



# CITIZEN PARTICIPATION PLAN

for the Community Development Block Grant Program

**CITY OF ELK GROVE**

*ADOPTED*  
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# City of Elk Grove Citizen Participation Plan

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# I. INTRODUCTION

The City of Elk Grove receives an annual entitlement of Community Development Block Grant (CDBG) funding from the U.S. Department of Housing and Urban Development (HUD) for housing and community development activities that primarily assist low-income and moderate-income persons. In accordance with HUD regulations (24 CFR 91.105), the City is required to have and follow a detailed Citizen Participation Plan that sets forth policies and procedures for engaging the public in the development, implementation, and evaluation of the City's CDBG and related HUD programs, including efforts to affirmatively further fair housing.

This Citizen Participation Plan emphasizes involvement by low and moderate-income persons, especially those living in low and moderate-income neighborhoods. The City will take whatever actions are appropriate to encourage the participation of all citizens, including minorities and persons with limited English speaking proficiency, persons with disabilities, and residents of public and assisted housing.

This Citizen Participation Plan is available to the public.

## A. Definitions

**Annual Action Plan:** This document details yearly approved funding allocations to specific eligible projects and activities. It is submitted to HUD 45 days prior to the start of the City's fiscal year and is developed in accordance with federal regulations (24 CFR 91).

**Assessment of Fair Housing (AFH):** This document refers to an analysis performed in accordance with requirements for consultation and community participation that includes a review of fair housing data, an assessment of fair housing issues and contributing factors, and an identification of fair housing priorities and goals. The AFH is conducted in compliance with a HUD-developed assessment tool, and is conducted every five years and prior to the development of the Consolidated Plan. The AFH replaces the previously required Analysis of Impediments to Fair Housing Choice (AI).

**Citizen Participation Plan:** This plan is prepared to facilitate and encourage public participation and involvement in the Consolidated Plan process (including the AFH) and the City's CDBG program, especially by low- and moderate-income persons. The plan identifies the public participation requirements as identified by federal regulations (24 CFR 91).

**Code of Federal Regulations (CFR):** The CFR is the general and permanent rules and regulations published in the Federal Register by the executive departments and agencies of the US Government.

**Community Development Block Grant (CDBG) Program:** This is a federal grant program administered by HUD. The program allocates money to eligible cities and counties throughout the United States, primarily to assist low- and moderate-income households and neighborhoods. The grant program may be used for such activities as housing rehabilitation, affordable housing assistance, community services, and community development activities such as construction or rehabilitation of community facilities and economic development.

**Consolidated Annual Performance Evaluation Report (CAPER):** This document reports on the City's annual achievements relative to the goals in the Consolidated Plan and the activities in the Annual Plan. The report is prepared annually by the City in accordance with federal regulations (24 CFR Part 91), and is submitted to HUD within 90 days of program year end.

**Consolidated Plan:** This is a five-year planning document that establishes the City's priorities and strategies for use of HUD-administered funding. The Consolidated Plan identifies housing, economic, and community development needs and prioritizes funding to meet those needs. It is developed in accordance with federal regulations (24 CFR Part 91) and is submitted to HUD 45 days prior to the start of the City's fiscal year.

**Consolidated Plan Documents:** These include the Consolidated Plan, the Assessment of Fair Housing, the Annual Action Plan, the Consolidated Annual Performance Evaluation Report, and any Substantial Amendments thereto.

**Continuum of Care:** This means the group organized to carry out the responsibilities required under 24 CFR 578 and that is composed of representatives of organizations, including nonprofit homeless providers, victim service providers, faith-based organizations, governments, businesses, advocates, public housing agencies, school districts, social service providers, mental health agencies, hospitals, universities, affordable housing developers, law enforcement, organizations that serve homeless and formerly homeless veterans, and homeless and formerly homeless persons to the extent these groups are represented within the geographic area and are available to participate.

**Low- and Moderate-Income Persons:** These are individuals within households earning less than 80 percent of the area median income. They are broken down into the following income designations:

- **Extremely Low-Income:** Individuals within households with incomes less than 30 percent of the area median family income, adjusted for household size.
- **Low-Income:** Individuals within households with incomes between 31 and 50 percent of the area median family income, adjusted for household size.
- **Moderate-Income:** Individuals within households with incomes between 51 and 80 percent of the area median family income, adjusted for household size.

**Low- and Moderate-Income Neighborhood:** In general, this is defined as a census tract or block group where a minimum of 51 percent of the residents have low or moderate incomes. In certain jurisdictions that do not have an adequate number of low- and moderate-income neighborhoods under this definition, the definition may be expanded to include the twenty-five percent of the jurisdiction's census tracts or block groups with the highest percentage of residents with low or moderate incomes.

**Program Year:** The "program year" chosen by the City of Elk Grove is July 1<sup>st</sup> through June 30<sup>th</sup>, which is the same as the City's fiscal year.

**Public Hearing:** This is a public meeting that has been publicly noticed in a local newspaper of general circulation, or noticed in a fashion which otherwise follows local procedures for formal noticing of public hearings. Public hearings are required prior to the adoption of the AFH,

Consolidated Plan, Annual Action Plan, CAPER, and substantial amendments to any of the Consolidated Plan documents.

**U.S. Department of Housing and Urban Development (HUD):** This is the federal agency which administers and provides guidance for the Consolidated Plan Process and use of certain federal funds, including CDBG.

## **B. Consolidated Planning Process**

The primary purpose of the programs covered by this Citizen Participation Plan is to improve communities by providing decent housing, a suitable living environment, and/or economic opportunities, principally for low and moderate-income people.

CDBG is a flexible program that provides communities with resources to address a wide range of unique community needs. The City is responsible for developing its own priorities and programs within HUD guidelines through the Consolidated Planning process. To develop and implement an effective program, the City actively engages residents, local and regional agencies, the Continuum of Care, businesses, developers, nonprofit institutions, philanthropic organizations, and community-based and faith-based organizations at each stage of the process, including:

- Identification of housing and community development needs;
- Development of a Five-Year Consolidated Plan that establishes the City's needs, program goals, and funding priorities;
- Preparation of an Annual Plan that outlines the proposed use of each year's allocation;
- Preparation of a Consolidated Annual Performance Evaluation Report (CAPER) that provides an account of expenditures and program accomplishments;
- Development of an Assessment of Fair Housing (AFH);
- Consideration of substantial amendments to the Citizen Participation Plan, Consolidated Plan, Annual Plan, CAPER, and AFH; and
- Providing for public comment and hearings for proposed plans.

## **II. CITIZEN PARTICIPATION**

### **A. Citizen Participation Plan**

The Citizen Participation Plan is designed to facilitate and encourage public participation in the Consolidated Plan process, including the development of the AFH. In particular, the Citizen Participation Plan seeks to encourage the involvement of low- and moderate-income persons.

Elk Grove will use the following procedures for the adoption and any subsequent changes to its Citizen Participation Plan:

- Public notice in the *Elk Grove Citizen* newspaper as well as notice on the City’s website in advance of, or concurrent with, the start of a 30-day public comment period;
- During a 30-day public review and comment period, the document will be available for review at the following locations:
  - Elk Grove City Hall
  - Elk Grove Public Library
  - Franklin Public Library
  - Senior Center of Elk Grove
  - Online at the Elk Grove City website ([www.elkgrovecity.org](http://www.elkgrovecity.org))
- Public hearing held before the City Council; and
- Following the 30-day public review and comment period and closing of the public hearing, the Citizen Participation Plan will be adopted if approved by a majority vote of the City Council.

Any change in the public participation process as outlined in this document will require an amendment to the Citizen Participation Plan. Any amendments will follow the same steps as noted in this section.

## **B. Assessment of Fair Housing, Consolidated Plan, and Annual Action Plan**

The Assessment of Fair Housing is an analysis of fair housing issues in the City and the Sacramento region that results in goals the City sets forth to achieve over its coming planning cycle. The Consolidated Plan is a five-year plan that identifies the needs of low- and moderate-income persons and areas of the City and sets forth a five-year strategy to address those needs. The Action Plan identifies the specific needs to be addressed each year based on the priorities established in the Consolidated Plan’s five-year strategy. The following steps outline the opportunities for public involvement in the AFH, Consolidated Plan, and Annual Action Plan:

### **1. Preparation**

Community input is essential to determining fair housing challenges and goals, as well as housing and community development needs and priorities. In order to solicit community input, the City will:

- Gather and analyze historical and existing data on topics such as community demographics, housing conditions, and fair housing issues, and make this data publicly available for the benefit of residents, public agencies, and other interested parties.
- Consult with local public agencies that assist low- and moderate-income persons and areas, including City staff, State and federal agencies, neighboring local governments, and regional agencies with planning and transportation responsibilities.
- When preparing the Consolidated Plan, consult with private organizations, including local nonprofit service providers and advocates. Such agencies may include the local public housing agency; mental and physical health agencies; fair housing service providers; homeless service providers; the Continuum of Care lead entity; affordable housing developers; social service

agencies (including those focusing on services to children, the elderly, persons with disabilities, persons with HIV/AIDS, persons with substance abuse problems, etc.); publicly-funded institutions and systems of care that may discharge persons into homelessness; education and employment training agencies; business and civic leaders; philanthropic organizations; community- and faith-based organizations; state and/or local health and child welfare agencies with information on lead-based paint hazards and poisonings; broadband Internet service providers; organizations engaged in narrowing the digital divide; agencies whose primary responsibilities include the management of flood-prone areas, public land, or water resources; and emergency management agencies.

- When preparing the Assessment of Fair Housing, consult with community-based and regionally-based organizations that represent protected class members, organizations that enforce fair housing laws (such as the California Department of Fair Employment and Housing), fair housing organizations and other nonprofits that receive funding under the Fair Housing Initiative Program, and other public or private fair housing service agencies.
- Publicly notice and conduct a public meeting to solicit input on needs and priorities.
- Publicly notice a 30-day review and comment period during which a complete draft of the AFH, Consolidated Plan, and/or Annual Action Plan will be made available to the public.
- Conduct a public hearing before the City Council prior to adoption of the AFH, Consolidated Plan, and/or Annual Action Plan.

## 2. Adoption

As noted above, the City will provide several opportunities for public involvement in the AFH, Consolidated Plan, and Annual Action Plan process prior to adoption. These include:

- One or more public meetings on the topic of fair housing issues during the preparation of the AFH, and one or more public meetings on community needs and priorities during preparation of the Consolidated Plan and/or Annual Action Plan.
  - Notice of any public meeting will be published in the *Elk Grove Citizen* and on the City's website at least 7 days in advance of the meeting.
- A 30-day public review and comment period for the draft AFH, draft Consolidated Plan, and/or draft Annual Action Plan.
  - A public notice of the review and comment period will be published in the *Elk Grove Citizen* as well as on the City's website in advance of, or concurrent with, the start of a 30-day public comment period. The notice will list the locations where the document(s) will be available for review.
  - During the 30-day review and comment period, drafts of the AFH, Consolidated Plan, and/or Annual Action Plan will be available at the following locations in Elk Grove:
    - Elk Grove City Hall
    - Elk Grove Public Library
    - Franklin Public Library
    - Senior Center of Elk Grove
    - Online at the Elk Grove City website ([www.elkgrovecity.org](http://www.elkgrovecity.org))

- A public hearing before the City Council prior to adoption of the AFH, Consolidated Plan, and/or Annual Action Plan.
  - Notice of the public hearing will be published in the *Elk Grove Citizen* and on the City’s website at least 7 days in advance of the meeting. Notice of a public hearing may be combined with notice of a 30-day public review and comment period when both apply to the same document.
- Following the end of the 30-day review and comment period and the closing of the public hearing, the AFH, Consolidated Plan, and/or Annual Action Plan will be adopted if approved by majority vote of the City Council.

In preparing the final Consolidated Plan documents, careful consideration will be given to all comments and views expressed by the public, whether given as verbal testimony at the public hearing or submitted in writing during the review and comment period. The final documents will each have a section that presents all comments, plus explanations why any comments were not accepted (if applicable).

### 3. Amendments

The AFH, Consolidated Plan, and/or Annual Action Plan will be amended anytime there is a change in one of the priorities as included in the Consolidated Plan; a change in the use of money to an activity not mentioned in the Annual Action Plan; or a change in the purpose, location, scope, or beneficiaries of an activity.

There are two types of amendments:

- A **“Minor Amendment”** pertains to the Annual Action Plan and involves carrying out an activity or program previously described in the existing Annual Action Plan, but includes a change in funding. The City’s Housing and Public Services Manager may administratively amend, up to the substantial amendment thresholds, the existing budget for activities or programs to efficiently expend funds (including program income) related to previously disclosed activities or programs in accordance to the intent of the funds identified in the previously undertaken citizen participation process. In addition, an existing activity or program can be cancelled administratively if no funds were expended, and said funds can then be reallocated to an existing Annual Action Plan activity, program, or applicable contingency fund to be allocated to one or more future activities or programs at a future date. A Minor Amendment does not require additional citizen participation.
- A **“Substantial Amendment”** involves one or more of the following actions:
  - Funding of an activity or program not previously described in the Annual Action Plan.
  - Changing the purpose, scope, location, or beneficiaries of an activity.
  - Modifying the priorities described in the Consolidated Plan.
  - Increasing or reducing the amount allocated to an activity by more than 25 percent, with the exception of activities that are cancelled without expenditure of funds.

- Making a change to the previously adopted AFH as a result of a material change in circumstances affecting the information on which the AFH was based to the extent that the analysis, the fair housing contributing factors, or the priorities and goals of the AFH no longer reflect actual circumstances (for instance, a significant change that impacts the City’s ability to carry out the AFH, such as new significant contributing factors, civil rights findings, a substantial change in demographics used, a Presidentially declared disaster, etc.); or resulting from a written notification provided by HUD identifying a material change that HUD believes warrants revisions to the AFH.

The public will be notified of a proposed Substantial Amendment and will have an opportunity to review it and comment on it. The City will use the following procedures for the adoption of any Substantial Amendments to Consolidated Plan documents:

- A 30-day public review and comment period for the draft Substantial Amendment.
  - A public notice of the review and comment period will be published in the *Elk Grove Citizen* as well as on the City’s website in advance of, or concurrent with, the start of a 30-day public comment period. The notice will list the locations where the document(s) will be available for review.
  - During the 30-day review and comment period, a draft of the Substantial Amendment will be available at the following locations in Elk Grove:
    - Elk Grove City Hall
    - Elk Grove Public Library
    - Franklin Public Library
    - Senior Center of Elk Grove
    - Online at the Elk Grove City website ([www.elkgrovecity.org](http://www.elkgrovecity.org))
- A public hearing before the City Council prior to adoption of the Substantial Amendment.
  - Notice of the public hearing will be published in the *Elk Grove Citizen* and on the City’s website at least 7 days in advance of the meeting. Notice of a public hearing may be combined with notice of a 30-day public review and comment period when both apply to the same document.
- Following the end of the 30-day review and comment period and the closing of the public hearing, the Substantial Amendment will be adopted if approved by majority vote of the City Council.

In preparing the final Substantial Amendment documents, careful consideration will be given to all comments and views expressed by the public, whether given as verbal testimony at the public hearing or submitted in writing during the review and comment period. The final documents will each have a section that presents all comments, plus explanations why any comments were not accepted (if applicable).

## **C. Consolidated Annual Performance and Evaluation Report**

Every year, the City of Elk Grove must submit to HUD a Consolidated Annual Performance Evaluation Report (CAPER) within 90 days of the close of the program year. In general, the CAPER must describe how funds were actually used and the extent to which these funds were used for activities that benefited low- and moderate-income people. The following steps outline the opportunities for public involvement in the CAPER:

- Public notice in the *Elk Grove Citizen* newspaper as well as notice on the City's website in advance of, or concurrent with, the start of a 15-day public comment period;
- During a 15-day public review and comment period, the document will be available for review at the following locations:
  - Elk Grove City Hall
  - Elk Grove Public Library
  - Franklin Public Library
  - Senior Center of Elk Grove
  - Online at the Elk Grove City website ([www.elkgrovecity.org](http://www.elkgrovecity.org))
- Public hearing held before the City Council; and
  - Notice of the public hearing will be published in the *Elk Grove Citizen* and on the City's website at least 7 days in advance of the meeting. Notice of a public hearing may be combined with notice of a 15-day public review and comment period when both apply to the same document.
- Following the end of the 15-day review and comment period and the closing of the public hearing, the CAPER will be adopted if approved by a majority vote of the City Council.

Careful consideration will be given to all written comments submitted by the public. These comments will be addressed in the CAPER.

### **III. PUBLIC HEARINGS**

Public hearings are required by law in order to obtain the public's views, and to provide the public with the City's responses to public questions and proposals. The law requires public hearings at various stages of the process, including on determining community needs, reviewing proposed uses of funds, and assessing how funds were spent during the previous program year.

Public hearings will be held only after there has been adequate notice as described in this Citizen Participation Plan, including an advertisement in the *Elk Grove Citizen*, which is a newspaper of general circulation, at least 7 days in advance of the public hearing. Public hearings will usually be held in the evening at a time convenient to most residents, especially those who might benefit from the use of funds.

Public hearings may be held at the City Council chambers, the Senior Center of Elk Grove, the Elk Grove Public Library, or the Franklin Community Library, all of which are accessible by bus. Other locations may be considered for public hearings in the event that it is deemed in the best interest of the community, such as when a specific location might serve a target population. Public hearings may be held at any of these locations; however, the final approval and adoption of any Consolidated Plan

document and/or Substantial Amendment will be conducted at City Hall. All public hearing locations will be accessible to people with disabilities, and provisions will be made for people with disabilities when requests are made at least 5 working days prior to a hearing. Translators will also be provided for people who do not speak English when requests are made at least 5 working days prior to a hearing.

## **IV. PUBLIC ACCESS TO INFORMATION**

As required by law, the City will provide the public with reasonable and timely access to information and records relating to the data or content of the Consolidated Plan, as well as the proposed, actual, and past use of funds covered by this Citizen Participation Plan. The City will also provide reasonable public access to records about any uses of these funds during the previous five years.

Also, as required by law, the City will provide the public with reasonable and timely access to local meetings relating to the proposed or actual use of funds (such as City Council meetings and/or other City committee and commission meetings).

The City publishes notices of public meetings, public review and comment periods, and public hearings in the *Elk Grove Citizen*, a newspaper of general circulation, to encourage involvement by all of its residents, particularly low- and moderate- income residents, residents of low- and moderate-income neighborhoods, minorities, non-English speaking persons, and persons with disabilities who may benefit from the use of HUD-funded activities. Opportunities for public participation may also be publicized through direct notification (e.g., mail, email, or flyers) of groups or individuals who have expressed an interest or whom the City identifies as having a greater potential interest, such as disabled persons, minorities, seniors, or youth.

### **A. Availability of Consolidated Plan Documents**

In the spirit of encouraging public participation, a reasonable number of copies of Consolidated Plan documents will be provided to the public at no cost and within one week of a request. These materials will be available in a form accessible to persons with disabilities, when requested.

### **B. Location of Documents**

Copies of draft Consolidated Plan documents will be available at the following locations in Elk Grove during their respective review periods:

- Elk Grove City Hall (8401 Laguna Palms Way; Phone: 916-683-7111)
- Elk Grove Public Library (8962 Elk Grove Boulevard; Phone: 916-264-2700)
- Franklin Public Library (10055 Franklin High Road; Phone: 916-264-2700)
- Senior Center of Elk Grove (8230 Civic Center Drive; Phone: 916-685-3160)
- Online at the Elk Grove City website ([www.elkgrovecity.org](http://www.elkgrovecity.org))

In the event of an address or location change for any of these entities, the City may administratively update this Citizen Participation Plan to reflect the new address or location.

Copies of final Consolidated Plan documents will be available at Elk Grove City Hall and on the City's website for a minimum of five years from the time of adoption.

## **V. TECHNICAL ASSISTANCE**

City staff will work with organizations and individuals representative of low- and moderate-income people who are interested in submitting a proposal to obtain funding for an activity. All potential applicants for funding are encouraged to contact City staff for technical assistance before completing a proposal form.

Specifically, the City will provide up to 40 hours per year of technical assistance to organizations that represent low- and moderate-income persons. This technical assistance may include:

- Publishing instructions on how to fill out forms/applications;
- Conducting workshops to explain: (1) the process for submitting proposals and (2) federal and local requirements;
- Providing comments and advice via phone, email, or in-person meetings; and
- Reviewing and commenting on draft proposals.

The City will also provide ongoing assistance to CDBG-funded agencies as needed to help them maintain their eligibility for full funding. The City may provide additional (beyond 40 hours) technical assistance if, in the opinion of the City Manager, staff time is available.

## **VI. COMMENT AND COMPLAINT PROCEDURES**

It is the City's policy to provide reasonable opportunity (i.e., 15-30 days) for interested parties to examine the contents of Consolidated Plan documents, including the AFH, and submit written comments or complaints prior to finalization. The details for providing public comment or complaint on a specific document will be included in the public notice. City staff provides a meaningful, written reply to all comments and complaints within 15 days, when practicable. A summary of comments with City responses is included with the final Consolidated Plan document. Complaints which cannot be resolved may be addressed in accordance Chapter 1.11 of the Elk Grove Municipal Code or by appropriate federal agency.

Written comments or complaints may be addressed to:

City of Elk Grove  
8401 Laguna Palms Way  
Elk Grove, CA 95758  
Attn: Housing and Public Services Manager

## **VII. ACCOMMODATION OF PERSONS WITH SPECIAL NEEDS**

The City complies with the Americans with Disabilities Act (ADA), and will make accommodations for persons with special needs. Public hearings regarding the Consolidated Plan documents will generally be held at the City Council chambers, the Senior Center of Elk Grove, the Elk Grove Public Library, and/or the Franklin Community Library, all of which are accessible to people with disabilities. Additional provisions will be made for people with disabilities when requests are made at least 5 working days prior to a hearing. Public notices will include information on how to contact the City's ADA Coordinator to request accommodation. Translators will also be provided for people who do not speak English when requests are made at least 5 working days prior to a hearing.

## **VIII. DISPLACEMENT**

If, as a result of a program activity, any residential displacement and relocation must occur, the City ensures that it will develop an Anti-Displacement and Relocation Plan in connection with that project in accordance with federal regulations. Specifically, the City will comply with the anti-displacement and relocation requirements of the Uniform Relocation Act and the Housing and Community Development Act of 1974, as amended, and implementing regulations of 24 CFR Part 42.

## **IX. CITIZEN PARTICIPATION DURING A DISASTER OR EMERGENCY**

In event of a local, state, or national disaster or emergency, it may be necessary to modify the citizen participation standards described herein in order to allocate or reallocate existing and new funding in an expedited timeframe. To streamline the allocation process and reduce delays in accessing grant funds, HUD may issue notices, waivers, award letters or other HUD communications that allow methods of public outreach and communication to be adjusted to accommodate the circumstance. Under any circumstances, the City will comply with HUD guidance on minimum citizen participation requirements.

In general, during a disaster or emergency, the City will offer the following citizen participation opportunities related to new or amended Consolidated Plans, Action Plans, and/or Citizen Participation Plans:

- A public notice of the review and comment period will be published on the City's website in advance of, or concurrent with, the start of a 5-day public comment period. The notice will list the locations where the document(s) will be available for review.
- During the 5-day review and comment period, draft documents will be available online on the City's website ([www.elkgrovecity.org](http://www.elkgrovecity.org)). The documents may also be made available in physical locations if such locations are open to the public.
- A public hearing prior to adoption of the Substantial Amendment. Notice of the public hearing will be published on the City's website at least 5 days in advance of the meeting. Notice of a public hearing may be combined with notice of a 5-day public review and comment period when both apply to the same document.

In the event that the applicable disaster or emergency renders in-person public gathering impossible or inadvisable, the City may hold public hearings as a virtual meeting. Meeting formats may include webinars, webcasts, telecasts, radio or audio broadcasts, or other virtual communication tools as appropriate for the meeting format. Virtual meetings will provide, at a minimum, an opportunity for members of the public to ask questions and for the presenter or public officials to make public response. All questions and responses will be documented, either via text, such as meeting minutes or chat scripts, or recorded, or as appropriate for the meeting format. Virtual meetings must be publicly noticed, and in the event traditional noticing tools are unavailable or will not effectively reach the public, alternative public noticing efforts will be made and documented.

In the event that the applicable disaster or emergency closes any of the locations described in Section IV.B, the City may provide draft documents during their applicable public review period online at the City's website.