



# **CITIZEN PARTICIPATION PLAN**

Housing and Urban Development  
Community Development Block Grant Program

City of Rock Island  
Community Development Department

Adopted June 2004  
Amended August 2011  
Amended December 2017  
Adopted March 26, 2018  
Amended May 11, 2020  
Amended May 2025

## **THE CITIZEN PARTICIPATION PLAN PROCESS**

### **INTRODUCTION**

The City of Rock Island is required by the Housing and Urban Development Department to develop and follow a Citizen Participation Plan for the Community Development Block Grant Program administered by the city. The Citizen Participation Plan must provide for and encourage citizen participation and consultation in the development, revisions, implementation, and amendments to the city's five-year Consolidated Plan (Con Plan), the Assessment of Fair Housing (AFH), the Annual Action Plan (AAP), the Consolidated Annual Performance Evaluation Report (CAPER) and Section 108 Guaranteed Loan projects. The purpose of this Citizen Participation Plan is to outline and define the citizen participation process. This Citizen Participation Plan has been drafted in accordance with 24 CFR 91.105 Citizen Participation Plan for local governments.

### **PURPOSE OF CITIZEN PARTICIPATION PLAN**

This amended Citizen Participation Plan (CPP) sets forth the City's policies and procedures for citizen participation as it pertains to the development and implementation of the city's five-year consolidated plan (con plan) and the Assessment to Fair Housing (AFH). This document further outlines the steps and actions that the city will take to involve citizens in the planning and decision-making process for the implementation of federally funded programs, projects and activities. Additionally, this CPP discusses how the city will report on the activities carried out through the con plan and annual action plans (AAP).

### **ENCOURAGEMENT OF CITIZEN PARTICIPATION**

The law requires the City's Citizen Participation Plan both provide for and encourage public participation, emphasizing involvement by low and moderate-income people – especially those living in low and moderate-income neighborhoods. Also, the U.S. Department of Housing and Urban Development (HUD) expects the City to, and the City will, take whatever actions are appropriate to encourage participation of minorities, people who do not speak English and people with disabilities.

The City seeks to involve residents of areas where a significant amount of activity is ongoing or proposed. The City of Rock Island seeks to involve particularly low- and moderate-income persons and residents of low-income neighborhoods, members of racial minority groups, the elderly, persons with physical, developmental or mental disabilities, youth, residents of public or assisted housing, members of the business community, and representatives of agencies or organizations that serve these and other special populations. The city will also reach out to local and regional institutions, Community Development Commission, businesses and developers, public, private, and non-profit organizations, including philanthropic, neighborhood, community-based and faith-based organizations.

## **CITIZEN PARTICIPATION PLAN RELEASE, COMMENT AND AMENDMENT PROCESS**

### **CPP Release and Availability**

City of Rock Island staff will prepare the draft Citizen Participation Plan and present it to the public and identified stakeholders for review and comment. Notification of plan availability will be made through a public notice published in the most widely read local newspaper one week (seven days) prior to the release of the plan.

### **The draft CPP will be available in the following locations:**

City of Rock Island Community Development, 1528 Third Avenue, Rock Island, IL 61201  
Martin Luther King Community Center, 630 Martin Luther King Drive, Rock Island, IL 61201  
Rock Island Public Library, 401 19th St, Rock Island, IL 61201

**\*\*Please note that Non-English-speaking residents and sight-impaired individuals may call (309) 732-2900 to make accommodations. \*\***

The plan will also be posted on the city's website, [www.rigov.org](http://www.rigov.org), and can be downloaded. The city will also host two public meetings to present the CPP, answer questions, and receive input and comments regarding the CPP. The meetings will also serve to establish the citizen participation process for the diverse groups within Rock Island based on the comments and input received.

### **Submission of Comments**

Residents and identified stakeholders will have thirty (30) calendar days to review and submit comments regarding the actions and content of the CPP. Certain language and content within the CPP are required by HUD as dictated in the Final Rule 24 CFR Part 5 to be included in the CPP, especially regarding the Assessment to Fair Housing process.

Residents and stakeholders shall submit comments in writing to "Citizen Comments on the Citizen Participation Plan," Community Development, City of Rock Island 1528 Third Avenue, Rock Island, IL 61201 by the review deadline. All comments will be assessed, and a public hearing will be held to discuss the CPP and the comments received. The city will conduct a public hearing regarding the CPP and request that the Rock Island City Council adopt the Citizen Participation Plan.

## **THE CONSOLIDATED PLAN and ASSESSMENT OF FAIR HOUSING**

As part of the citizen participation process for the development of the Assessment to Fair Housing and the city's five (5) year con plan the city will make available to Rock Island residents and stakeholders all HUD provided data and supplemental information that will be used in the development of the AFH and Con plan. All of the data will be available to access on the city's website and in hard copy at the following location: Community and Development, City of Rock Island 1528 Third Avenue, Rock Island, IL 61201.

As part of the planning process and in accordance with section 504 of the rehabilitation Act of 1973 and the regulations in 24 CFR part 8; and the Americans with Disabilities Act and the regulations at 28 CFR parts 35

and 36 as applicable, the city will conduct focus groups in locations throughout the city in an effort to compile information regarding resident and stakeholder opinions and assessments of the city's needs regarding access to affordable housing, community development needs, including priority non-housing community development needs and affirmatively furthering fair housing to address access to safe and affordable housing and other project needs that are identified through the focus group process. The data gathered at these focus groups will be used to complete the AFH and five-year Con plan.

When the draft Con plan has been completed the city will present the plan to residents and identified stakeholders for review and comment. Notification of plan availability will be made through a public notice published in the most widely read local newspaper one week (seven days) prior to the release of the plans.

**The Con-plan will be available in the following locations:**

City of Rock Island, Community Development, 1528 Third Avenue, Rock Island, IL 61201  
Martin Luther King Community Center. 630 Martin Luther King Drive, Rock Island, IL 61201  
Rock Island Public Library. 401 19th St, Rock Island, IL 61201

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The plan will also be posted on the city's website, [www.rigov.org](http://www.rigov.org), and can be downloaded.

**Submission of Comments**

Residents and stakeholders will have thirty (30) calendar days to review and submit comments regarding the content of the Con Plan. Residents and stakeholders shall submit comments in writing to "Citizen Comments on the five-year con plan" Community Development, City of Rock Island, 1528 Third Avenue, Rock Island, IL 61201 by the review deadline. All comments will be assessed and taken into account and a public meeting will be held to discuss the plans and the comments received.

**Amendments to the Draft Con Plan**

The city will make available to residents and stakeholders the amended Con plan on the City of Rock Island website at [www.rigov.org](http://www.rigov.org) and a hard copy will be made available for review at the locations listed above. Residents and stakeholder will have fifteen (15) calendar days to provide further review and comment. Residents and stakeholders shall submit comments in writing to "Citizen Comments on the five-year Con Plan" Community Development, City of Rock Island, 1528 Third Avenue, Rock Island, IL 61201.

**ANNUAL ACTION PLAN**

The Annual Action Plan (AAP) is the annual update to the five-year Consolidated Plan and specifies what activities will be undertaken during the program year, and how the annual funding award will be allocated to address the needs and strategies identified in the five-year Con plan.

As part of the citizen participation process for the development of the AAP, the city will coordinate with the Community Development Commission to schedule and conduct public hearings in accordance with the

public scheduled omission meetings. The information gathered from these meetings will assist in the development of the AAP.

When the draft AAP has been completed, the city will present the document to residents and identified stakeholders for review and comment. Notification of plan availability will be made through a public notice published in the most widely read local newspaper one week (seven days) prior to the release of the plans.

**The draft AAP will be available in the following locations:**

City of Rock Island, Community Development, 1528 Third Avenue, Rock Island, IL 61201  
Martin Luther King Community Center. 630 Martin Luther King Drive, Rock Island, IL 61201  
Rock Island Public Library. 401 19th St, Rock Island, IL 61201

\*\*Please note that Non-English-speaking residents and sight-impaired individuals may call (309) 732-2900 to make accommodations. \*\*

The plans will also be posted on the city's website, [www.rigov.org](http://www.rigov.org), and can be downloaded.

**Submission of Comments**

Residents and stakeholders will have thirty (30) calendar days to review and submit comments regarding the content of the AAP. Residents and stakeholders shall submit comments in writing to "Citizen Comments on the AAP" to the Community Development, City of Rock Island, 1528 Third Avenue, Rock Island, IL 61201 by the review deadline. All comments will be assessed and considered and included in the draft AAP.

**THE CONSOLIDATED ANNUAL PERFORMANCE AND EVALUATION REPORT (CAPER)**

The city will prepare an end of year performance report (CAPER). This report will itemize and describe the outcomes all the projects and activities that have occurred during the previous program year. The report will also provide a financial breakdown of HUD funds spent to benefit low- and moderate-income residents.

When the draft CAPER has been completed the city will present the document to residents and identified stakeholders for review and comment. Notification of plan availability will be made through a public notice published in the most widely read local newspaper one week (seven days) prior to the release of the CAPER.

**The draft CAPER will be available in the following locations:**

City of Rock Island, Community Development, 1528 Third Avenue, Rock Island, IL 61201  
Martin Luther King Community Center, 630 Martin Luther King Drive, Rock Island, IL 61201  
Rock Island Public Library, 401 19th St, Rock Island, IL 61201

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The CAPER will also be posted on the city's website, [www.rigov.org](http://www.rigov.org), and can be downloaded.

### **Submission of Comments**

Residents and stakeholders will have fifteen (15) calendar days to review and submit comments regarding the content of the CAPER. Residents and stakeholders shall submit comments in writing to "Citizen Comments on the CAPER" to the Community Development, City of Rock Island, 1528 Third Avenue, Rock Island, IL 61201 by the review deadline. All comments will be assessed, and a public hearing will be held to discuss the CAPER and the comments received. All comments written and provided orally at the public hearing will be included in the final CAPER submitted to HUD for review and approval.

### **SUBSTANTIAL AMENDMENT CRITERIA**

The city will amend its approved plan under the following circumstances:

1. Any individual increases or decreases in grant dollars that equal twenty (20) percent or more of that program year's grant allocation.
2. Additional projects or activities not previously described in the consolidated plan, or the annual action plan.
3. Any change in the purpose, scope, location, or beneficiaries of an activity.

In the event that the city should need to make a substantial amendment to the approved CPP, Con plan or AAP the city will publish a public notice regarding the proposed change(s) in the most widely read local newspaper one week (seven days) prior to the release of the amended plan(s). Residents and stakeholders will have thirty (30) days from the date of publication to review and submit comments regarding the content of the Substantial Amendment.

Residents and stakeholders shall submit comments in writing to "Citizen Comments on the Amendment" to the Community Development, City of Rock Island, 1528 Third Avenue, Rock Island, IL 61201 by the review deadline. All comments will be assessed, and a public hearing will be held to discuss the proposed amendments and the comments received. All comments written and provided orally at the public hearing will be included in the final Substantial Amendment approved by council and submitted to HUD for review and approval.

### **NON-SUBSTANTIAL CHANGE**

A non-substantial change is defined as any change or alteration that will not constitute a substantial change as defined above under SUBSTANTIAL CHANGE. Examples of non-substantial change may include cancellation of a previously approved activity due to unforeseen circumstances that have caused significant delays or unreasonable cost burdens, removal and reallocation of funds remaining after an activity is completed as approved, and the increase of an activity budget to make up the shortage to secure a contract. City staff responsible for overseeing and managing the CDBG program will have authority to approve and implement non-substantial changes on an as-needed basis as part of the CDBG program administration.

## **WAVIERS AS PROVIDED by HUD**

In the event of natural disasters and other life-threatening events such as global pandemics, the city with approval from HUD will make amendments to Annual Action Plans and other documents as approved by HUD for the CDBG program. The city will waive the 30-day public comment period and will instead allow comments for a period of five days for any amendments to the plans as allowed.

## **SECTION 108 LOAN GUARANTEE PROGRAM**

The Section 108 Guaranteed Loan Program is designed to provide the City of Rock Island the ability to undertake economic opportunities that have a direct effect on the health and vitality of the city through the use of the city's grant award. Any funding awarded through this program must continue to meet the HUD-CDBG National Objectives and be an eligible CDBG activity.

As part of the citizen participation process the city will host a public meeting in the neighborhood where the project is to occur to discuss the project and how the funding will be used. The information gathered from these meetings will assist in the city's decision-making process.

Notification of the intent to disburse funds through a Section 108 Guaranteed Loan, the public meeting and the public hearing information will be made through a public notice published in the most widely read local newspaper one week (seven days) prior to the release of the plans.

**\*\*Please note that Non-English-speaking residents and sight-impaired individuals may call (309) 732-2900 to make accommodations. \*\***

## **Submission of Comments**

Residents and stakeholders will have thirty (30) calendar days to review and submit comments regarding the content of the AAP. Residents and stakeholders shall submit comments in writing to "Citizen Comments on the AAP" to the Community and Development, City of Rock Island, 1528 Third Avenue, Rock Island, IL 61201 by the review deadline. All comments will be assessed and taken into account and included in the draft AAP. The first of two public hearings will be held to discuss the AAP and the comments received.

The city will conduct a final public hearing two weeks after the first public hearing to present the final AAP proposed for submission to HUD. At this public hearing, comments will once again be heard regarding the proposed activities and funding allocations. All comments written and provided orally at the public hearing will be included in the final AAP submitted to HUD. Staff will ask the Rock Island City Council to approve the AAP for submission to HUD.

## **SPECIAL ACCOMMODATIONS**

All public meetings and hearings covered under this Citizen Participation Plan will be held at times and places convenient to potential and actual beneficiaries, and with accommodations for persons with disabilities. All notices will request that persons with disabilities or other special needs notify the city 48 hours in advance of the meeting so that appropriate accommodations can be made. The city will provide a translator and/or a sign language interpreter upon request.

## **NOTICE OF PLAN MEETINGS AND HEARINGS**

The city will publish public notices seven days prior to the date of scheduled public meetings and public hearings. The city will also post information in city hall regarding meeting date, time, and place. Information will also be published on the city's website.

Notification of plan availability will be made through a public notice published in the most widely read local newspaper one week (seven days) prior to the release of the plans. The notice will also include a summary describing the contents and purpose of the proposed draft plan or report. All draft plans and reports will be made available in the following locations:

City of Rock Island, Community Development, 1528 Third Avenue, Rock Island, IL 61201  
Martin Luther King Community Center, 630 Martin Luther King Drive, Rock Island, IL 61201  
Rock Island Public Library, 401 19th St, Rock Island, IL 61201

All plans and reports will also be posted on the city's website, [www.rigov.org](http://www.rigov.org), and can be downloaded.

To further encourage the participation of all citizens, including minorities and non-English speaking persons, persons with disabilities, and residents of public and assisted housing developments, the notices will also be distributed to public agencies and nonprofit groups.

## **PLAN PUBLICATION**

All citizen and stakeholder comments and views received in writing or orally at the public hearings will be considered in the preparation of all final plans and reports, this also includes any substantial amendments made to any plan or report. Any comments or views not accepted will be included with a narrative stating the reason(s) why the comments were not considered and be included as part of the final document that will be submitted to HUD.

The city will honor all reasonable requests for free copies of all plans/reports under review.

## **TECHNICAL ASSISTANCE**

Any group or representative of organizations that assist low- and moderate-income populations that desire assistance in developing proposals for funding assistance may contact the City of Rock Island Community Development, 1528 Third Avenue, Rock Island, IL 61201.

## **COMPLAINTS**

The city will provide a written response to every written citizen complaint related to all publicly released plans, Substantial Amendments to the plans, and Consolidated Annual Report within fifteen (15) days from receipt of comment. Citizens may write to “Plan and/or Report Complaints,” City of Rock Island Community Development, 1528 Third Avenue, Rock Island, IL 61201.

## **ANTI-DISPLACEMENT AND RELOCATION PLAN**

The city of Rock Island seeks to minimize, to the greatest extent feasible, the displacement, whether permanently or temporarily, of persons from their homes and/or business as a result of HUD funded activities involving single or multi-family rehabilitation, acquisition, commercial rehabilitation, demolition, economic development, or capital improvement. However, if displacement occurs, the city will provide for temporary or permanent relocation of persons resulting from public and private acquisition intended for public use and voluntary rehabilitation of private property with funds from CDBG or any other HUD funded assistance program.

The city will follow the Residential Anti-Displacement and Relocation Assistance guidelines in accordance with the Housing and Community Development Act of 1974, as amended, and HUD regulations at 24 CFR 42.325 as applicable to CDBG assisted projects.

### **Minimizing Displacement**

Consistent with the goals and objectives of activities assisted under the Act, the city will take the following steps to minimize the direct and indirect displacement of persons from their homes:

When considering the allocation of CDBG funds, the city will discourage projects that are likely to result in a large number of displacements, unless the rehabilitation of a rental development is in support of a city priority Coordinate code enforcement efforts with rehabilitation and housing assistance programs Encourage staged rehabilitation of apartment units to allow tenants to remain in the building/complex during and after the rehabilitation, working with the empty units first, if appropriate and economically feasible

Meet all HUD notification requirements so that affected persons do not move because they have not been informed about project plans and their rights

### **Relocation Assistance to Residential Tenants Displaced**

The city will offer relocation assistance, in accordance with the requirements of 24 CFR 42.350 (a.k.a. “Section 104[d]”), for lower-income tenants who, in connection with an activity assisted under the CDBG program, move permanently or move personal property from real property as a direct result of the demolition of any dwelling unit or the conversion of a lower-income dwelling unit. The city will ensure that these tenants have the opportunity to choose whether to receive assistance under Section 104(d) or assistance under the Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970 (URA), as amended.

A displaced person, who is not a low- or moderate-income tenant, will be provided relocation assistance in accordance with the Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970, as amended and implementing regulations at HUD 49 CFR Part 24.

### **One-for-One Replacement of Dwelling Units**

The city will replace all occupied and habitable vacant low- and moderate-income housing units, demolished or converted to a use other than low- and moderate-income housing, in connection with a project assisted with CDBG funds in accordance with HUD 24 CFR 42.375. Before entering into a contract committing the city to use CDBG funds on a project that will directly result in demolition or conversion of low- and moderate-income housing units, the city will make public and submit to HUD a One-for-One Replacement Plan that contains the following information:

A description of the proposed assisted activity

The general location on a map and approximate number of dwelling units by size (number of bedrooms) that will be demolished or converted to a use other than as low- and moderate-income units

A time schedule for the commencement and completion of the demolition or conversion

The general location on a map and approximate number of dwelling units by size (number of bedrooms) that will be provided as replacement units

The source of funding and a schedule for the provision of replacement dwelling units

The basis for concluding that each replacement dwelling unit will remain a low- and moderate-income unit for at least 10 years from the date of initial occupancy

Information demonstrating that any proposed replacement of lower-income dwelling units with smaller dwelling units (e.g., a 2-bedroom unit with two 1-bedroom units), or any proposed replacement of efficiency or single-room occupancy (SRO) units with units of a different size, is appropriate and consistent with the housing needs and priorities identified in the HUD-approved con plan and 24 CFR 42.375(b).

To the extent that the specific location of the replacement housing and other data are not available at the time of the submission, the city will identify the general location of such housing on a map and complete the disclosure and submission requirements as soon as the specific data are available.

### **Replacement not Required Based on Unit Availability**

Under HUD 24 CFR 42.375(d), the city may submit a request to HUD for a determination that the one-for-one replacement requirement does not apply based on objective data that there is an adequate supply of low- and moderate-income housing units in standard condition available on a non-discriminatory basis within the area.

### **Relocation Contacts**

The city is responsible for tracking the replacement of lower-income dwelling units and ensuring that they are provided within the required period. The city is also responsible for overseeing the provision of relocation payments and other relocation assistance to any lower-income person displaced by the demolition of any dwelling unit or the conversion of lower-income dwelling units to another use financed with CDBG funds regarding the development of housing.