



City of Rock Island

Community Development Block Grant Program Year 2024

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 2024. 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 2024 was the sixth year in the five-year timeframe of the current Consolidated Plan. The City requested an extension in 2024 for one additional year in the five-year plan to have the same plan cycle as the surrounding entitlement communities Davenport and Moline. The three cities work together to complete housing studies that inform their Consolidated Plans, so having the same cycle is advantageous. The City has made good progress in meeting the priorities it lays out. With respect to the specific goals in the 2024 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 39 single family home rehabilitation projects in 2024.
- Public Service activities for other low/moderate income housing benefit were met at 100% through our Public Service funding.
- Four public facility projects have started in 2024. Two are completed and the other two will wrap up in early spring of 2025. The Central Fire House received a new roof and Hodge park was made ADA accessible. The downtown library has a restroom remodeled that has begun and the Martin Luther King Center is receiving new siding to be completed at the beginning of April of 2025.
- Solomon site remediation work has begun and will finalize in spring of 2025.

Areas of Improvements

- The City did not meet the economic development goals to create and or retain 4 jobs in PY 2024. 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 Lead-Based Paint Hazard Reduction grant ended in 2023. There were no specific lead projects completed in 2024.
- There were several projects that were finishing up at the end of 2024 and beginning of 2025.
- 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 \$1,069,130.00 for Program Year 2024 starting January 1, 2024 and ending December 31, 2024. The city allocated funds to the following programs: Neighborhood Housing Rehabilitation, Code Enforcement, Public Service Programs, and Public Facility improvements, as well as Program Administration and Neighborhood Housing service delivery costs.

It is important to remember that the outcome indicators for the 5 year and annual plans are estimates made months, if not years, before actual funding levels and project applicants are known, and therefore are prone to some degree of uncertainty, particularly in the number and unit of measure for outcomes.

The information below is based on the number of HUD IDIS activities that were in progress or opened during the 2024 Program Year.

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%	0	0	0
Healthy Homes Lead Paint	Affordable Housing	CDBG: \$	Homeowner Housing Rehabilitated	Household Housing Unit	40	26	65.00%	0	0	0
Housing Rehabilitation	Affordable Housing	CDBG: \$	Rental units rehabilitated	Household Housing Unit	75	0	0.00%	0	0	0
Housing Rehabilitation	Affordable Housing	CDBG: \$	Homeowner Housing Added	Household Housing Unit	0	0	100.00%	0	0	0
Housing Rehabilitation	Affordable Housing	CDBG: \$	Homeowner Housing Rehabilitated	Household Housing Unit	125	199	159.20%	35	39	111.43%
Housing Rehabilitation	Affordable Housing	CDBG: \$	Buildings Demolished	Buildings	0	5	0.00%	0	0	0.00%

Job Creation	Non-Housing Community Development	CDBG: \$	Jobs created/retained	Jobs	50	0	0.00%	4	0	0.00%
Job Creation	Non-Housing Community Development	CDBG: \$	Businesses assisted	Businesses Assisted	0	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	25	27	108.00%	5	5	100.00%
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	53560	5,356.00%	1500	52560	3,504.00%
Public Infrastructure	Non-Housing Community Development	CDBG: \$	Facade treatment/business building rehabilitation	Business	0	1	0.00%	0	0	0.00%

Public Infrastructure	Non-Housing Community Development	CDBG: \$	Brownfield acres remediated	Acre	0	40	0.00%	0	40	0.00%
Public Infrastructure	Non-Housing Community Development	CDBG: \$	Businesses assisted	Businesses Assisted	0	1	0.00%	0	1	0.00%
Public Service	Non-Housing Community Development	CDBG: \$	Public service activities other than Low/Moderate Income Housing Benefit	Persons Assisted	875	875	100.00%	875	875	100.00%
Public Service	Non-Housing Community Development	CDBG: \$	Public service activities for Low/Moderate Income Housing Benefit	Households Assisted	200	200	100.00%	200	200	100.00%

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.

Staff provided funding to 39 single-family owner-occupied housing units through the Neighborhood Housing Rehabilitation Programs. There were no Healthy Home Lead Paint activities for 2024, the grant closed in 2023. 2022 was the last year code enforcement activities were paid through CDBG activities so there. Staff completed two public infrastructure projects in 2024. Hodge park received funding to complete ADA

accessibility throughout the park and the Central Fire station received a new roof. Public Service funding was utilized by four non-profit agencies.

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 did not meet the economic development goals in PY 2024 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.

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	688
Black or African American	422
Asian	4
American Indian or American Native	0
Native Hawaiian or Other Pacific Islander	0
Total	1,114
Hispanic	35
Not Hispanic	1079

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 1,114 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	\$2,304,969	\$1,601,756.47

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 39 houses for a total investment of \$873,405.21 for single-family owner-occupied housing. A majority of the applicants awarded in 2024 were elderly. Funding made available to this segment of the population was instrumental in helping Rock Island’s senior residents to continue living independently.

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 \$268,000.00 for the Illinois Housing Development Authority Strong Communities grant. The city applied for the grant on behalf of the Quad City Landbank to specifically rehabilitate, acquire and demolish vacant and abandoned houses throughout East Moline and Rock Island. The City was awarded Illinois Housing Development Authority Home Repair and Accessibility (HRAP) grant and was awarded \$300,000. The Strong Communities grant funding for 2025 will be used to leverage CDBG funds for the Urban Homestead Program. The Urban Homestead Program has been approved by City Council in 2024. 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	35	39
Number of Special-Needs households to be provided affordable housing units	0	0
Total	35	39

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	0	0
Number of households supported through Rehab of Existing Units	35	39
Number of households supported through Acquisition of Existing Units	0	0
Total	35	39

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 2024 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 plans to start our third Urban Homestead Program project at the end of 2025 and complete in 2026.

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 2025 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	9	0
Low-income	9	0
Moderate-income	21	0
Total	39	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. Project Now recently opened an overnight shelter in Rock Island, the "Left NOW Center" and it is open 24 hours a day. It holds 37 beds for individual and families who are un-housed. Project now is also partnering with Christian Care, another homeless shelter to help provide breakfasts and showers in the morning. The City also uses CDBG Public Service funding in 2024 of \$40,000.00 for the YWCA Quad Cities and its Empowerment Services program. This program focuses on keeping families from going into crisis situations. It provides clothing closets, pantry, learning center and employment support and showers. In October of 2025 a youth shelter will be coming to downtown Rock Island to house youth ages 10-17.

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

Project Now, Continuum of Care provider for Rock Island, reports that 1,380 individuals have entered their system requesting immediate shelter from January 1 through December 31, 2024. 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 public service funding and by continuing to improve the living environments of low- and moderate-income residents.

While no CDBG funds were allocated in the 2019-2024 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. This project has plans to break ground in spring of 2025.

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 provide assistance to 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.

In 2024, the CIRLF Program was updated and the name changed to the Business Assistance Program. The Program is still structured as a revolving loan fund, but the loan terms were adjusted to make it more attractive to businesses. The maximum loan amount was increased from \$100,000 to \$150,000. The interest rate was made adjustable with a minimum of no less than 2% instead of being fixed at prime plus a quarter percent. Both job creation and job retention are now allowed, where before only the former was. All other major elements of the Program remain essentially unchanged.

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 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 jurisdictions 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 December 2024. The 2024 study was completed by Mosaic Community Planning.

The following impediments were identified in the 2024 AI:

- Insufficient Access to Affordable Housing
- Lack of Targeted Investment in Underserved Areas Resulting in Increasing Disparities in Access to Opportunity
- Insufficient and Unequally Distributed Publicly Supported Housing Options
- Fair Housing Education and Equitable Enforcement

Insufficient Access to Affordable Housing

The persistent housing and affordability crisis, which was noted in the 2019 AI, has continued to grow in Moline, Davenport, and Rock Island and was the most common issue mentioned by stakeholders and community members in focus groups, public forums, and interviews. Many community engagement participants described poor building and unit conditions, and limited oversight has put many renters in unsafe situations. Vulnerable and marginalized populations, like those with disabilities, large families, or individuals reentering society after time in prison, are especially impacted by the lack of affordable, accessible housing options. There is a lack of homes and units specifically designed for individuals with

disabilities who need accommodations such as ramps, wide doorways, elevators, and more. Systemic barriers have also resulted in mortgage denial disparities, which affect some minority groups who are two times as likely than non-Hispanic white households to face denial when seeking a loan. Data about housing problems presented in Chapter 6 of this report shows that, in each city, affordability issues are more acute for households of color than for White households. Black and Native American households in Davenport, Moline, and Rock Island experience housing problems at disproportionate rates: about 41% to 43% of Black households have at least one of the four housing problems, and 53% to 90% of Native American households have a housing problem. Together with input regarding housing condition, these rates show a continued need to expand the supply of affordable housing available in all three cities, along with improving and/or maintaining existing affordable housing.

Suggested strategies to overcome this impediment include:

Continue using CDBG funds to increase and maintain the availability of high-quality, affordable rental and for-sale housing through new construction and rehabilitation.

Review the Qualified Allocation Plans issued by the Illinois Housing Development Authority under their respective Low-Income Housing Tax Credit (LIHTC) programs to identify local government policies or actions that may positively impact the competitiveness of developers' applications. For developers proposing LIHTC projects in areas with access to key community resources/opportunity factors or areas experiencing a loss of affordable rental units, work with them to increase the competitiveness of their applications through letters of support, provision of data and information, gap financing, and other assistance.

Lack of Targeted Investment in Underserved Areas Resulting in Increasing Disparities in Access to Opportunity

Data and mapping analysis of Rock Island reveals the City contains neighborhoods with significant disparities in access to opportunity, especially for protected class groups. A lack of targeted attention and investment to these areas results in widening disparities in access to many resources needed for residents to thrive and achieve upward mobility. The most severely impacted neighborhoods lack many different resources, compounding access issues for residents. Variations in school quality disproportionately impact residents living below the poverty line who are non-white. In addition, Rock Island have significantly lower school proficiency scores as a whole than surrounding cities, especially

the latter. Transit access and affordability both shape many other opportunity factors, such as access to jobs and good schools. This is especially true for areas in which fewer residents own or have access to a personal vehicle, as is true for neighborhoods along the Mississippi River in all three cities.

Neighborhoods along the Mississippi River have the lowest labor market engagement rates in the area. These same neighborhoods also face a lack of many other resources, and these disparities likely compound each other.

These statistics, especially in combination with low educational achievement rates in impacted areas, likely indicate a severe need for employment assistance and job training programs in the most impacted areas. For neighborhoods that face several compounding needs – such as neighborhoods with low labor market engagement scores, low school proficiency scores, and low levels of high school educational achievement – there is a significant need for targeted, holistic revitalization efforts following a strategic plan.

Suggested strategies to overcome this impediment include:

Share school proficiency and related data from this report with school district officials to aid their planning and decision-making with regard to resource distribution in areas of greatest need.

When proposed, and where possible, support local efforts to expand bus routes and covered shelters at existing bus stops. Encourage CDBG public services funding applications from organizations that will provide job training and other employment assistance programs over the next few years.

Encourage collaborative work among the cities of Davenport, Moline, and Rock Island to coordinate and align where possible to the goals, strategies, and outcomes promoted in their respective community revitalization efforts. Consider including business, neighborhood, and other leaders from impacted areas in neighborhood revitalization planning.

Insufficient and Unequally Distributed Publicly Supported Housing Options

Data and mapping analysis indicate that both the supply and distribution of publicly supported housing options in Rock Island are inadequate. Maintaining a variety of decent and accessible publicly supported housing options is crucial to any community in order to support low-income, disabled, elderly, and other vulnerable populations. Where data is available, average wait times for publicly supported housing units programs in Rock Island range from 8 months to 39 months. These extremely long wait times, particularly for Housing Choice Vouchers, indicate that demand for housing assistance far exceeds

supply.

There are five types of publicly supported housing programs – Public Housing, Project-Based Section 8, Housing Choice Vouchers, Section 202 (elderly), and Section 811 (disabled). Rock Island does not maintain Section 202 or Section 811 housing. This means that residents of Rock Island are in need of housing that have more limited options.

Overall, publicly supported housing is clustered in the city to some extent. Rock Island displays the levels of clustering, particularly among Housing Choice Vouchers, which is unusual due to the nature of the HCV Program. There are almost no HCV holders residing in the southeastern portion of Rock Island. In combination with low utilization rates of Rock Island HCVs, this may indicate a lack of landlords who are willing to accept Housing Choice Vouchers in Rock Island.

Suggested strategies to overcome this impediment include:

Investigate the potential for dedicating new funding towards TBRA and other forms of housing assistance in order to meet demand.

Support public housing authorities in developing an educational campaign focused on 1) informing residents of their fair housing rights, especially as voucher holders, and 2) educating landlords on participation in the HCV program.

Support the creation of incentive programs that would incentivize more landlords to accept vouchers (options may include tax breaks, subsidized repair costs, subsidized deposits, etc.).

Continue using CDBG funds to increase and maintain the availability of high-quality, affordable rental housing and its distribution in neighborhoods offering good access to opportunity.

Fair Housing Education and Equitable Enforcement

The report identified several challenges related to fair housing education and enforcement. Many community members shared while they are aware of a few fair housing laws and tenants' rights, many landlords do not abide by them and continue to withhold repairs, threaten tenants with eviction, and discriminate based on mental and physical disabilities. Many participants were also not aware of where to access information or resources when in need of help. Despite some educational efforts, such as training sessions and brochures, these resources remain limited, often reaching only those actively engaged with city or community organizations. There is also a lack of coordination among legal aid, civil

rights resources, and local fair housing organizations, which hinders effective enforcement of fair housing regulations. Community input also highlighted the cultural and language barriers that complicate fair housing education and enforcement. Populations with limited English proficiency (LEP), including immigrants and refugees, often struggle to access fair housing resources and navigate the legal landscape. Similarly, discriminatory lending practices and inconsistent enforcement across housing and rental markets contribute to disparities, further limiting housing choices for protected groups.

Planning for community development in general can greatly benefit from an equity lens applied to decision making processes. In this sense, there must be equitable enforcement, however, there are inconsistencies across city ordinances and zoning laws that may act as a barrier. For example, restrictive definitions of “family” and zoning policies that prevent group homes or multi-family housing contribute to barriers in fair housing choices, particularly for vulnerable populations such as people with disabilities. Additionally, stakeholder input suggests a need for training and community education focused on overcoming racism and ableism. Meeting participants cited several examples of prejudicial and “Not In My Backyard” or NIMBY attitudes among people in positions of local leadership as well as among some members of the public at large. A broad-based and respected local convening organization could consider a periodic fair housing training aimed first at community leaders as a starting point to help disseminate the message more widely to other groups.

Suggested strategies to overcome this impediment include:

Provide fair housing education in culturally appropriate ways, particularly to non-English speaking communities.

Collaborate with local community centers, immigrant support organizations, and refugee aid groups to provide culturally relevant and accessible fair housing education.

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)

This section will be updated with any received public comments during the public comment period Starting March 1, 2025 through March 17, 2025.

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 2024.

On March 1, 2025 the City of Rock Island will make available a draft of the Program Year 2024 Consolidated Annual Performance and Evaluation Report (CAPER) for a fifteen (15) day public review period through March 17, 2025 at 5:30 pm. The CAPER demonstrates how the City of Rock Island expended HUD-CDBG funds from January 1, 2024 through December 31, 2024. It also describes how the funds were used to carry out the City's objectives as outlined in the Consolidated Plan 2019-2024 and the 2024 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 2024 CAPER and the activities accomplished. A public hearing is scheduled for March 18, 2025 at City Hall, 1528 Third Avenue, Rock Island, IL 61201, Council Chambers located on the third floor beginning at 5:30 pm. The meeting is open to the public.

The City will accept comments regarding the 2024 Consolidated Performance and Evaluation Report (CAPER) in writing and must be post marked no later than March 17, 2025. 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 61201,
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-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	N/A	N/A	N/A	N/A
Total Labor Hours					
Total Section 3 Worker Hours					
Total Targeted Section 3 Worker Hours					

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.

