



City of Santa Ana 20 Civic Center Plaza, Santa Ana, CA 92701 Staff Report April 19, 2022

TOPIC: Fiscal Year 2022-2023 Annual Action Plan and Budgets for CDBG, HOME and ESG Programs

AGENDA TITLE:

Public Hearing – Approve the Fiscal Year 2022-2023 Annual Action Plan and budgets for the Community Development Block Grant, HOME Investment Partnerships Grant, and Emergency Solutions Grant, and authorize submission to the United States Department of Housing and Urban Development

RECOMMENDED ACTION

- 1. Hold a public hearing to receive resident and stakeholder comments on funding priorities and needs for activities funded with the Community Development Block Grant, HOME Investment Partnerships Grant, and Emergency Solutions Grant programs for the Fiscal Year 2022-23 Annual Action Plan.
- 2. Approve the Fiscal Year 2022 2023 Annual Action Plan and authorize the submission of the Fiscal Year 2022 2023 Annual Action Plan to the United States Department of Housing and Urban Development.
- 3. Approve the Fiscal Year 2022-2023 budgets for the Community Development Block Grant Program in the total amount of \$8,294,360 that includes \$5,640,635 from Grant Year 2022 allocation and a re-allocation of \$2,653,725 in prior year program funds and program income; HOME Investment Partnerships grant in the amount of \$1,706,231 from the Grant Year 2022 allocation and a re-allocation of \$9,428,513 in prior year program funds; and Emergency Solutions Grant in the amount of \$489,141 from the Grant Year 2022 allocation. All proposed activities' budgets will be proportionally increased or decreased from the estimated funding levels to match actual allocation amounts.
- 4. Direct the City Attorney to finalize and authorize the City Manager to execute memorandums of understanding with various city departments and agreements with non-profit public service providers awarded funds as part of the approved Community Development Block Grant program budget for a two-year term beginning July 1, 2022 through June 30, 2024, subject to non-substantive changes approved by the City Manager and City Attorney, and direct the Risk Manager or designee to determine the necessary insurance requirements applicable for each project.

5. Direct the City Attorney to finalize and authorize the City Manager to execute a memorandum of understanding with the Santa Ana Police Department and agreements with non-profit homeless service providers awarded funds as part of the approved Emergency Solutions Grant program budget for a term beginning July 1, 2022 through June 30, 2023, subject to non-substantive changes approved by the City Manager and City Attorney, and direct the Risk Manager or designee to determine the necessary insurance requirements applicable for each project.

COMMUNITY DEVELOPMENT COMMISSION RECOMMENDATION

At its Regular Meeting on March 23, 2022, the Community Development Commission (CDC) held a public hearing to receive resident and stakeholder comments on funding priorities and needs for activities funded with the Community Development Block Grant, HOME Investment Partnerships grant, and Emergency Solutions Grant programs in the Fiscal Year 2022-23 Annual Action Plan. No comments were received during the meeting.

The Community Development Commission recommended approval of the Fiscal Year 2022-2023 Annual Action Plan and Budgets for CDBG, HOME and ESG Programs to the City Council by a vote of 6:0.

DISCUSSION

Every five years, the City of Santa Ana (City) must submit its Five-Year Consolidated Plan to the U.S. Department of Housing and Urban Development (HUD) in order to receive 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, public services, the expansion and retention of businesses, and 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. In May of 2020, the Five-Year Consolidated Plan for the period of July 1, 2020 to June 30, 2025 was submitted to HUD.

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) 2022-2023 and seeks to allocate funding where programs and resources will have the maximum positive impact (Exhibit1). The Annual Action Plan describes the intended use of the City's federal entitlement grants specifically for FY 2022-2023. For FY 2022-2023, the City anticipates to receive \$5,640,635 in CDBG program funds, \$1,706,231 in HOME program funds, and \$489,141 in ESG program funds from HUD:

Program	Allocation
CDBG	\$5,640,635
HOME	\$1,706,231
ESG	\$ 489,141
TOTAL	\$7,836,007

In addition, the City will re-program a total of \$2,653,725 in prior-year CDBG program resources that includes program income in the amount of \$103,041 and \$2,550,684 of prior year resources.

The various projects and programs covered under the FY 2022-2023 Annual Action Plan are designed to serve low-income residents. The FY 2022-2023 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 to 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 expected CDBG allocation for Grant Year (GY) 2022, FY 2022-2023, is \$5,640,635.

The proposed FY 2022-2023 CDBG Program and Funding Plan consists of the Community Development Commission funding recommendations for nonprofit public service programs and staff's funding recommendations for administration and planning, code enforcement, City capital improvements, and housing. The CDBG Program and Funding Plan can be summarized in two general categories: 1) CDBG Program Funding Plan/Capital Projects; and 2) Public Services. A summary of the process and allocation for the FY 2022-2023 CDBG Program is provided below for both general categories.

CDBG Program Funding Plan/Capital Projects

The FY 2022-2023 CDBG Program Funding Plan includes the funding allocations for administration and planning, code enforcement in low- to 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, single-family rehabilitation grants and down payment assistance loans (Exhibit 2). The CDBG allowable cap of 20 percent for administration and fair housing services is estimated to be \$1,128,127 for FY 2022-2023. Administration is necessary for staffing, compliance, reporting, fiscal management, and monitoring of the entire program. Fair housing is necessary due to CDBG requirements that the City affirmatively further fair housing. The following capital improvement projects are recommended for funding in the plan:

- 1) \$408,041 Police Athletic & Activities League ADA restrooms (design only)
- 2) \$1,896,959 for residential street improvement in the Heninger Park neighborhood
- 3) \$800,000 for Phase III of the Santa Anita Park Improvements project

- 4) \$407,233 for sidewalk improvements in CDBG eligible areas
- 5) \$531,250 for Newhope Library roof and windows replacement
- 6) \$506,250 for active transportation safety improvements to enhance the safety of the local community with the installation of pedestrian hybrid rapid flashing beacons
- 7) \$ 131,500 for neighborhood improvement ivy installation

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 the Community Development Agency, following the City's internal application process.

2022 CDBG Program Budget			
General Activity	Funding Amount		
CDBG Program Administration & Fair Housing	\$ 1,128,127		
Economic Development	\$100,000		
Public Facility improvements, Streets & Parks	\$ 4,681,233		
Housing Rehabilitation – Single-Family Rehabilitation and	\$ 740,000		
Down Payment Assistance	φ 740,000		
Code Enforcement - Enforcement of Housing & Municipal	\$ 800,000		
Building Codes	Ψ 000,000		
Non-Profit Public Services	\$ 845,000		
TOTAL	\$ 8,294,360		

City Department	2022-2023 Award
Community Development Agency - Administration of the CDBG Program. Proposed funding amount calculated based on 20% administrative cap less Fair Housing amount.	\$1,068,127
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 affirmatively further fair housing is a requirement of CDBG funding and the City's Housing Element.	\$60,000
Economic Development - Micro Enterprise Grants	\$100,000
Code Enforcement - Community Preservation Services	\$800,000
Parks, Recreation, Community Services Agency - Santa Anita Park Phase III (Ward 1)	\$800,000
Public Works Agency – PAAL Center ADA restrooms (design only); Residential street improvement in the Heninger Park neighborhood; Phase III of the Santa Anita Park Improvements; sidewalk improvements in CDBG eligible areas; Newhope Library roof and	\$3,881,233

TOTAL	\$7,522,401
Housing – \$25,000 rehabilitation grants for single-family homes; down payment assistance (citywide)	\$740,000
windows replacement; active transportation safety improvements to enhance the safety of the local community with the installation of pedestrian hybrid rapid flashing beacons; neighborhood improvement ivy installation	

Public Services

A maximum of 15 percent of CDBG funding for FY 2022-2023 (\$845,000) and 15 percent for FY 2023-2024 (\$845,000) may be used for public services. For FY 2022-2023 and FY 2023-2024, the City is providing the entire estimated public service allocation to nonprofit organizations for programs with an emphasis on crime prevention, intervention, and/or suppression for children, youth, and families, economic development, tenant services assistance and programs, health services, and senior services (Exhibit 3).

Following approval by the City Council on November 2, 2021, the City solicited applications from nonprofit organizations from November 3, 2021 to December 20, 2021. Marketing of the CDBG application process and nonprofit outreach efforts included a press release, use of social media via the City's Facebook and Instagram pages, e-mails to an internal non-profit e-mail distribution list, an e-mail to non-profits on the City's business license list, an e-mail to nonprofits on the 2-1-1 Orange County contact list, and a dedicated CDBG webpage at www.santa-ana.org/cdbg with information on the non-profit CDBG application process.

A total of 33 applications were received from 31 non-profit organizations (two non-profit submitted two applications). The applications were submitted to the Community Development Commission (CDC) Ad Hoc Committee for review and rating based on the following criteria:

COMMUNITY NEEDS			
1. Did organization identify nature of the program and demonstrated community need for target population group (i.e. youth, seniors, disabled) Q.8, 12, 14, 15 10 Points	 Applicant identifies the nature of the program and demonstrated need for targeted group. = 10 Pts. Applicant doesn't identify the nature of the program and did not demonstrated need for targeted group. = 5 Pts. Applicant only identifies State or National data = 0 Pts. 		
2. Did applicant meet a specific City strategic plan goal and strategy and stated correlation to proposed program? Q. 10 10 Points	 Applicant met a specific City strategic plan goal and strategy and was correlation to proposed program was clea. r= 10 Pts. Applicant met a specific city strategic plan goal and strategy but did not clearly state the correlation to proposed program. = 5 Pts. Applicant did not meet any plan goal or strategy. = 0 Pts. 		

CAPACITY TO PROVIDE PUBLIC SERVICES			
3. Did the organization provide a summary and listing of the admin and program staff? Q. 20 and Staff Listing 20 Points 3. Did the organization provide a summary and listing of the admin and program staff? Q. 20 and Staff Listing 20 Points	 Organization provided summary and staff listing of all admin and program to fully execute proposed program = 20 Pts. Organization did not provide both summary and staff listing of all admin and program staff. =10 Pts. Organization provided summary and staff listing of all admin and program staff but does not have the capacity to fully execute proposed program. = 5 Pts. Organization did not provide summary and staff listing of all Admin and program. = 0 Pts. 		
	EXPERIENCE		
Years of experience providing the proposed program? Q. 9 Points	 5 or more years of experience providing proposed program. =10 Pts. 2-4 years of experience providing proposed program. = 5 Pts. 1 year of experience providing proposed program = 3 Pts. 0 years of experience providing proposed program. = 0 Pts. 		
5. Does the applicant have experience administering CDBG and/or any other Federal Grants? Q.19 10 Points	 Applicant has experience administering CDBG and Federal Grant programs. = 10 Pts. Applicant only has experience administering CDBG programs = 5Pts. Applicant has no experience administering CDBG and/or Federal Grant programs = 0 Pts. 		
6. Did organization meet prior year's performance and expenditure goals. (Staff Spread Sheet) 10 Points	 Applicant met 90% annual goals and expended all grant funds 3 of 3 years. =10 Pts. Applicant met 90% annual goals and/or expended all grant funds for 2 of 3 years. = 5Pts. Applicant met 90% annual goals and/or expended all grant funds for 1 of 3 years. = 3 Pts. Applicant did not meet annual goal and/or expended all grant funds for 3 years. = 0 Pts. 		
EFFECTIVE 8	EFFICIENT USE OF FUNDS		
7. Are the majority of unduplicated participants from Santa Ana? Q.1 (Q1a/Q1=%) 10 Points	 100% to 80% of program participants are City residents. 10 Pts. 79.9% to 60% of program participants are City residents. 5 Pts. 59.9% to 30% of program participants are City residents. 9 Pts. 		
8. Did the organization describe the measurable performance outcomes and how outcomes will be qualitatively and quantitatively tracked? Q.17, 18 10 Points	 Measurable performance outcomes with qualitative and quantitative tracking. = 10 Pts. Measurable performance outcomes but no qualitative and quantitative tracking. = 5 Pts. No measurable performance outcomes and qualitative and quantitative tracking. = 0 Pts. 		

9. Does the organization have active partnerships and/or collaborations in order to effectively and efficiently carry out proposed program? Q.16 10 Points	-	Organization partners and/or collaborates with 3 or more community organizations. = 10 Pts. Organization partners and/or collaborates with 2 community organizations. = 5 Pts. Organization partners and/or collaborates with 1 community organization. = 1 Pts.
	•	Organization partners and/or collaborates with 0 community organization. = 0 Pts.

Representatives from each organization were invited to present their proposed public service programs for funding consideration at two Community Development Commission public hearings held on January 25 and 27, 2022 from 3 to 7:00 p.m. on both days. The CDC Ad Hoc Committee finalized the application review and recommendations on February 9, 2022, and the funding recommendations are summarized in Exhibit 3. The recommended funding amounts for the nonprofit organizations are for a two-year contract period for a total allocation of \$1,690,000 from July 1, 2022 to June 30, 2024, with the exclusion of the Orange County Fair Housing Council Inc., which is funded out of program administration, as in previous years, and is not subject to the 15-percent public service cap. A brief summary of all 33 applications are shown in Exhibit 3.

Once the City receives the actual CDBG allocations for FY 2022-2023 and FY 2023-2024 from HUD, the approved CDBG public service allocation will be increased or decreased in proportion to the actual grant allocation. Should the increase in funding be enough to fund additional nonprofits at the minimum funding level, funds will be allocated to the next highest scoring organization(s). Any remainder will be distributed to already high-performing organizations in proportion to their actual grant allocation.

Public Service Organizations		
AIDS Services Foundation of OC dba Radiant Health Centers – HIV Care Services	\$60,000	
America on Track - Brighter Futures for Children of Prisoners	\$60,000	
Boys & Girls Club of Santa Ana - College Bound	\$60,000	
Casa de la Familia – Santa Ana Family Justice Center	\$60,000	
Community Action Partnerships of OC – Economic Empowerment - Your Money Your Goals	\$60,000	
Community Health Initiative Orange County – Provides outreach, education, enrollment, and case management services to vulnerable populations	\$60,000	
Community Legal Aid SoCal – Provides free, holistic legal assistance to survivors of domestic violence	\$60,000	
Delhi Center/Public Law Center – Family Economic Success Initiative Program	\$80,000	

Delhi Center - Teens Engaged in Learning and Leadership Program	\$80,000		
Fristers – Wraparound Programming for Adolescent Parents and Children	\$60,000		
Girl's Inc. of Orange County – Literacy Lab	\$60,000		
Human Options – Assisting Domestic Violence Victims	\$60,000		
Hurtt Family Clinic - Santa Ana Mental Health Program	\$60,000		
Lutheran Social Services of So. Cal Victims Intervention Program	\$60,000		
MOMs of OC – Healthy Beginnings and Brighter Futures for Expecting Mothers	\$80,000		
Nati's House (dba Neutral Ground) - Gang Prevention	\$100,000		
Nati's House (dba Neutral Ground) - Summer Night Lights			
OC Human Relations Council – Community - Based Alternative Dispute Resolution	\$60,000		
OC Children's Therapeutic Arts Center – WILLARD Neighborhood Crime Prevention and Intervention	\$70,000		
Public Law Center – Affordable Housing & Homelessness Prevention	\$80,000		
StandUp for Kids - On Campus Mentoring for Homeless Youth	\$60,000		
Taller San Jose Hope Builders – Business Applications	\$80,000		
The Cambodian Family - Plan Ahead Youth Program	\$100,000		
WISEPlace – Steps to Independence	\$60,000		
Working Wardrobes - Jobs for Santa Ana Seniors	\$60,000		
TOTAL	\$1,690,000		

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 percent 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 GY 2022, is expected to be \$1,706,231. The proposed Annual Action Plan for the HOME Program consists of the GY allocation, program income and prior year HOME resources. The large carryover of prior year resources (\$9,428,513) is due to the lengthy development process for affordable housing developments. While funds may be pre-committed for a project, they may not be fully committed and disbursed until certain requirements are met including underwriting, subsidy layering, and project assessment requirements.

In this Annual Action Plan, funds are proposed for affordable housing development and rehabilitation. The funds for affordable housing development and rehabilitation include a pre-commitment of funds for two affordable housing projects in pre-development: \$3,007,489 for the construction of 16 HOME-assisted units at the Crossroads at Washington project, and \$2,003,705 for the construction of nine HOME-assisted units at the Westview House project, as already approved by the City Council. The remaining funds will be allocated through a Request for Proposals for Affordable Housing Development to be issued during FY 2022-2023. The budget below only includes those funds that are being budgeted for FY 2022-2023:

2022 HOME Program Budget			
General Activity	Funding Amount		
HOME Program Administration	\$ 170,623		
HOME CHDO Set-Aside	\$ 255,935		
Affordable Housing Development and Rehabilitation	\$1,279,673		
Prior Year Resources	\$9,428,513		
TOTAL	\$11,134,744		

The FY 2022-2023 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 sheltered and unsheltered homeless individuals, as well as those at risk of homelessness, to quickly 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: 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 five years ago. On November 7, 2019, three member cities of the Orange County ESG Collaborative released a combined ESG Request for Proposals (RFP) to support the Orange County Continuum of Care's goal to end homelessness (the County of Orange and City of Irvine allocated their funding independent of the Collaborative this funding cycle). The Collaborative accepted

applications until December 10, 2019, with supplemental applications and requirements for both the City of Santa Ana and Anaheim. The RFP included a provision for up to four one-year renewals that could be exercised independently by each Collaborative member.

The City chose to exercise this renewal option for FY 2022-2023. Specifically, while funding recommendations are made collaboratively, ESG funds are to be used to provide eligible activities within each jurisdiction in which they are funded. Subrecipients awarded funding in FY 2021-2022 and interested in FY 2022-2023 funding, were required to resubmit a budget and program summary for FY 2022-2023 ESG funding.

The City's ESG allocation for GY 2022, FY 2022-2023 is anticipated to be \$489,141. The proposed FY 2022-2023 ESG Program and Funding Plan includes a list of recommended homeless service providers for FY 2022-2023 (Exhibit 4). The funding recommendations are based upon applications received during the 2019 RFP process, and the performance 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:

2022 ESG Program Budget				
General Activity	Funding Amount			
ESG Program Administration	\$ 36,686			
Homeless Street Outreach	\$ 51,880			
Homeless Emergency Shelter	\$ 110,000			
Homeless Prevention	\$ 25,000			
Rapid Re-housing	\$ 125,000			
ESG Data Collection Management	\$ 140,575			
TOTAL	\$ 489,141			

Outreach and Engagement

In accordance with the regulations at 24 CFR Part 91, the City of Santa Ana's Citizen Participation Plan requires two public hearings to be conducted annually for the development of the Annual Action Plan. The first public hearing was held before the Community Development Commission on March 23, 2022 to accept public comments on the funding priorities for the upcoming year that would be included in the draft Annual Action Plan; and the second public hearing is being held before the Santa Ana City Council on April 19, 2022 to accept public comments on the draft Annual Action Plan.

In addition, the federal regulations for HUD requires that the draft Annual Action Plan be made available for a 30-day public review and comment period. On March 10, 2022, a public notice was published in the Orange County Register, La Opinión in Spanish, and Nguoi Viet in Vietnamese, that the draft Annual Action Plan was available for review and comment. The 30-day public comment period will conclude on April 10, 2022. All comments received, including all funding recommendations made by the City Council, will be included in the final document. The deadline for submission of the FY 2022-2023 Annual Action Plan to HUD is no later than May 15, 2022, 45-days before the end of the City's Fiscal Year.

FISCAL IMPACT

Funds will be budgeted and available in the following grant account (nos. 13518780, 13518782, 13518783, 13018780, and 13518785,) upon execution of a grant agreement between the City and HUD and adoption of the FY 2022-2023 annual budget:

Fiscal Year	Grant Year	Accounting Unit-Account	Fund Description	Accounting Unit, Account Description	Amount
FY 2022-23	2022	13518780- various	Community Development Block Grant	CDBG Administration	\$1,128,127
FY 2022-23	2022	13518782- various	Community Development Block Grant	CDBG Housing	\$740,000
FY 2022-23	2022	13518783- various	Community Development Block Grant	CDBG Programs	\$3,772,508
FY 2022-23	2016- 2021	13518783- 66220	Community Development Block Grant	CDBG Programs	\$2,653,725
Total for FY 2022-2023					\$8,294,360

Fiscal Year	Grant Year	Accounting Unit-Account	Fund Description	Accounting Unit, Account Description	Amount
FY 2022-23	2022	13018780- various	HOME Investment Partnership Grant	HOME Program	\$1,706,231
FY 2022-23	2015- 2021	13018780- various	HOME Investment Partnership Grant	HOME Program	\$9,428,513
				Total for FY 2022-2023	\$11,134,744

Fiscal Year	Grant Year	Accounting Unit-Account	Fund Description	Accounting Unit, Account Description	Amount
FY 2022-23	2022	13518785- various	Emergency Solutions Grant	ESG Grant	\$489,141
				Total for FY 2022-2023	\$489,141

EXHIBIT(S)

- 1. FY 2022-2023 Annual Action Plan
- 2. CDBG FY 2022-2023 Program Funding Plan
- 3. CDBG FY 2022-2023 Program Summaries
- 4. ESG FY 2022-2023 Program Funding Plan

Submitted By: Steven Mendoza, Assistant City Manager

Approved By: Kristine Ridge, City Manager