

# Citizen Participation Plan

The Community Development Block Grant (CDBG) is a federal grant through the U.S. Department of Housing and Urban Development (HUD). The primary objective of CDBG is the development of viable communities by the provision of decent housing and a suitable living environment and expanding economic opportunities, principally for persons of low and moderate income. In order to define what is needed to develop a suitable living environment, HUD and the City of Thornton request the input of the public during the process to determine priorities for the CDBG program and to select projects to be funded by CDBG.

## **Purpose of the Citizen Participation Plan**

The purpose of the Citizen Participation Plan is to set forth the policies and procedures by which the City will encourage citizens to participate in the development of the CDBG strategic plans and the use of the grant funding. The City of Thornton will follow its Citizen Participation Plan, as long as the requirements for citizen participation do not restrict the responsibility or authority of the City to develop and execute its Consolidated Plan.

## **Background**

The City of Thornton became an entitlement jurisdiction in 2010 for the CDBG program. As an entitlement jurisdiction, the City receives the CDBG funding directly from HUD and administers the grant, including ensuring the funds are used according to the Code of Federal Regulations (CFR) and the associated plans, reports and certifications are completed on time and accurately.

Each entitlement jurisdiction must complete a Consolidated Plan at least once every five years (24 CFR § 91.15). The Consolidated Plan is a strategic plan that examines the housing and community development needs of a jurisdiction, sets priorities for HUD grant monies and establishes an action plan for meeting current and future needs. Each Consolidated Plan is also required to have a strategy for citizen participation in the Consolidated Planning process (24 CFR Part 91.105). The City of Thornton's first Consolidated Plan covered the program years 2010- 2014.

HUD requires an entitlement jurisdiction to submit an Annual Action Plan each year to receive the CDBG funding (24 CFR § 91.15). The Annual Action Plan serves as the City's application to HUD for the following year's CDBG funding and includes the projects that the entitlement desires to fund. The Plan also outlines the tasks and objectives that will be accomplished during the program year and includes sections that describe the public participation process, how other resources will be leveraged, and how the City plans to address barriers to affordable housing, fair housing and homelessness. The City's CDBG program year begins March 1 and ends February 28.

At the end of each CDBG program year, the City creates the Consolidated Annual Performance and Evaluation Report (CAPER), which reviews the progress the City has made in carrying out the priorities in the Consolidated Plan. The report includes a description of the resources made available, the investment of the resources, the distribution and location of investments, per 24 CFR § 91.520. This report must be submitted to HUD within 90 days of the end of the program year.

In 2013, the City of Thornton began receiving Home Investment Partnerships Program (HOME) funds through the Adams County Urban Consortium. The citizen participation requirements for the HOME funds are outlined under the Adams County's Citizen Participation Plan and all public participation is conducted through this lead agency.

**Contact**

The City of Thornton Neighborhood Services Division is the designated lead agency in the development of Thornton's Consolidated Plan, Annual Action Plan, CAPER and Citizen Participation Plan for CDBG. This division resides within the City Development Department. Any comments or questions regarding the Consolidated Plan, Annual Action Plan, CAPER or the CDBG program can be sent to:

City of Thornton  
Neighborhood Services Division  
9500 Civic Center Drive  
Thornton, CO 80229  
303-538-7600  
[cdbg@cityofthornton.net](mailto:cdbg@cityofthornton.net)

Information can also be found at [www.cityofthornton.net](http://www.cityofthornton.net).

**Public Participation**

The City of Thornton strives to involve citizens, public agencies, and other impacted parties in the process of setting priorities for the use of CDBG and identifying community needs. Since the national objectives of the grant are to benefit low and moderate income persons, prevent or eliminate slums or blight, or meet an urgent community need, emphasis is placed on involving low and moderate income people, particularly those living in areas where CDBG funds are proposed to be used. Also, the City encourages participation from organizations that provide services to residents, especially those focused on the needs of the homeless, people with disabilities, veterans, the frail elderly, and youth. However, the City invites any interested parties to attend community meetings on CDBG and makes available the Consolidated Plan, Annual Action Plan, CAPER and any substantial amendment to these plans before the City submits these documents to HUD.

**Community Meetings**

Community meetings may be held, as necessary, to communicate information regarding a CDBG project or projects or to obtain feedback from low and moderate income residents or those that serve these populations in Thornton. Community meetings will be held in locations that are American with Disabilities Act (ADA) compliant, when available. If residents require special assistance for community meetings, they should contact the Neighborhood Services Division at 303-538-7600 during operating hours, Monday through Friday, 8:00 a.m. to 5:00 p.m. at least eight hours in advance of the scheduled meeting.

**Public Comment Period**

- a. The City will hold a 30-day public comment period for the Consolidated Plan, Annual Action Plan and any substantial amendment to these plans.
- b. For the CAPER, the City will hold a public comment period of not less than 15 days to receive comments from citizens on this report.
- c. The City will consider any comments or views of citizens received in writing or orally during the public comment period in the preparation of the Plans, reports and substantial amendments.

**Public Hearings**

- a. Thornton will hold a minimum of two public hearings during each funding year, per 24 CFR § 91.105. The hearings will be held at two different stages of the program year and

together, the hearings will address housing and community development needs, development of proposed activities, and review of program performance.

- b. The City will hold one public hearing to obtain the views of citizens on the proposed Consolidated Plan or Annual Action Plan (24 CFR § 91.105). This hearing will be held after the public comment period. The second public hearing could be held for a substantial amendment or for the CAPER. Other public hearings may be held, as necessary. There will be a public comment period before these public hearings.
- c. A summary of the comments received during the public comment period and at public hearings will be summarized and attached to the strategic plans and reports. The comments could influence the City to adjust the priorities or projects in the current or future Consolidated Plan or Annual Action Plan. Any adjustments would be approved by City Council.
- d. All public hearings will be held in City Hall at the City Council Chambers located at 9500 Civic Center Drive, Thornton, Colorado, 80229. Public hearings are normally held on Tuesdays at 7:00 p.m..
- e. City Hall is a site that is accessible by public transportation. The City takes action to ensure this building is accessible to people with disabilities. Reasonable accommodations for the physically challenged will be provided upon request. If residents require special assistance for public hearings with the City Council, they should contact Human Resources at 303-538-7245 or the City Clerk's Office at 303-538-7230 during operating hours, Monday through Friday, 8:00 a.m. to 5:00 p.m. at least one business day in advance of the scheduled public hearing.
- f. Through Colorado Relay at 711, people with hearing or speech loss who use a teletypewriter or other assistive device can contact and communicate with the City staff. Residents requesting a sign language interpreter for a public hearing should contact the City Clerk's Office at 303-538-7230 during operating hours, Monday through Friday, 8:00 a.m. to 5:00 p.m. at least one business day in advance of the scheduled public hearing.
- g. The City of Thornton will take reasonable steps to assist non-English speaking residents in order to facilitate their understanding and participation in discussions that take place at public hearings and community meetings. Residents requesting translators must contact Neighborhood Services at least seven days in advance of the scheduled public hearing or community meeting.
- h. Residents may also watch any public hearings live via the City's Cable 8 TV channel or view the recorded public hearings via the City website ([www.cityofthornton.net](http://www.cityofthornton.net)).

### **Notice of Public Hearings and Community Meetings**

It is the policy of the City of Thornton to give residents reasonable and timely notice of meetings and access to materials related to the City's use of CDBG funds.

- a. Notice of all public comment periods will be published as advertisements in the local newspaper, the Northglenn-Thornton Sentinel, beginning on or prior to the first day of the public comment period. The public hearing date, time and location will be listed in the newspaper notice with the public comment period. The public hearing will also be posted on the City's website ([www.cityofthornton.net](http://www.cityofthornton.net)) at least four days prior to the scheduled public hearing.
- b. Notices of any community meetings related to specific geographically-based CDBG projects will be mailed (via hardcopy or electronically) to the impacted community members, posted at local community facilities in close proximity to the CDBG eligible areas and/or may be

distributed to organized groups that would be impacted. Notices will specify the date, time, place and purpose of the meeting as well as contact information. If applicable, community meetings will also be posted on the City's website ([www.cityofthornton.net](http://www.cityofthornton.net)). Adequate advanced notice will be provided for community meetings, to allow enough lead time for the public to take informed action. The amount of lead time varies depending on the event, but in general notices will be sent 14 days in advance of the meeting.

- c. Information that may be reviewed at community meetings and public hearings includes, but is not limited to:
  - i) Amount of grant funding and program income anticipated in the coming year.
  - ii) Range of activities that may be undertaken.
  - iii) Estimated amount of grant funding and program income proposed to be used for activities that will benefit low and moderate income persons.
  - iv) Any proposed activities likely to result in displacement and the City of Thornton's plan for minimizing displacement.

### **Application Process for CDBG-Eligible Organizations**

- a. The City will accept applications annually from CDBG-eligible organizations, including housing service providers, nonprofit organizations, and City departments. Information on the process will be available at [www.cityofthornton.net](http://www.cityofthornton.net). The timeframe for intake of applications will be emailed to eligible agencies that have requested the information and posted on the City's website and/or in the local newspaper, Northglenn-Thornton Sentinel. The City also has the option to solicit additional applications in the event that more funding becomes available or it is determined that additional projects are necessary to meet the community needs.
- b. Applications or a summary of projects may be placed on the City website during the public comment period.
- c. City staff may conduct an application workshop and/or provide technical assistance to allow applicants to ask specific questions about the grant or potential projects.
- d. Applicants may request one-on-one technical assistance session with City CDBG staff. The City will make a good faith effort to see that reasonable requests for technical assistance are responded to in a timely manner. Reasonable requests are those made more than a week in advance of the application deadline and are requests referring to assistance with completing the application.

### **Substantial Amendment to the Consolidated or Annual Action Plans**

A "Substantial Change" to the Consolidated or Annual Action Plans is defined by the City of Thornton to be:

- a. A change in the allocation priorities or goals identified in the Consolidated Plan; or
- b. A change in the method of distributing funds (i.e. application process, selection criteria for projects, etc.); or
- c. A proposed new project for the program year; or
- d. A change in the purpose, scope, location, or type of beneficiaries of a project to such an extent that it can no longer reasonably be construed as the activity reviewed by the public and approved by the City Council.

All other minor changes to activities will be considered informal programmatic amendments and will be noted in the program file. Examples may include, but are not limited to, change orders, project close-outs and transfers or re-programming of funds to approved projects in the same program year or to accommodate an unanticipated change in an existing project that do not trigger a substantial change.

If the Consolidated Plan or Annual Action Plan is approved and it subsequently becomes necessary to substantially change the Plan, the City will publish a summary of the substantial amendment on the City's website - [www.cityofthornton.net](http://www.cityofthornton.net). The nature of the proposed change(s) will be described in sufficient detail to allow citizens to determine if they are affected and desire to comment on the proposed change. The public will be provided with a comment period to provide feedback on the proposed change (24 CFR § 91.105). The City may hold an additional public hearing, per the Public Hearing Section of this Plan.

### **Substantial Amendment to the Citizen Participation Plan**

A "Substantial Change" to the Citizen Participation Plan is defined by the City of Thornton to be:

- A change in the definition of a substantial amendment for the Consolidated Plan or Annual Action Plan; or
- A change in the required public notification periods or public hearings; or
- A change to the City's policies or procedures regarding citizen participation, to such an extent that it can no longer reasonably be construed as meeting the original intent approved by City Council and HUD.

All other minor changes to the Plan will be considered informal amendments and will be noted in the Effective Date and Amendments section of this document. Examples may include, but are not limited to, updates to contact information, the modes of outreach utilized, City policies referenced in this Plan that are amended, clarifications of terms used in the document and applicable CFR's referenced in the Plan that are amended and do not substantially change the information included in the Plan.

### **Public Access to Records**

The City of Thornton will provide all interested parties with reasonable and timely access to information and records related to the City's CDBG program. The current Plans and CAPER will be posted online at [www.cityofthornton.net](http://www.cityofthornton.net). Interested parties can also submit a public records request through the City Development Department for a hardcopy of a plan or report. People may submit an email to [cdbg@cityofthornton.net](mailto:cdbg@cityofthornton.net) requesting a copy of these items or complete a public records request form, which is available online at [www.cityofthornton.net](http://www.cityofthornton.net) and at City Hall during regular business hours. Some of the City's CDBG-funded projects require the submission of proprietary business information or personal information from a specific individual to document the financial or physical conditions of a person or building. Such proprietary information may be exempted from disclosure under certain conditions, as deemed by Thornton's Legal Department.

### **Complaints and Grievances**

It is the policy of the City of Thornton to take reasonable steps to address concerns expressed by citizens and to respond to any formal complaints or grievances in a timely manner.

- a. Citizens should bring any concerns they may have regarding the CDBG program, Plans, policies or projects to the attention of the City of Thornton, Neighborhood Services Division, 303-538-7600, [cdbg@cityofthornton.net](mailto:cdbg@cityofthornton.net).
- b. Unresolved issues, complaints, or grievances may be formally submitted to the Neighborhood Services Manager or the Deputy City Manager of City Development. The grievance and/or request must be in writing and legible; typed correspondence is strongly urged.
  - o The letter/email must be signed, dated, and indicate if the correspondent is representing his/her personal concerns or those of a larger group, in which case, the name and description of the group must be stated.

- o The letter/email must contain contact information including the person or organization's name, address, phone number, email address, and, if the organization has a fax, the fax number.
- o The letter/email must clearly identify the specific complaint or grievance and should state what corrective action is being sought.
- c. It is anticipated that most concerns can be addressed through direct conversation. Should a written response be requested, the City will provide timely written answers to letters/emails that follow the guidelines listed in b above. The time required to respond may vary depending upon the nature and complexity of the specific complaint. Where practicable, written answers will be provided within 15 working days of the receipt of the written complaint.

### **Certifying Officers**

The Thornton City Charter identifies the City Manager as the chief administrative officer of the City government, conveying the authority and responsibility of overseeing the administration of the City departments and administering the budget and related programs as adopted under policies formulated by the Council. For the CDBG program, the City of Thornton's primary elected official/certifying officer is the City Manager. The City Manager will sign documents and HUD forms that will have a legal or financial impact to the CDBG program or the City of Thornton, and those that have been approved through a public participation process.

Under the City's Administrative Directive 1-4 Delegation of Authority, the City Manager can delegate the administrative authority to the Department Heads in certain matters, to ensure the smooth and timely flow of information and documentation within and between the City, its employees, applicants for employment, contractors, suppliers, and outside service providers. In an effort to ensure the City meets the timing requirements of the CDBG program, the City Manager may direct the Deputy City Manager of City Development or the acting City Manager to sign CDBG forms and documents on behalf of the City Manager. For example, administrative forms and certification will be signed by the Deputy City Manager of City Development.

### **VII. Effective Date and Amendments**

This City of Thornton Citizen Participation Plan was approved on December 1, 2009 by the Thornton City Council. The Plan may be amended as necessary. It is recommended that this Plan is reviewed when creating a new Consolidated Plan.

The Plan was amended on December 18, 2012 to incorporate the City's charter and general administrative updates, and on December 17, 2013 to clarify processes and procedures. This Plan was amended May 26, 2015 to incorporate changes necessary to align with existing HUD definitions, new HUD procedures, and City polices; to clarify expectations so the community has more information as to participation processes; and to define the difference between a substantial change to the Consolidated Plan and Annual Action Plan versus one for the Citizen Participation Plan.