocation of \$1,113,401.00 for Program Year 2023 starting January 1, 2023 and ending December 31, 2023. The city allocated funds to the following programs: Neighborhood Housing Rehabilitation, Code Enforcement activities, Public Service Programs, and Public Facility improvements, as well as Program Administration and Neighborhood Housing service delivery costs.

In addition to the regular CDBG award the city was also awarded a total of \$879,699 in Community Development Block Grant-Corona Virus funding. These funds are to prevent, prepare for or respond to the COVID-19 pandemic. The funds have been distributed to provide economic development and public service grants in 2023.

City staff has completed a second full house rehabilitation under the Urban Homestead Program to address the need for and to meet the HUD requirement for the creation of owner-occupied affordable housing in Rock Island.

Comparison of the proposed versus actual outcomes for each outcome measure submitted with the consolidated plan and explain, if applicable, why progress was not made toward meeting goals and objectives. 91.520(g)

Categories, priority levels, funding sources and amounts, outcomes/objectives, goal outcome indicators, units of measure, targets, actual outcomes/outputs, and percentage completed for each of the grantee’s program year goals.

Goal	Category	Source / Amount	Indicator	Unit of Measure	Expected – Strategic Plan	Actual – Strategic Plan	Percent Complete	Expected – Program Year	Actual – Program Year	Percent Complete
Healthy Homes Lead Paint	Affordable Housing	CDBG: \$	Rental units rehabilitated	Household Housing Unit	10	2	20.00%	10	0	0.00%

Healthy Homes Lead Paint	Affordable Housing	CDBG: \$	Homeowner Housing Rehabilitated	Household Housing Unit	40	26	65.00%	10	8	80.00%
Housing Rehabilitation	Affordable Housing	CDBG: \$	Rental units rehabilitated	Household Housing Unit	75	0	0.00%	0	0	0.00%
Housing Rehabilitation	Affordable Housing	CDBG: \$	Homeowner Housing Added	Household Housing Unit	2	2	100.00%	1	1	100.00%
Housing Rehabilitation	Affordable Housing	CDBG: \$	Homeowner Housing Rehabilitated	Household Housing Unit	125	125	100.00%	35	40	114.29%
Job Creation	Non-Housing Community Development	CDBG: \$	Jobs created/retained	Jobs	60	0	0.00%	4	0	0.00%
Job Creation	Non-Housing Community Development	CDBG: \$	Businesses assisted	Businesses Assisted	15	0	0.00%	4	0	0.00%
Program Administration	Program Administration	CDBG: \$	Other	Other	1	1	100.00%	1	1	100.00%
Property Maintenance	Affordable Housing	CDBG: \$	Buildings Demolished	Buildings	10	7	70.00%	5	7	140.00%
Property Maintenance	Affordable Housing	CDBG: \$	Housing Code Enforcement/Foreclosed Property Care	Household Housing Unit	300	0	0.00%	0	0	0.00%

Public Infrastructure	Non-Housing Community Development	CDBG: \$	Public Facility or Infrastructure Activities other than Low/Moderate Income Housing Benefit	Persons Assisted	1000	1000	100.00%	0	0	100.00%
Public Service	Non-Housing Community Development	CDBG: \$	Public service activities other than Low/Moderate Income Housing Benefit	Persons Assisted	875	875	100.00%	200	181	91.00%
Public Service	Non-Housing Community Development	CDBG: \$	Public service activities for Low/Moderate Income Housing Benefit	Households Assisted	0	0	0	0	0	0

Table 1 - Accomplishments – Program Year & Strategic Plan to Date

Assess how the jurisdiction’s use of funds, particularly CDBG, addresses the priorities and specific objectives identified in the plan, giving special attention to the highest priority activities identified

The current consolidated plan process identified the following goals as activity priorities:

- 1) Improve housing conditions for income qualified residents
- 2) Create suitable living environments
- 3) Provide Public Services
- 4) Reduce the impacts of lead paint

Staff provided funding to 40 single-family owner-occupied housing units through the Neighborhood Housing Rehabilitation Programs. The

Neighborhood Housing Rehabilitation Targeted Area Repair and Rehabilitation Program (TARRP) provided funding to 6 single-family owner-occupied houses. 2022 was the last year code enforcement activities were paid through CDBG activities. In 2023 The TARRP program rehabilitation funding ended and was removed from the City's policies and procedures.

The City continues to evaluate CDBG programs in Rock Island to ensure that the grant funds are being spent efficiently and provides that greatest benefit to residents. In Program Years 2020 and 2021, code enforcement activities paid through CDBG were conducted in targeted areas within the City, which included Census Tract 236. That Tract was identified in the 2019 Analysis of Impediments to Fair and Affordable Housing as a Racially or Ethnically Concentrated Area of Poverty (RECAP). Two smaller target areas were also included for CDBG funded code enforcement activities. Code enforcement activities were meant to be coupled with housing rehabilitation assistance to improve the housing stock and neighborhoods in the identified target areas. Following a review of this effort, however, it was determined that most residents in the targeted areas were seeking assistance on their own without a code enforcement officer's assistance. As such, it has been determined that there is insufficient justification for use of CDBG funding for code enforcement activities. Program policies and procedures have been updated to reflect this change.

The City, as part of a consortia, has received a HUD Healthy Homes grant to remediate lead in homes with children under the age of 6. The City uses HUD CDBG staff time and pays for the lead testing laboratory fees as match for the grant. During PY 2023, 8 housing units were addressed in Rock Island.

The City did not meet the economic development goals in PY 2023 for the following reasons: The Region 5 CPD representative monitored the PY 2017 Commercial/Industrial Revolving Loan Program in April/May of 2018. The results of the monitoring showed several deficiencies that could not be easily addressed to keep the program moving forward. City staff suspended the program indefinitely to retool the program. City staff completed the update to the Commercial/Industrial Revolving Loan Fund (CIRLF) Program policies and procedures and instituted the required changes in the program; the document was submitted to HUD in 2021 for review and approval. On October 29, 2021 HUD approved the CIRLF Policies and Procedures and removed the final finding. The CIRLF Program was relaunched in Spring 2022 and promoted by the City's economic development team. However, since that time there have not been any eligible applicants. Staff suspect that continuing fallout from the Covid-19 pandemic as well as inflation have discouraged local businesses from making investments or undertaking expansion projects that would be suitable for the CIRLF Program. City Staff continues to review options to update the policy and procedures for the CIRLF program to make it more accessible for businesses to utilize. CIRLF committee recently reset the interest rate to make CIRLF more competitive with other financing

options.

City staff continued to provide COVID-19 assistance in 2023 and the city has disbursed the remaining COVID-19 CDBF-CV funds in 2023.

CR-10 - Racial and Ethnic composition of families assisted

Describe the families assisted (including the racial and ethnic status of families assisted). 91.520(a)

	CDBG
White	244
Black or African American	146
Asian	1
American Indian or American Native	0
Native Hawaiian or Other Pacific Islander	0
Total	391
Hispanic	7
Not Hispanic	384

Table 2 – Table of assistance to racial and ethnic populations by source of funds

Narrative: Overall, the activities initiated and funded with CDBG funds benefitted 391 persons. The activities included neighborhood housing, public service activities, and public facilities. The activities provided new or improved services in Low Mod Areas and for Low Mod Clientele.

CR-15 - Resources and Investments 91.520(a)

Identify the resources made available

Source of Funds	Source	Resources Made Available	Amount Expended During Program Year
CDBG	public - federal	2,089,724.00	1,445,561.23

Table 3 - Resources Made Available

Narrative

The Neighborhood Housing Program is available City wide to applicants that meet the HUD income requirements under the Low/Mod Housing Benefit. The City was able to address 40 houses for a total investment of \$690,191.06 for single-family owner-occupied housing. A majority of the applicants awarded in 2023 were elderly. Funding made available to this segment of the population was instrumental in helping Rock Island’s senior residents to continue living independently.

During Program Year 2023 the City staff completed a second full house rehabilitation in the Urban Homestead rehabilitation. The property was purchased at tax auction in 2019. The house was sold as part of our affordable housing mission.

Identify the geographic distribution and location of investments

Target Area	Planned Percentage of Allocation	Actual Percentage of Allocation	Narrative Description
City of Rock Island	75	75	Census tracts 226, 228, 229, 233, 235, 236, 237, 244, 243, 241.02 and City Wide based on LMI
Targeted Reinvestment Area	25	25	Census Tracts 236, 235, 245

Table 4 – Identify the geographic distribution and location of investments

Narrative

All of the housing rehabilitation programs administered through the Community Development Division are awarded based on HUD income guidelines. The Targeted Areas are identified areas of need using census data and local city data to determine the boundaries. In Target Area No.1 (census tracts 236 & 235) there is additional need due to the racially/ethnically concentrated area of poverty (RECAP) which is the total of census tract 236. In addition, census tracts 236 and 235 are also designated Opportunity Zones. Due to the nature of needs in this area, resources are focused on neighborhood revitalization.

Leveraging

Explain how federal funds leveraged additional resources (private, state and local funds), including a description of how matching requirements were satisfied, as well as how any publicly owned land or property located within the jurisdiction that were used to address the needs identified in the plan.

The City was awarded \$175,000.00 for the Illinois Housing Development Authority Strong Communities grant. The city applied for the grant to specifically rehabilitate vacant and abandoned houses throughout the city. The City also applied for the Illinois Housing Development Authority Home Repair and Accessibility (HRAP) grant and was awarded \$300,000. The Strong Communities grant is part of the funding used to leverage CDBG funds for the Urban Homestead Program. The Urban Homestead Program remains a proposed program that has not been fully approved. City staff has completed two pilot projects and is in the process of developing policies and procedures to move forward with the program. The properties in the Urban Homestead Program are City owned, rehabilitated and then sold to income qualified buyers. The program helps the city meet our affordable housing matrix.

In addition to the proposed Homestead Program, the City actively seeks private sector partners to create units of affordable housing. One ongoing partnership is with Gorman & Company out of Wisconsin. The developer is proposing to build a mixed-use development incorporating townhouses, apartments, and a commercial space. The City has completed site assembly and owns the entire site of the proposed development. Next steps include environmental site assessment, environmental remediation, site grading to bring the site up out of a ponding area, and additional associated site readiness activities. These activities will be funded predominately using CDBG funds. The developer, in turn, is working to secure low-income housing tax credits from the Illinois Housing Development Authority.

CR-20 - Affordable Housing 91.520(b)

Evaluation of the jurisdiction's progress in providing affordable housing, including the number and types of families served, the number of extremely low-income, low-income, moderate-income, and middle-income persons served.

	One-Year Goal	Actual
Number of Homeless households to be provided affordable housing units	0	0
Number of Non-Homeless households to be provided affordable housing units	36	41
Number of Special-Needs households to be provided affordable housing units	0	0
Total	36	41

Table 5 – Number of Households

	One-Year Goal	Actual
Number of households supported through Rental Assistance	0	0
Number of households supported through The Production of New Units	1	1
Number of households supported through Rehab of Existing Units	36	40
Number of households supported through Acquisition of Existing Units	0	0
Total	37	41

Table 6 – Number of Households Supported

Discuss the difference between goals and outcomes and problems encountered in meeting these goals.

The City has met and exceeded the PY 2023 housing rehabilitation goal. The outcomes are measurable and visible within the neighborhoods where work was completed. In many cases the surrounding homeowners began to address the conditions of their homes on their own and some of the neighbors completed program applications to have additional work completed on their homes.

The city also completed our second Urban Homestead Program homes in 2023.

Discuss how these outcomes will impact future annual action plans.

It is City staffs’ goal to increase the amount of funding available for the housing rehabilitation programs for PY 2024 to continue the rehabilitation improvement momentum.

Include the number of extremely low-income, low-income, and moderate-income persons served by each activity where information on income by family size is required to determine the eligibility of the activity.

Number of Households Served	CDBG Actual	HOME Actual
Extremely Low-income	4	0
Low-income	15	0
Moderate-income	12	0
Total	31	0

Table 7 – Number of Households Served

Narrative Information

The availability of decent, safe, and sanitary affordable housing is one of the pressing needs in Rock Island. The high number of older housing stock in the community creates a need for home repairs/rehabilitation to maintain affordable housing and to revitalize neighborhoods.

The City's Neighborhood Housing Rehabilitation Program provides income qualified residents who owner-occupy their home to have rehabilitation projects that improve the safety and livability of their home and property.

As Rock Island’s housing stock continues to age, greater emphasis must be given to the rehabilitation and preservation of affordable housing for moderate, low and very low-income persons and families. Approximately 89% of Rock Island’s housing stock dates from the 1830 through 1990. Due to the efforts of several not for profit organizations working in Rock Island, new affordable housing and rental unit construction have been added to the City’s housing stock. Substandard housing continues to be a concern for low to moderate income neighborhoods in Rock Island. The City of Rock Island addresses and promotes affordable housing through the Neighborhood Housing Rehabilitation Program to meet the low to moderate housing (LMH) needs. The City oversees the housing resources including those used to rehabilitate and preserve affordable housing units.

CR-25 - Homeless and Other Special Needs 91.220(d, e); 91.320(d, e); 91.520(c)

Evaluate the jurisdiction's progress in meeting its specific objectives for reducing and ending homelessness through:

Reaching out to homeless persons (especially unsheltered persons) and assessing their individual needs.

The City remains committed to providing resource information and referrals to help residents who are at risk of becoming homeless or who are presently homeless, access services that ensure they have housing. Like many cities, it is the first responders who deal most frequently with persons who are in crisis. Police and fire are active in giving needed information on homelessness support to people who are in crisis. The City has also made our Public Service funds more accessible to more subrecipients offering homelessness services in the community. The City is committed to working with the local non-profits to reduce the homelessness in Rock Island. Rock Island has a variety of resource available for teens, families, veterans, and domestic abuse victims who are without housing. Additionally, the Community and Economic Development team make referrals and provides resource information during phone calls from residents, code enforcement activities, Neighborhood Housing Program intake, and other interactions with the public.

Addressing the emergency shelter and transitional housing needs of homeless persons.

Project Now, Continuum of Care provider for Rock Island, reports that 327 individuals have entered their system requesting immediate shelter from January 1 through December 31, 2023. The need within the community continues to be great, and the City, working with community leaders is working to address the issues that cause residents to experience homelessness.

Goals to End Homelessness:

- Expand access to housing for persons earning 0-30% of the MFI
- Pilot a housing first program in shelters to rapidly re-house families
- Increase the supply of permanent supportive housing
- Prevent homelessness among at-risk households and persons exiting from institutional care
- Provide access to supportive services under a single plan of care

The City plans to achieve these goals by working to support the efforts of the Continuum of Care Providers, distributing financial support to homelessness service providers through City gaming grants, and by continuing to improve the living environments of low- and moderate-income residents.

While no CDBG funds were allocated in the 2019-2023 Consolidated Plan to address services for homeless persons, the City of Rock Island continues to respond to this need by serving as an active partner in the Homeless Connections of Northwestern Illinois Continuum of Care (CoC). In this capacity, staff shares program level information and assists in CoC decision making. Additionally, the City provides

direct funding to homelessness prevention providers through the City's gaming grant program when funding is available.

Helping low-income individuals and families avoid becoming homeless, especially extremely low-income individuals and families and those who are: likely to become homeless after being discharged from publicly funded institutions and systems of care (such as health care facilities, mental health facilities, foster care and other youth facilities, and corrections programs and institutions); and, receiving assistance from public or private agencies that address housing, health, social services, employment, education, or youth needs.

Rock Island residents benefit from many homeless prevention activities ranging from homeowner repairs to direct rental assistance. The housing repair programs funded by CDBG are offered by the City of Rock Island to ensure that low and moderate-income individuals and families, including those with special needs, are not displaced due to unsafe or threatening housing conditions. Activities offered under these programs include roof repair and replacement, furnace replacement, and other actions needed to address emergency housing conditions. Rebuilding Together Quad Cities also provides limited repairs to help keep low-income families and elderly persons in their homes.

The Salvation Army's Family Assistance Program serves Rock Island residents by offering emergency food, clothing, housewares, rental assistance, and utility assistance. Area veterans can also find help through the Rock Island County's Veterans Assistance Commission; services include rental assistance, food, medical equipment, and referrals. Rock Island Township and South Rock Island Township offices help income-qualifying residents with food, utility assistance, and other personal essentials. Alternatives for the Older Adult offers homelessness prevention activities by assisting older adults with health problems to secure services that help them stay within their home or community.

Other local social service entities prevent homelessness by offering assistance that allows low-income households to devote a greater portion of their earnings toward housing expenses. Activities include childcare subsidies, weatherization, and food assistance. Agencies including Project NOW, Christian Family Care Center, Churches United, the Salvation Army, and SAL Family and Community Services all help individuals and families stay housed by offering these types of services.

Helping homeless persons (especially chronically homeless individuals and families, families with children, veterans and their families, and unaccompanied youth) make the transition to permanent housing and independent living, including shortening the period of time that individuals and families experience homelessness, facilitating access for homeless individuals and families to affordable housing units, and preventing individuals and families who were recently homeless from becoming homeless again

Permanent supportive housing is offered in the City of Rock Island to homeless persons with long term needs, as well as persons who have been diagnosed with a serious mental illness, developmental disability, or other health impairment. The City's CDBG Public Service Funding will be used to support

activities such as mental health, legal counseling, literacy education, childcare and homelessness shelter in the Rock Island area in 2024 pending council approval of the Annual Action Plan. State and local resources are available to help address permanent supportive housing needs for these individuals.

Efforts to address the supportive housing needs of homeless persons living with HIV or AIDS are done through an organization called Steven's Place. Steven's Place is a supportive housing project taken on jointly by Project Now and DeLaCerde House who the city continues to work with supporting these services.

Permanent supportive housing will continue to be provided by agencies that assist people who have mental or physical disabilities. The Robert Young Center located in Rock Island offers a Community Support Program, which provides psychiatric services, case management, recreation, and residential services to persons with a serious mental illness. The ARC of Rock Island County also provides residential services to persons who have a developmental disability and John Lewis Community Services provides permanent supportive housing to veterans.

The city will continue to provide professional support and physical development to all the partners providing all the different types of work required to address homelessness in Rock Island.

CR-30 - Public Housing 91.220(h); 91.320(j)

Actions taken to address the needs of public housing

The Rock Island Housing Authority, through its non-profit affiliate Community Home Partners (CHP), is the primary developer and manager of public housing in the City. In order to assist them in the development of new public housing, the City provides a range of site assembly and site readiness services using CDBG funds. This typically includes environmental remediation and associated activities. In program year 2023, there were two developments that Community Home Partners sought assistance from the City for.

On a site off 25th Street, CHP is seeking to develop senior housing. The development would include an apartment building, duplexes, and a community center. Given that parts of the site are previously undisturbed, the City anticipates that it will need to assist with archeological investigations in addition to other environmental investigation. Tax credits from the Illinois Housing Development Authority will be required for the project to proceed, but once awarded the City will move forward in providing the assistance as described.

On a site off 31st Avenue, CHP plans to develop permanent supportive housing for veterans. The development would include a collection of very small houses clustered together with a community center where services can be provided. The concept is similar to a “tiny house village” and is intended to provide veterans with a community environment. As with the senior housing development described above, the City will provide site readiness assistance once tax credits are secured.

Actions taken to encourage public housing residents to become more involved in management and participate in homeownership.

As part of the changing face of public housing, RIHA is assisting public housing residents in their efforts to become financially self-sufficient, and less dependent upon government assistance through the RIHA Self-Sufficiency (FSS) program. The FSS program partners with agencies and educational institutions throughout Rock Island County and the Quad Cities to help families develop the strengths, skills and experience necessary to achieve economic independence. Some key elements of the program include:

- **Homebuyer Incentive program:** Through this program Public Housing families participate in the program as new residents living at the 3rd & 11th Townhomes. RIHA also identified additional individuals who have expressed an interest in homeownership in the Homebuyer Incentive program. As part of the program, participants learn how to care for and maintain a home including interior and exterior care and maintenance. They also receive counseling and training in all aspects of household financial management. Pre-purchase workshops assist with new homeownership.
- **Escrow Account program:** This program currently includes 24 participants with an annual goal of 30 total participants. An escrow credit is based on the earned income increases of the family and is credited to the Escrow Account by RIHA during the term of the FSS contract. The more

money an individual earns, the more money deposited into the escrow account. The escrow is not counted as an individual asset until the FSS contract is completed and only when the money is paid directly to the individual. A portion of this escrow account can be made available to the family during the term of the contract to enable the family to complete an interim goal such as education or other employment related needs.

- **Family Self-Sufficiency (FSS) program:** This program assists public housing residents in their efforts to become financially self-sufficient, economically independent and less dependent upon government assistance. There are currently 80 RIHA families participating in the program. RIHA intends to increase that number to 85 participants in 2016.

Youth Build program provides, at-risk youth 16 to 24 years of age the opportunity to earn their GED or high school diploma while learning soft job skills and receiving on the job training in carpentry and other trade skills, while also providing community service

Actions taken to aid troubled PHAs

The Rock Island Housing Authority is not considered "troubled."

In 2003 RIHA developed a plan backed by definitive goals and measurable outcomes to completely redefine and reinvent public housing within the city of Rock Island. The RIHA Asset Management Plan clearly defined how the Agency intended to shift the organization's vision, mission, purpose, policies, processes and philosophy toward the development of affordable mixed-income housing.

The goal is to include households with varying incomes while also providing quality housing options for the City's most vulnerable residents. The strategy is to demolish existing obsolete public housing developments and replace them with mixed-income affordable for-sale and rental housing that is indistinguishable from other housing within the City.

With the full implementation of the original 2003 Asset Management Plan and the 2008 Implementation Plan, RIHA plans to demolish and redevelop Lincoln Homes, redevelop the former Valley Homes site, and redevelop Spencer Towers into mixed income properties. The Plan also requires the development of affordable in-fill for-sale and rental housing in multiple neighborhoods throughout the City based on defined need. RIHA recently completed a Comprehensive Housing Market Study of the City of Rock Island and the surrounding Quad City area to identify housing gaps within the City. With the results of the Market Study in hand, the RIHA Board of Commissioners will be evaluating the 2003 Asset Management Plan and 2008 Implementation Plan and updating it to reflect current housing needs and gaps.

CR-35 - Other Actions 91.220(j)-(k); 91.320(i)-(j)

Actions taken to remove or ameliorate the negative effects of public policies that serve as barriers to affordable housing such as land use controls, tax policies affecting land, zoning ordinances, building codes, fees and charges, growth limitations, and policies affecting the return on residential investment. 91.220 (j); 91.320 (i)

A comprehensive zoning code update was completed in 2020. It aimed, in large part, to remove policy barriers that limited the range of housing options available in the community. Minimum lot sizes were replaced with a modest minimum lot width allowing many smaller lots to be developed. Minimum principal dwelling size was reduced so smaller houses can be built. Tiny houses will be allowed in rear yards as accessory dwelling units. In all business zoning districts, mixed use developments will be easier to achieve as upper story residential units are permitted without additional review. In addition to the code, the accompanying zoning map was also updated. It expands areas of the community where higher density residential development is allowed, especially along public transit corridors. All of these changes will allow for residential development in a greater variety of shapes and sizes, thereby addressing a broader range of needs.

Actions taken to address obstacles to meeting underserved needs. 91.220(k); 91.320(j)

The primary obstacle to meeting underserved needs is the lack of identified and available resources. To overcome this obstacle, the city continues to actively pursue creative partnerships, both financially and in structuring of projects to leverage the available funds. In addition, it is the goal of the City to continually improve communications and participation with residents, business owners, partners, and other key stakeholders.

One obstacle to providing needed services in the City is cultural and linguistic differences among immigrant and refugee populations. The City is home to the most diverse population in the region with many different nations of origin and languages represented. To address this, the City has been developing a cultural liaison program like those used in larger urban areas with diverse populations. Trusted members of the various community groups serve not only as interpreters of language but also of culture. In this way, the City is better able to communicate what resources are available and how to access them successfully. One liaison has been working with groups from the Great Lakes region of Africa. Other liaisons will be hired in the future to work with populations from Southeast Asia and other regions including Afghanistan. These liaisons are paid using CDBG funds and the City works with partner organizations to ensure the liaisons are providing support whenever needed. The City's concerted effort to address challenges and housing deficiencies in the RECAP area will address a population whose needs are often unmet and underserved. In addition of targeted code enforcement activities in the Targeted Reinvestment Area, income qualified residents will also be able to participate in the Neighborhood Housing Program (NSP). The NSP is a forgivable loan program that allows for much needed home rehabilitation projects. Additionally, the city will work to improve the infrastructure of the neighborhood.

In addition, the city will be preparing a Neighborhood Revitalization Strategy Area application for submission to HUD for the RECAP and surrounding area. The creation of the NRSA will be a critical component in the continued development of the West End project.

Actions taken to reduce lead-based paint hazards. 91.220(k); 91.320(j)

The City of Moline worked with the Rock Island County Health Department, the City of Rock Island, the City of East Moline, and the City of Silvis to administer \$2,240,000 for 2019 Lead-Based Paint Hazard Reduction grant program funding and \$160,000 in Healthy Homes Supplemental funding. The grant was set up as a coalition that ended in December of 2023 and Moline was the lead entity of the grant. The projects addressed lead hazards in housing units providing safer homes for low and very low-income families with children. The City also performed healthy homes assessments. A total of 28 projects were completed with a goal of 50 homes to have lead paint remediation completed over the course of the 3.5-year grant period. The grant has come to end in December 2023.

In response to the program ending City staff has updated the Emergency program’s policy and procedures list of potential emergency situations in 2023 to include lead-poisoned child under the age of six (6) confirmed through a blood test ordered by a qualified medical professional. This allows the City to continue addressing lead safe hazards and providing safer home for families.

Actions taken to reduce the number of poverty-level families. 91.220(k); 91.320(j)

The City continues to work to reduce the number of poverty-levels families. The City’s primary focus has been on encouraging economic growth, increased job creation, and fostering programs that bring living-wage jobs to the community.

Tax Increment Financing (TIF) districts

Through negotiated agreements, the City helps for new construction projects and renovation of existing buildings within Rock Island’s five Tax Increment Financing (TIF) districts. The TIF districts are adjacent to the RECAP area identified in the 2019 Assessment of Impediments to Fair Affordable Housing. Improving these commercial areas has a direct economic impact of the low- and moderate-income residents in the RECAP area. The TIF district, since it is adjacent to the RECAP area, also abuts the Targeted Reinvestment Area identified in the Consolidated Plan and 2019 Action Plan.

The TIF districts may assist developers with assessment and cleanup of contaminated soil, building rehabilitation, construction of engineered barriers, demolition/site preparation and land assembly costs.

Enterprise Zone

Enterprise Zone is a specific area designated by the State of Illinois to receive tax incentives and other benefits to stimulate economic growth and neighborhood revitalization in economically depressed areas of the state. The Rock Island Enterprise Zone allows for property tax abatement and sales tax

exemption.

Business Incentive Programs

The City of Rock Island offers a variety of programs to assist both existing and new businesses wishing to undertake a sustainable improvement project. The Facade Improvement Program provides a dollar for dollar match of 75% of the total project costs (up to the maximum match of \$7,500) of Energy Star rated products, green roofs, and other energy-efficient or environmentally sound materials for exterior improvements to an existing commercial property is available. The Permit Fee Rebate program allows the city to rebate a portion of the building permit fee associated with the construction of a LEED-certified building. A few new programs launched in 2023 were the Commercial Property Incentives program (PEP) is designed to assist businesses and property owners in making improvements to properties that help extend the viability of commercial structures and facilitates business growth. Additionally, the program Growing Rock Island Together (GRIT) is designed to help businesses grow by matching eligible expenses through forgivable loans and low interest rate loans. Both programs are designed to be assessable to startup businesses and existing business to remove blight and address functional obsolescence, improving our built-in environment in Rock Island. These programs are also designed to work with our CDBG funded Commercial Industrial Revolving Loan Fund.

These programs continue to revitalize the downtown commercial area and improve the livability of the adjacent neighborhoods. Programs such as these are key to bringing in new employment opportunities, encouraging the growth of existing businesses, and create job opportunities.

Actions taken to develop institutional structure. 91.220(k); 91.320(j)

The City is committed to continuing their education and understanding of CDBG funding to the community and working closely with HUD. When reasonable, the City will send staff to train and participate in webinars. The City Staff will continue to update City Council on the status of projects and the progress of meeting program goals. Institutional transparency and communication with the community are a top priority for all city projects. City staff will continue evaluating and improving programs to ensure the needs of the community are being met with the available funding and resources.

In an effort to follow this directive staff evaluated the Code Enforcement Program to determine compliance with HUD regulations. After the assessment was reviewed, a determination was made that the program was not functioning according to the regulations and the code enforcement program was no longer funded with CDBG dollars

Actions taken to enhance coordination between public and private housing and social service agencies. 91.220(k); 91.320(j)

The City of Rock Island participates in regional groups and coalitions that address homelessness, affordable and fair housing, and economic development. The City has created a new commission group called the Community Development Commission. The task of the commission is advising on the use of CDBG funds. The Commission started in March of 2023 and has an active role in making recommendations about the use of CDBG funds. It holds public hearings as part of the Annual Action Plan and five-year Consolidated Plan development process. It makes recommendations to the City Council about which programs and activities should be approved and/or funded. It helps City staff evaluate the performance of programs and activities to make sure they are helping low- and moderate-income residents as intended. The goal overall is a more collaborative, inclusive and transparent decision-making process and to enhance communication and coordination between social service agencies and housing. The City will continue to explore ways to coordinate CDBG activities with other regional CDBG entitlement communities.

Identify actions taken to overcome the effects of any impediments identified in the jurisdiction's analysis of impediments to fair housing choice. 91.520(a)

The City of Rock Island, in conjunction with its Metropolitan Statistical Area partners - Moline, Illinois and Davenport, Iowa - completed an updated Analysis of Impediments to Fair and Affordable Housing (AI) in January 2019. The 2019 study was completed by Mosaic Community Planning.

The following impediments were identified in the 2019 AI:

- Continued need for an increased supply of decent affordable housing
- Lack of geographic diversity in affordable housing options
- Accessible housing for people with disabilities in short supply
- Community development planning lacks an equity focus
- Protected classes face a barrier to fairly accessing housing
- Community perceptions influence housing choice.

Additionally, a RECAP was identified in Rock Island. HUD developed a methodology that combines demographic and economic indicators to identify areas it classifies as racially and ethnically concentrated areas of poverty (RECAP's). HUD defines a RECAP as a census tract that has an individual poverty rate of 40% or more (or an individual poverty rate that is at least 3 times that of the tract of the average MSA, whichever is lower) and a non-white population of 50% or more.

Tract 236 along Centennial Expressway on Rock Island's western edge is roughly bordered by 9th Avenue on the north, 11th Street on the east, 18th Avenue on the south, Mill Street on the west. It includes the Douglas Park neighborhood and Douglas and Rauch Family Parks.

An estimated 2,074 residents are living in the RECAP tract, of whom a majority are black (62.3%). Whites make up 13.6% of the tract, followed by Asians (11.0%), and Hispanics (8.5%). These shares vary considerably from the City of Rock Island as a whole, where Black residents constitute 18.0% of the population and Asians make up 1.8%. Only the share of Hispanic residents is comparable at 9.4%.

Foreign-born residents are also overrepresented in the RECAP tract. More than 20% of RECAP residents were born in other countries, compared to 6.2% of the population citywide. Specifically, residents born in Mexico, India, Burma, Nepal, other south-central Asian countries, and other countries in eastern Africa are overrepresented.

To address the issues outlined above, the City has developed the "Targeted Area Repair and Rehabilitation Program." The program assists in the amelioration of the deteriorated effects of neighborhood decline through single-family owner-occupied housing rehabilitation program. The City provided funding for the continued redevelopment of Douglas Park and sidewalks surrounding the park. In Program Years 2020 and 2021, code enforcement activities paid through CDBG were conducted in targeted areas within the City, which included Census Tract 236. That Tract was identified in the 2019 Analysis of Impediments to Fair and Affordable Housing as a Racially or Ethnically Concentrated Area of Poverty (RECAP). Two smaller target areas were also included for CDBG funded code enforcement activities. Code enforcement activities were meant to be coupled with housing rehabilitation assistance to improve the housing stock and neighborhoods in the identified target areas. Following a review of this effort in 2022, however, it was determined that most residents in the targeted areas were seeking assistance on their own without a code enforcement officer's assistance. As such, it has been determined that there is insufficient justification for use of CDBG funding for code enforcement activities. City Staff also discontinued in 2023 the Targeted Area Repair and Rehabilitation Program and all funding in the rehabilitation program.

City staff are reviewing ways to address are RECAP tract, which may include a Neighborhood Revitalization Strategy Area Plan (NRSA).

CR-40 - Monitoring 91.220 and 91.230

Describe the standards and procedures used to monitor activities carried out in furtherance of the plan and used to ensure long-term compliance with requirements of the programs involved, including minority business outreach and the comprehensive planning requirements

The City and CDBG subrecipients are held accountable to program goals through a range of monitoring and timeliness activities, as described below.

Monitoring Visits: The City conducts an annual visit of all CDBG subrecipients. The monitoring visit is conducted within three months after the end of the fiscal year and includes an on-site interview, inspection of financial and client records relating to the CDBG funding provided (ensuring compliance with FHEO civil rights program requirements as signed by the recipients in the contracts), evaluation of the subrecipients performance, analysis of the strengths and weaknesses of the program, assurance that activities are in compliance with the Action Plan, and a report by the subrecipients of any needs, such as technical assistance or areas for program enhancement.

Evaluating Performance: Performance is measured against the goals identified in the initial CDBG subrecipient agreement. During the annual monitoring visit, the subrecipient has an opportunity to explain how goals and objectives for the year were achieved, or why their goals were not reached. A follow-up letter to each subrecipient concludes the annual monitoring visit process. The letter summarizes the findings of the visit, and a copy is kept on file for reference.

Financial Management: Monitoring activities are also conducted each time a subrecipient makes a reimbursement request. City staff verifies that the subrecipient has started their program and is making progress toward their goals before approving a reimbursement request. Subrecipients also must submit the appropriate documentation to be reimbursed. All reimbursement requests are processed and paid within two weeks of their receipt. Requests are reviewed by the Community Development Manager and then are submitted to the Finance Department for payment. The Community Development Manager provides approval for the checks.

At least two drawdowns for funds are completed each quarter. The Community Development Manager prepares the IDIS draws through an expenditure report generated from the City's accounting software. The expenses for the period are verified and then totaled. The Finance Department's Budget Coordinator then creates vouchers for payment in the IDIS system. Finally, the Accounting Supervisor in the Finance Department approves the draws.

Data Management: The City updates program and financial information in the Integrated Disbursement and Information System (IDIS) every month to meet HUD's Timeliness requirements. The City obtains program information from the quarterly reports received from the CDBG subrecipients. The Community Development Manager reviews these quarterly reports and enters the appropriate data into IDIS.

Citizen Participation Plan 91.105(d); 91.115(d)

Describe the efforts to provide citizens with reasonable notice and an opportunity to comment on performance reports.

This section will be updated with any received public comments during the public comment period Starting March 1, 2024 through March 15, 2024.

Public Notice

Notice to the Citizens of the City of Rock Island regarding the 15-day public comment period and public hearing to review and comment on the City of Rock Island HUD-CDBG Consolidated Annual Performance and Evaluation Report for Program Year 2023.

On March 1, 2023 the City of Rock Island will make available a draft of the Program Year 2023 Consolidated Annual Performance and Evaluation Report (CAPER) for a fifteen (15) day public review period through March 15, 2024 at 5:30 pm. The CAPER demonstrates how the City of Rock Island expended HUD-CDBG and CDBG-CV funds from January 1, 2023 through December 31, 2023. It also describes how the funds were used to carry out the City's objectives as outlined in the Consolidated Plan 2019-2023 and the 2023 Annual Action Plan. The CAPER will be available for citizen review at the following locations.

- 1) The Reference Desk at the Rock Island Public Library, 401 19th Street, Rock Island;
- 2) The City's Community & Economic Development Department, 1528 3rd Avenue, Rock Island (2nd floor of City Hall);
- 3) The Martin Luther King Center, 630 9th Street, Rock Island;
- 4) The City's website at www.rigov.org

The City is interested in hearing public comment regarding the content of the 2023 CAPER and the activities accomplished. A public hearing is scheduled for March 18, 2023 in City Council Chambers meeting beginning at 5:30 pm. The meeting is open to the public. There will also be a public hearing held virtual on Tuesday, March 12, 2024 at 5:30pm.

Meeting ID meet.google.com/bgi-pgch-row

Phone Numbers (US) [+1 224-424-0970](tel:+12244240970)

PIN: 440 705 060#

The City will accept comments regarding the 2023 Consolidated Performance and Evaluation Report (CAPER) in writing and must be post marked no later than March 15, 2024. All written comments should be forwarded to Nichole Mata, Community Development Manager at the address below. All verbal comments should be presented at the public hearing to be recorded accurately and as part of the public record. All comments will be considered and included in the final draft of the CAPER. Copies of this notice may be obtained by persons with qualifying disabilities by contacting Nichole Mata, Community Development Manager, City of Rock Island, 1528 Third Avenue, Rock Island, IL 6120, mata.nichole@rigov.org, (309) 732-2907.

CR-45 - CDBG 91.520(c)

Specify the nature of, and reasons for, any changes in the jurisdiction's program objectives and indications of how the jurisdiction would change its programs as a result of its experiences.

Department's Community Development Division has completed a comprehensive update to the City's Community Development Block Grant (CDBG) Program Manual. Doing so was required following a monitoring from the US Department of Housing & Urban Development (HUD). During the monitoring, it became clear that the existing Manual as well as associated documents were out of date and/or did not reflect existing Federal regulations. Specific issues included incomplete language pertaining to lead-based paint hazards and procurement. City staff also included appendices that detail the specifics of individual CDBG-funded programs.

Does this Jurisdiction have any open Brownfields Economic Development Initiative (BEDI) grants?

No.

[BEDI grantees] Describe accomplishments and program outcomes during the last year.

N/A.

CR-45 - CDBG 91.520(c)

Specify the nature of, and reasons for, any changes in the jurisdiction's program objectives and indications of how the jurisdiction would change its programs as a result of its experiences.

The City has well established programs that conform to HUD compliance regulations, the programs are modified over time to reflect changes in regulations or procedural processes. Currently the programs are in accordance with City objectives and there are no plans to change the programs policies or procedures.

Does this Jurisdiction have any open Brownfields Economic Development Initiative (BEDI) grants? No.

[BEDI grantees] Describe accomplishments and program outcomes during the last year. N/A.

CR-58 – Section 3

Identify the number of individuals assisted and the types of assistance provided

Total Labor Hours	CDBG	HOME	ESG	HOPWA	HTF
Total Number of Activities	0	0	0	0	0
Total Labor Hours	0				
Total Section 3 Worker Hours	0				
Total Targeted Section 3 Worker Hours	0				

Table 8 – Total Labor Hours

Qualitative Efforts - Number of Activities by Program	CDBG	HOME	ESG	HOPWA	HTF
Outreach efforts to generate job applicants who are Public Housing Targeted Workers	0				
Outreach efforts to generate job applicants who are Other Funding Targeted Workers.	0				
Direct, on-the job training (including apprenticeships).	0				
Indirect training such as arranging for, contracting for, or paying tuition for, off-site training.	0				
Technical assistance to help Section 3 workers compete for jobs (e.g., resume assistance, coaching).	0				
Outreach efforts to identify and secure bids from Section 3 business concerns.	0				
Technical assistance to help Section 3 business concerns understand and bid on contracts.	0				
Division of contracts into smaller jobs to facilitate participation by Section 3 business concerns.	0				
Provided or connected residents with assistance in seeking employment including: drafting resumes, preparing for interviews, finding job opportunities, connecting residents to job placement services.	0				
Held one or more job fairs.	0				
Provided or connected residents with supportive services that can provide direct services or referrals.	0				
Provided or connected residents with supportive services that provide one or more of the following: work readiness health screenings, interview clothing, uniforms, test fees, transportation.	0				
Assisted residents with finding child care.	0				

Assisted residents to apply for or attend community college or a four-year educational institution.	0				
Assisted residents to apply for, or attend vocational/technical training.	0				
Assisted residents to obtain financial literacy training and/or coaching.	0				
Bonding assistance, guaranties, or other efforts to support viable bids from Section 3 business concerns.	0				
Provided or connected residents with training on computer use or online technologies.	0				
Promoting the use of a business registry designed to create opportunities for disadvantaged and small businesses.	0				
Outreach, engagement, or referrals with the state one-stop system, as designed in Section 121(e)(2) of the Workforce Innovation and Opportunity Act.	0				
Other.	0				

Table 9 – Qualitative Efforts - Number of Activities by Program

Narrative

The majority of the city's HUD-CDBG activities are not subject to Section 3. The City is hoping to work with Community Home Partners to establish a process for Section 3 employment and contractor opportunities.