



City of Santa Ana
20 Civic Center Plaza, Santa Ana, CA 92701
Staff Report
June 3, 2025

TOPIC: Fiscal Year 2025-29 Five-Year Consolidated Plan and Fiscal Year 2025-26 Annual Action Plan for CDBG, HOME, and ESG Programs

AGENDA TITLE

Public Hearing – Approve the Fiscal Year 2025-29 Five-Year Consolidated Plan, Fiscal Year 2025-26 Annual Action Plan and Budgets for the Community Development Block Grant, HOME Investment Partnerships Grant, and Emergency Solutions Grant for Submission to the U.S. Department of Housing and Urban Development; and Receive and File the Fiscal Year 2025-29 Regional Assessment of Fair Housing.

Published in the OC Register, La Opinion, and Nguoi Viet on April 28, 2025.

RECOMMENDED ACTION

1. Approve the Fiscal Year 2025-29 Five-Year Consolidated Plan and Fiscal Year 2025-26 Annual Action Plan for submission to the U.S. Department of Housing and Urban Development.
2. Approve the Fiscal Year 2025-26 budgets for the Community Development Block Grant Program in the total amount of \$4,366,478, HOME Investment Partnerships grant in the amount of \$1,159,062, and Emergency Solutions Grant in the amount of \$377,330.
3. Authorize the City Manager to prepare and approve funding agreements and/or memorandums of understanding with various city departments and nonprofit public service providers awarded funds as part of the approved budget for the Community Development Block Grant program and the Emergency Solutions Grant program for a term beginning July 1, 2025 through June 30, 2026.
4. Receive and file the Fiscal Year 2025-29 Regional Assessment of Fair Housing.

GOVERNMENT CODE §84308 APPLIES: Yes

DISCUSSION

Every five years, the City of Santa Ana (City) must submit a Five-Year Consolidated Plan to the United States Department of Housing and Urban Development (HUD) to receive federal funding for the Community Development Block Grant (CDBG), the HOME Investment Partnerships (HOME), and the Emergency Solutions Grants (ESG)

programs. These federal funds provide for the development of affordable housing, street improvements, park and public facilities improvements, economic development, code enforcement, nonprofit public services, the expansion and retention of businesses, and for the delivery of services for individuals experiencing homelessness. In general, the Five-Year Consolidated Plan describes how the City will invest and allocate these limited federal funds for and on behalf of the community. The Five-Year Consolidated Plan covers the five-year period from July 1, 2025 to June 30, 2029. It also includes the first Annual Action Plan for the one-year period from July 1, 2025 through June 30, 2026 (e.g. it includes the Annual Plan for the first year of the Five-Year Plan). These two planning documents are described in detail below.

Fiscal Year 2025-29 Five-Year Consolidated Plan

The Fiscal Year 2025-29 Five-Year Consolidated Plan is the City of Santa Ana's Strategic Plan for the investment of annual allocations of CDBG, HOME, and ESG funds from HUD during the five-year period covered by the Consolidated Plan beginning July 1, 2025 and ending June 30, 2029 (Exhibit 1). The Five-Year Consolidated Plan (Plan) outlines the overall strategy that the City intends to carry out over the next five years and identifies the objectives and outcomes to be accomplished with that strategy. In consideration of limited grant resources, the Strategic Plan within the Consolidated Plan outlines the areas and population segments with the greatest level of need for a particular program or activity and intends to invest grant resources in high leverage opportunities where data suggests that the City will be able to maximize the impact of every dollar. The Strategic Plan identifies the City's priority needs, including the rationale for establishing allocation priorities, and specific measurable goals to be addressed during the five-year period covered by the Consolidated Plan through activities to be implemented as part of the five Annual Action Plans using CDBG, HOME, and ESG Program funds.

The Consolidated Plan also contains a Needs Assessment and Market Analysis that provide insight into the different levels of need in the community and the market in which grant-funded programs will be implemented. The Needs Assessment incorporates national data from the 2020 American Community Survey 5-Year Estimates, the 2016-2020 Comprehensive Housing Affordability Strategy (CHAS), and the 2023 and 2024 Point-In-Time (PIT) Homeless Counts in addition to data sets from HUD, the State of California, and local/regional data. Based on the Needs Assessment and Market Analysis, the Strategic Plan identifies six high priority needs to be addressed using the City's CDBG, HOME, and ESG Program funds. The six priority needs for the City include:

- Expand the supply of affordable housing
- Preserve the supply of affordable housing
- Access to and supply of public services
- Increase access to and supply of homeless services and facilities
- Promote economic opportunity

- Improve City public facilities and infrastructure

The City of Santa Ana anticipates that it will continue to receive CDBG, HOME, and ESG funding during the duration of this Consolidated Plan cycle. When accounting for program income and prior year resources, the City anticipates that it will have the following funding to target to its strategic goals and priorities over the next five years (page 97):

Program	Allocation
CDBG	\$20,950,890
HOME	\$5,795,310
ESG	\$1,886,650
TOTAL	\$28,632,850

The summary of goals to be achieved through the Strategic Plan is provided in a table on page 104 of the Consolidated Plan. The goals are aspirational in nature and subject to adjustment dependent on funding from HUD, city resources, and staff capacity. Staff reports out on our progress to achieve the goals each year through the Consolidated Annual Performance and Evaluation Report submitted to City Council after every fiscal year.

Fiscal Year 2025-26 Annual Action Plan

The Consolidated Plan includes the first of five Annual Action Plans during the five-year period covered by the Consolidated Plan. As part of this five-year strategic planning process, the City is required to submit an Annual Action Plan each year that describes how the City will achieve the goals stated in the Five-Year Consolidated Plan. This document establishes a one-year investment plan that outlines the intended use of resources in the forthcoming fiscal year. The proposed Annual Action Plan covers Fiscal Year (FY) 2025–26 and seeks to allocate funding where programs and resources will have the maximum positive impact (Exhibit 1).

The Annual Action Plan describes the planned use of the City’s federal entitlement grants specifically for FY 2025-26. For FY 2025-26, the City will receive \$4,190,178 in CDBG program funds and \$176,300 in prior years resources, \$1,159,062 in HOME program funds, and \$377,330 in ESG program funds from HUD:

Program	Allocation
CDBG	\$4,366,478
HOME	\$1,159,062
ESG	\$377,330
TOTAL	\$5,902,870

The various projects and programs covered under the FY 2025-26 Annual Action Plan are designed to serve low-income residents. The FY 2025-26 Annual Action Plan includes the program budgets described in detail below for the CDBG, HOME, and ESG programs respectively.

Community Development Block Grant Program Budget

The Community Development Block Grant (CDBG) program provides funds to improve low and moderate-income neighborhoods, eliminate blight, and create a more stable economic base. These funds may be used for a diverse range of programs, including affordable housing, street improvements, park and public facilities improvements, economic development, code enforcement, and public services. The City's CDBG allocation for FY 2025-26, is \$4,190,178.

The proposed FY 2025-26 CDBG Program Funding Plan consists of the Community Development Commission funding recommendations for nonprofit public service programs from 2024 and staff's funding recommendations this year for administration and planning, code enforcement, city capital improvements, and housing. The CDBG Program Funding Plan can be summarized in two general categories: 1) Capital Projects/CDBG Program Funding Plan; and 2) Public Services. A summary of the process and allocation for the FY 2025-26 CDBG Program is provided below for both general categories.

Capital Projects/CDBG Program Funding Plan

The FY 2025-26 CDBG Program Funding Plan includes the funding allocations for administration and planning, code enforcement in low and moderate-income areas of the city to address health and safety violations, economic development to provide small business grants, nonprofit public services, city capital improvement projects, and single-family rehabilitation grants (Exhibit 2).

The CDBG allowable cap of 20% for administration and fair housing services is \$838,035 for FY 2025-26. Administration is necessary for staffing, compliance, reporting, fiscal management, studies, and monitoring of the entire program. Fair housing is necessary due to CDBG requirements that the City affirmatively further fair housing.

Two new city capital improvement projects are recommended for funding for a total of \$591,955, which includes \$415,655 for Cedar Street Improvements and \$176,300 for the Bristol-Tolliver Street Urban Greening Project.

The proposed programs and capital improvement projects have been determined to be of highest priority and need by the Executive Directors of the Parks, Recreation, and Community Services Agency, Public Works Agency, and Community Development Agency. These determinations come subsequent to the City's internal application process, ensuring a thorough assessment and alignment with overarching objectives.

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FY 2025-26 CDBG Program Budget	
General Activity	Funding Amount
CDBG Program Administration and Fair Housing	\$838,035
Code Enforcement - Enforcement of Housing and Municipal Building Codes	\$825,000
Economic Development	\$100,000
Non-Profit Public Services	\$628,527
City Capital Improvements	\$591,955
Housing	\$1,382,961
TOTAL	\$4,366,478

City Department / Division	2025-26 Award
Community Development Agency - Administration of the CDBG Program. Proposed funding amount calculated based on 20% administrative cap less Fair Housing amount.	\$768,036
Orange County Fair Housing Council Inc. – Provides fair housing education, landlord tenant counseling, and enforcement services to combat housing discrimination and city administrative support for the residents of the City of Santa Ana. A commitment to further fair housing is a requirement of CDBG funding.	\$70,000
Code Enforcement – Community Preservation Services	\$825,000
Economic Development - New Business Start-Up/Micro Enterprise Grants	\$100,000
Public Works Agency – Cedar Street Improvements, Bristol-Tolliver Street Urban Greening Project	\$591,955
Housing – To address rehabilitation of single-family housing with Habitat for Humanity of Orange County (Citywide)	\$500,000
Housing – To provide down payment assistance (Citywide)	\$882,961
TOTAL	\$3,737,952

Nonprofit Public Services

A maximum of 15% of the Community Development Block Grant (CDBG) funding for FY 2025-29 (\$628,527) is allocated for nonprofit public services. For the fiscal years 2024-2025 and 2025-26, the City agreed to provide the entire estimated public service allocation to nonprofit organizations for programs with an emphasis on crime prevention, intervention, and suppression for children, youth, and families, economic development, tenant services assistance and programs, health services, and senior services (Exhibit 3).

On May 7, 2024, the City Council authorized the City Manager to execute agreements with nonprofit organizations awarded funds as part of the approved CDBG Program for a two-year term beginning July 1, 2024 through June 30, 2026. Therefore, funding for

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Public Services approved for FY 2024-2025 are being renewed for FY 2025-26 at the same proportional award amount with an average 6% decrease due to a funding decrease from HUD.

Public Service Organizations	2025-26 Award
AIDS Services Foundation of OC dba Radiant Health Centers – HIV Care Services	\$34,860
America on Track – Brighter Futures for Children of Prisoners	\$34,860
Community Health Initiative Orange County – Community Health Access Program	\$34,860
Community Legal Aid SoCal – Domestic Violence Prevention Project	\$34,860
Delhi Center – Teens Engaged in Learning and Leadership	\$62,053
Girl’s Inc. of Orange County – StrongHer Together	\$34,860
Human Options – Assisting Domestic Violence Victims	\$34,860
Lutheran Social Services of Southern California – Victims Intervention Program	\$34,860
MOMs OC – Maternal Child Health Coordination Program	\$34,860
Nati’s House (dba Neutral Ground) – Summer Night Lights	\$34,860
Orange County Children’s Therapeutic Arts Center –Neighborhood Crime Prevention & Intervention Program	\$34,860
Project Hope Alliance – On Site Case Management Program	\$43,574
StandUp for Kids - On Campus Mentoring for Homeless Youth	\$34,860
Straight Talk Clinic, Inc. – Crisis Intervention and Comprehensive Mental Health Services for Low-Income Santa Ana Residents	\$34,860
Templo Calvario – Legado Academy	\$34,860
United Cerebral Palsy Association of OC dba Unlimited Possibilities – Safety Net Fund	\$34,860
WISEPlace – Steps to Independence	\$34,860
TOTAL	\$628,527

HOME Investment Partnerships Grant Program Budget

The HOME Investment Partnerships (HOME) program provides funds for a wide range of housing-related activities including building, buying, and/or rehabilitating affordable housing for rent or homeownership, or providing direct tenant-based rental assistance to low-income residents. The program’s flexibility allows HOME funds to be used for grants, direct loans, loan guarantees or other forms of credit enhancements, or tenant-based rental assistance or security deposits.

At least 15% of HOME funds must be set aside for specific activities to be undertaken by a special type of nonprofit called a Community Housing Development Organization (CHDO). A CHDO is a private nonprofit, community-based organization that has staff with the capacity to develop affordable housing for the community it serves. In order to qualify for designation as a CHDO, the organization must meet certain requirements pertaining to their legal status, organizational structure, and capacity and experience.

The City's HOME allocation for FY 2025-26 is \$1,159,062. In this Annual Action Plan, funds are proposed for program administration, the required set-aside for CHDOs, and funds for affordable housing development and rehabilitation.

FY 2025-26 HOME Program Budget	
General Activity	Funding Amount
HOME Program Administration	\$115,906
HOME CHDO Set-Aside	\$173,859
Affordable Housing Development and Rehabilitation	\$869,296
TOTAL	\$1,159,061

The FY 2025-26 HOME Program Funding Plan is not attached as an exhibit because the funding plan is described in the table above.

Emergency Solutions Grant

The Emergency Solutions Grants (ESG) program provides funds to assist both sheltered and unsheltered homeless individuals, as well as those on the brink of homelessness, enabling them to swiftly regain stability in permanent housing after experiencing a housing crisis and/or homelessness. Recipients of ESG funding in Orange County include the following entitlement jurisdictions: the County of Orange, City of Anaheim, City of Irvine, City of Santa Ana, and City of Garden Grove. Collectively, this group is referred to as the Orange County ESG Collaborative that was formed over ten years ago.

The City's ESG allocation for FY 2025-26 is \$377,330. The proposed FY 2025-26 ESG Program Funding Plan includes a list of homeless service providers recommended for funding for FY 2025-26 (Exhibit 4). These funding recommendations are based upon applications received during the 2019 RFP process, taking into account performance metrics and current needs as identified by staff. The budget below is broken down by category to provide more detail on funds allocated to eligible ESG activities:

FY 2025-26 ESG Program Budget	
General Activity	Funding Amount
ESG Program Administration	\$28,300
Emergency Shelter & Outreach	\$176,885

Housing Relocation & Stabilization Services	\$114,000
Homeless Management Information System	\$58,146
TOTAL	\$377,331

Outreach and Engagement

To develop the 2025-29 Five-Year Consolidated Plan and 2025-26 Annual Action Plan, in accordance with the City's adopted Citizen Participation Plan, staff conducted extensive outreach and engagement to the community for three months from October 2024 to December 2024 through surveys, community meetings, and public hearings. Efforts were made to encourage participation by low- and moderate-income persons, particularly those living in slum and blighted areas and in areas where HUD funds are proposed to be used, and by residents of predominantly low- and moderate-income neighborhoods. The City also made efforts to encourage the participation of minorities and non-English speaking persons, as well as persons with disabilities. The consultation process included representatives of the Continuum of Care, Santa Ana Housing Authority, and other specified groups who completed surveys, provided local data, and assisted the City to ensure practical coordination of strategies to maximize impact and to avoid duplication of effort.

To foster meaningful engagement and gather comprehensive input, staff created two surveys, distributed flyers, and held 13 community meetings. For the two surveys, first a Community Needs Survey was made available in electronic and hard copy in English, Spanish, and Vietnamese. It was open from October 3, 2024 to December 11, 2024. A total of 102 responses were received. A second Stakeholder Survey was made available in English from October 23, 2024 to November 23, 2024. It was e-mailed to hundreds of businesses and nonprofit organizations. A total of 40 responses were received.

Consolidated Plan flyers soliciting community and stakeholder input were created in English, Spanish, and Vietnamese. These flyers include a link to the survey and they were distributed to the following recipients, who were asked to share them with their respective stakeholders:

- CDBG nonprofit contacts for FY 2023-24 and FY 2024-25
- ESG nonprofit contacts for FY 2023-24 and FY 2024-25
- 2-1-1 list of non-profits and other community organizations
- Affordable housing developers and their property management companies
- Neighborhood Associations Newsletters
- Community Development Commissioners
- Economic Development's list of business owners
- Homeless Services Division list of homeless service providers
- Posted on City's Parks, Recreation, and Community Services Catalog Page
- Delivered flyers to all of the City's Community Centers

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- Posted on City’s social media platforms including Twitter, Instagram, Facebook, Nixle, COSA Newsletter
- Housing Authority’s Family Self-Sufficiency program and lobby
- Santa Anita’s Thanksgiving Event on Saturday, November 16th

A total of 13 Consolidated Plan Community Meetings were also held at the following locations with 134 participants in attendance:

Date	Location	Event Type	Time	# of Participants
Tuesday, October 22	Southwest Senior Center	Community Meeting	5:00 p.m. to 7:00 p.m.	1
Wednesday, October 23	Roosevelt Walker	Stakeholder Meeting	9:30 a.m. to 12:00 p.m.	0
Thursday, October 24	Salgado Community Center	Stakeholder Meeting	1:30 p.m. to 4:30 p.m.	10
		Community Meeting	4:30 p.m. to 7:30 p.m.	0
Friday, October 25	El Salvador Community Center	Community Meeting	10:00 a.m. to 12:00 p.m.	0
Monday, November 4	Willard Neighborhood Association	Neighborhood Association Meeting (English and Spanish)	5:00 p.m. to 7:00 p.m.	23
Thursday, November 7	Artesia Pillar Neighborhood Association	Neighborhood Association Meeting (English and Spanish)	6:00 p.m. to 8:00 p.m.	10
	Downtown and Flower Neighborhood Association	Neighborhood Association Meeting	6:00 p.m. to 8:00 p.m.	8
Tuesday, November 12	Pacific Park Neighborhood Association	Neighborhood Association Meeting (English and Spanish)	6:00 p.m. to 8:00 p.m.	18
Wednesday, November 13	Mabury Neighborhood Association	Neighborhood Association Meeting (English)	6:00 p.m. to 8:00 p.m.	15
Tuesday, November 19	Virtual Meetings via Teams	Morning Virtual Meeting	10:30 a.m. to 11:00 a.m.	21
		Afternoon Virtual Meeting	2:30 p.m. to 3:30 p.m.	11
Thursday, November 21	ComLink Neighborhood Association	Neighborhood Association Meeting (English)	6:00 p.m. to 7:00 p.m.	17
TOTAL				134

For comparison purposes of the extent of outreach for this Consolidated Plan compared to the last one, in 2020 staff held only five community workshops and conducted a

survey. For this Consolidated Plan, staff conducted nearly three times the amount of community meetings and outreach as before while also conducting a survey.

Fiscal Year 2025-29 Regional Assessment of Fair Housing

The federal regulations for the Consolidated Plan require that grantees conduct an Assessment of Fair Housing (AFH), take appropriate actions to overcome the effects of impediments identified through that Assessment, and maintain records reflecting the assessment and actions (Exhibit 6). An AFH is a document that analyzes local and regional policies, procedures, and practices within a community that may limit a person's ability to choose their residence free from discrimination, and addresses actions that may be taken to overcome these discriminatory housing policies, procedures, and practices

While the requirement to complete an AFH must be fulfilled by individual grantees, HUD encourages regional collaboration for this planning effort. In Orange County, 19 entitlement cities (Aliso Viejo, Anaheim, Buena Park, Costa Mesa, Fountain Valley, Fullerton, Garden Grove, Huntington Beach, Irvine, La Habra, Laguna Niguel, Lake Forest, Mission Viejo, Newport Beach, Orange, Rancho Santa Margarita, San Clemente, Santa Ana, Tustin, and Westminster) and 14 cities contracted with the County of Orange (Cities of Brea, Cypress, Dana Point, Laguna Beach, Laguna Hills, Laguna Woods, La Palma, Los Alamitos, Placentia, San Juan Capistrano, Seal Beach, Stanton, Villa Park, Yorba Linda, and all unincorporated areas of the County) elected to prepare a Regional AFH. The 19 entitlement cities and 14 cities contracted with the County of Orange entered into an agreement with MDG Associates, Inc. to complete the Regional AFH. The benefit of a Regional AFH is that it allows for a broader perspective on issues that may be impacting housing choice and/or mobility within the region as well as potential solutions and/or strategies. The Regional AFH provides an overview of laws, regulations, conditions, or other possible obstacles that may affect an individual or a household's access to housing in a community. It also presents local and regional demographic profiles, assesses the extent of housing needs among specific groups, identifies existing barriers or impediments that may limit housing choice, and proposes actions to overcome those barriers.

To prepare the Regional AFH on behalf of all of the cities and the County, MDG Associates conducted a broad array of outreach and engagement through community meetings, focus groups, and public hearings. MDG Associates reached out to tenants, property owners, homeowners, fair housing organizations, civil rights and advocacy organizations, legal services providers, social services providers, housing developers, and industry groups to hear directly about fair housing issues affecting residents of Orange County. Specifically, beginning in October 2024, MDG Associates held meetings with individual stakeholders throughout the County. In January and February 2025, evening community meetings were held in Costa Mesa, La Habra, and Santa Ana. Also in February, MDG Associates held a focus group with a wide array of

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nonprofit organizations and government officials. Additional presentations and meetings were held with City Councils and various city staff members.

Geographically specific community meetings were held across Orange County, including the South, West, Central, and North parts of the County. Additional outreach was conducted for members of protected classes, including the Latino and Vietnamese communities. All community meetings had translation services available if requested in Spanish and Vietnamese. In addition, all meetings were held in locations accessible to people with mobility issues.

Next Steps

HUD regulations require a 30-day public review and comment period for the draft 2025-29 Five-Year Consolidated Plan and the Annual Action Plan. On April 28, 2025, the drafts were posted to the City’s webpage and a public notice (Exhibit 7) was published in the Orange County Register, La Opinion, and Nguoi Viet newspapers, that the draft Plans were available for review beginning April 28, 2025, and that two public hearings would be held on May 28, 2025 at the Community Development Commission and June 3, 2025 at the City Council regular meeting. The 30-day public comment period will conclude on May 30, 2025, at 4:00 P.M.

FISCAL IMPACT

Funds will be budgeted and available in the following grant account (nos. 13518780, 13518782, 13518783, 13518785 and 13018780) upon execution of a grant agreement between the City and HUD and adoption of the FY 2025-26 annual budget. A proposed carryover of \$176,300 for the Bristol-Tolliver Street Urban Greening Project will be presented to City Council for approval to FY 2025-26 as part of the citywide carryforward process :

Fiscal Year	Grant Year	Accounting Unit-Account	Fund Description	Accounting Unit, Account Description	Amount
FY 2025-26	2025	13518780- various	Community Development Block Grant	CDBG Administration	\$838,035
FY 2025-26	2025	13518782- various	Community Development Block Grant	CDBG Housing	\$1,382,961
FY 2025-26	2025	13518783- various	Community Development Block Grant	CDBG Programs	\$1,340,655
FY 2025-26	2023	13518783- various	Community Development Block Grant	CDBG Programs	\$176,300
FY 2025-26	2025	13518783- 69135	Community Development Block Grant	CDBG Programs	\$628,527
Total for FY 2025-26					\$4,366,478

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Fiscal Year	Grant Year	Accounting Unit-Account	Fund Description	Accounting Unit, Account Description	Amount
FY 2025-26	2025	13018780- various	HOME Investment Partnerships Grant	HOME Program	\$1,159,062
Total for FY 2025-26					\$1,159,062

Fiscal Year	Grant Year	Accounting Unit-Account	Fund Description	Accounting Unit, Account Description	Amount
FY 2025-26	2025	13518785- various	Emergency Solutions Grant	ESG Grant	\$377,330
Total for FY 2025-26					\$377,330

Any remaining balances not expended at the end of the fiscal year will be presented to City Council for approval of carryovers to FY 2026-27.

EXHIBIT(S)

1. FY 2025-29 Consolidated Plan and FY 2025-26 Annual Action Plan
2. FY 2025-26 CDBG Program Funding Plan
3. FY 2025-26 CDBG Program Summaries
4. FY 2025-26 ESG Program Funding Plan
5. FY 2025-26 ESG Program Summaries
6. FY 2025-29 Regional Assessment of Fair Housing
7. Proofs of Publication

Submitted By: Michael L. Garcia, Executive Director of Community Development

Approved By: Alvaro Nuñez, City Manager