



Jessica Herrera
Housing Manager

Jessica Garcia
Administrative Assistant

AGENDA

Community Development Block Grant Program Committee

March 12, 2026

6:00 PM Regular Session

CONNIE BENSON
Chair

JONATHAN ST. CLAIR
Vice Chair

KIM LE
Committee Member

ELAINE MUSELLI
Committee Member

CHRISSEY VAUGHN
Committee Member

PAT BUTTRESS
Committee Member

PERLA LOZANO
Committee Member

Weimer Room
300 E. Chapman Avenue
Orange, CA 92866

Welcome to the Community Development Block Grant (CDBG) Program Committee Meeting. Regular meetings of the City of Orange CDBG Program Committee are held on the second Thursday of February and March at 6:00 p.m. in the Weimer Room.

Agenda Information

The agenda contains a brief general description of each item to be considered. The agenda and supporting documentation is typically available after 4:00 p.m. on the Thursday prior to the Committee meeting on the City's website at www.cityoforange.org, at the Community Development Department located at 300 E. Chapman Avenue, and at the Main Public Library located at 407 E. Chapman Avenue. Written materials relating to an item on the agenda that are provided to the CDBG Program Committee after agenda packet distribution and within 72 hours before it is to consider the item will be made available for public inspection in the City Clerk's Office located at 300 E. Chapman Avenue, Orange, during normal business hours; at the CDBG meeting; and made available on the City's website.

Public Participation

Pursuant to Government Code Section 54954.3, members of the public may address the CDBG Program Committee on any agenda items or matters within the jurisdiction of the governing body by using any of the following methods:

1) In-Person

To speak on an item on the agenda, complete a speaker's card indicating your name, address, and identify the agenda item number or subject matter you wish to address. The card should be given to staff prior to the start of the meeting. General comments are made during the "Public Comments" section on the agenda. Public comments are limited to three (3) minutes per speaker, unless a different time limit is announced.

2) Written Public Comments

Members of the public can submit their written comments electronically for the Committee's consideration by using the eComment feature on the Agenda page of the City's website at www.cityoforange.org. To ensure distribution to the CDBG Program Committee prior to consideration of the agenda, we encourage the public to

submit comments by 11:00 a.m. the day of the meeting. All written comments will be provided to the Committee and posted on the City's website after the meeting.

Please contact the City Clerk's Office at (714) 744-5500 with any questions.

ADA Requirements: In compliance with the Americans with Disabilities Act, if you need accommodations to participate in this meeting, contact the Community Development Department at (714) 744-7220. Notification at least 48 hours in advance of meeting will enable the City to make arrangements to assure accessibility to this meeting.

1. OPENING/CALL TO ORDER

1.1 PLEDGE OF ALLEGIANCE

Committee Member Chrissy Vaughn

1.2 ROLL CALL

2. PUBLIC COMMENTS

Opportunity for members of the public to address the Committee on matters not listed on the agenda which are within the subject matter jurisdiction of the Committee, provided that NO action may be taken on off-agenda items unless authorized by law. Public Comments are limited to three (3) minutes per speaker.

3. COMMITTEE BUSINESS

3.1. Updates to the eligibility and preference criteria for the Tenant Based Rental Assistance Program.

Recommended Action:

1. Recommend the removal of the following eligibility and preference criteria from the Tenant Based Rental Assistance Program:
 - a. CalAim requirement
 - b. Eliminating the cash reward incentive
 - c. Define elderly as 62+ years of age
2. Direct staff to update the eligibility and preference criteria to reflect recommendations by the CDBG Committee, update the policies and procedures, and submit to the City Council for consideration and approval.

Attachments: [Staff Report](#)

3.2. Public Hearing to determine funding recommendations for the 2026-2027 Annual Action Plan.

Recommended Action:

1. Determine funding recommendation amounts for programs and projects proposed for consideration in the development of the 2026-2027 Annual Action Plan.
2. Direct staff to incorporate funding recommendations and any public input received at the Public Hearing into the draft 2026-2027 Annual Action Plan to be presented to City Council.

Attachments: [Staff Report](#)
[2026-2027 Funding Recommendations](#)

4. ADJOURNMENT

The next Regular CDBG Program Committee meeting will be held on February 11, 2027, at 6:00 p.m. in the Weimer Room located at 300 E. Chapman Avenue, Orange, CA 92866.

I, Jessica Garcia, Administrative Assistant for the City of Orange, hereby declare, under penalty of perjury, that a full and correct copy of this agenda was posted pursuant to Government Code Section 54950 et. seq., at the following locations: Orange Civic Center kiosk and Orange City Clerk's Office at 300 E. Chapman Avenue, Orange Main Public Library at 407 E. Chapman Avenue, El Modena Branch Library at 380 S. Hewes Street, Taft Branch Library at 740 E. Taft Avenue, Police facility at 1107 N. Batavia, and uploaded to the City's website www.cityoforange.org.

Date posted: March 5, 2026



Agenda Item

Community Development Block Grant Program Committee

Item #: 3.1.

3/12/2026

File #: 26-0016

TO: Community Development Block Grant Program Committee

THRU: Russell Bunim, Community Development Director

FROM: Jessica Herrera, Housing Manager

1. SUBJECT

Updates to the eligibility and preference criteria for the Tenant Based Rental Assistance Program.

2. SUMMARY

Consideration of proposed updates to the eligibility and preference criteria for the Tenant Based Rental Assistance Program

3. RECOMMENDED ACTION

1. Recommend the removal of the following eligibility and preference criteria from the Tenant Based Rental Assistance Program:
 - a. CalAim requirement
 - b. Eliminating the cash reward incentive
 - c. Define elderly as 62+ years of age
2. Direct staff to update the eligibility and preference criteria to reflect recommendations by the CDBG Committee, update the policies and procedures, and submit to the City Council for consideration and approval.

4. DISCUSSION AND BACKGROUND

On March 11, 2021, the American Rescue Plan (ARP) was passed in response to the COVID-19 pandemic. Congress appropriated \$5 billion in ARP funds to be administered through the HOME Investment Partnerships Program (HOME) and authorized the Department of Housing and Urban Development (HUD) to distribute the funds to participating jurisdictions (PJ) that qualified for an allocation of HOME funds in Fiscal Year (FY) 2021, of which Orange was a recipient.

On September 20, 2021, the City was notified that it was allocated \$1,655,186 in HOME-ARP funds. In order to access the funds, the City developed a HOME-ARP Allocation Plan (Plan) that described the consultation and public participation process that the City engaged in developing the Plan and outlines how the City will use HOME-ARP funds. The Plan was approved by HUD on May 8, 2023 that committed the funds to the operations of the Hub Resource Center (HRC) for supportive services to the unhoused community.

To meet the housing requirement of the HOME-ARP Allocation Plan and address some of the housing assistance needed within the City, the Plan proposed to establish a Tenant Based Rental Assistance (TBRA) Program with its annual HOME entitlement funds.

TBRA Program

A TBRA Program provides rental subsidy to assist individual households to address housing instability and insecurity by helping families afford housing costs such as rent or security deposits. On May 9, 2023, the City approved \$150,000 for a TBRA Program for security and utility deposit assistance as part of its 2023-2024 Annual Action Plan using HOME entitlement funds. The Annual Action Plan is required by HUD and outlines the City's intent for the use of funds in a given entitlement year.

As part of the approval, the following requirements were established to determine eligibility for an applicant:

1. Current City of Orange resident staying in the City of Orange;
2. Referred by a supportive services agency/organization;
3. Have applied for and be ineligible or denied for Cal-Aim assistance;
4. Have income below 80% of the area median income.

In addition, the following preferences were established:

1. Families with children under 12;
2. Veterans with a valid DD-214 (honorable discharge); and
3. Elderly persons as defined by the Social Security Administration eligibility of full retirement qualification.

TBRA Program

Since the launch of the TBRA Program in January 2025, the City has not received any applicants who met the program's eligibility criteria. After approximately one year of inactivity, staff conducted a programmatic review to determine whether the lack of utilization was attributable to a lack of community need or to structural barriers within the program design.

Following a review of the adopted program guidelines and consultation with Continuum of Care and supportive service providers, staff identified the primary barrier to access as the requirement that applicants first apply for and be determined ineligible for CalAIM assistance prior to receiving TBRA assistance.

Staff reviewed applicable HOME regulations and identified the following considerations:

1. HOME regulations at 24 CFR Part 92 do not require or authorize conditioning TBRA eligibility on denial from another program.
2. HUD evaluates HOME programs based on timely commitment and expenditure of funds. Prolonged inactivity increases the risk of timeliness concerns.
3. Additional eligibility criteria not tied to HOME statutory or regulatory requirements may be viewed during monitoring as creating unnecessary barriers to assistance.
4. Conditioning HOME TBRA eligibility on application to an unrelated health care benefit may undermine the independent purpose and structure of the HOME program.
5. TBRA eligibility should be based on HOME income and housing need requirements, not on

denial of assistance from external programs.

CalAIM provides limited housing-related assistance, including one-time security deposit and utility assistance, to eligible Medi-Cal members with documented health and social risk factors. It is a health care benefit administered through managed care plans and requires that an individual:

1. Be a Medi-Cal member;
2. Be enrolled in a participating managed care plan;
3. Be screened and determined eligible under Community Supports criteria; and
4. Provide documentation of qualifying medical and/or social risk factors.

Additionally, CalAIM assistance:

1. Is targeted to specific high-risk populations;
2. Is not available to all income-eligible renters; and
3. May be subject to plan funding limitations or provider capacity constraints.

While CalAIM provides valuable housing-related assistance, it is structured as a health care benefit and requires managed care enrollment, eligibility screening, and plan authorization. In practice, that process may not align with the rapid timeframe in which housing opportunities arise. HOME TBRA, by contrast, allows the City to respond more quickly to secure housing placements, prevent the loss of available units, and address housing instability consistent with HOME program objectives.

Tenant Incentive for Returned Deposits

In addition, staff determined that the well-intended provision allowing tenants who receive at least 80% of their security deposit back to retain 50% of the refunded amount as an incentive for proper unit maintenance may place the City at risk of a HUD monitoring finding and potential repayment obligation. Under HOME regulations, any TBRA funds returned to the City, including refunded security deposits, must be treated as program income and used for eligible HOME activities, such as additional TBRA assistance or other qualifying housing costs (e.g., gap financing for affordable housing developments). Once a tenant vacates the unit and the deposit is returned, those funds are no longer supporting an eligible housing cost. Disbursing a portion of the returned funds directly to the former tenant would constitute a cash incentive rather than an eligible HOME assisted housing expense, which is not permitted under HOME regulations.

Preference for Elderly Applicants

Social Security retirement eligibility varies by birth year, resulting in differing age thresholds for full retirement benefits. To ensure consistency and administrative clarity, staff recommends revising the elderly preference to apply to individuals 62 years of age or older, consistent with HUD's general definition of an elderly person.

HOME-ARP Compliance Requirements

The City has implemented and completed the activities identified in its HOME-ARP Allocation Plan (Plan), with the exception of the TBRA Program. To ensure compliance with HOME-ARP requirements and the approved Plan, the City must demonstrate that it undertook reasonable and documented efforts to fulfill its obligations.

HUD evaluates HOME-ARP performance based on adherence to the approved Allocation Plan, compliance with applicable regulations and Notice CPD-21-10 requirements, and timely commitment and expenditure of funds. As part of its program review, the City evaluated whether locally established eligibility criteria, though well-intentioned, may have created unintentional barriers to access beyond those required under HUD regulations.

This proactive review is intended to ensure that the TBRA Program is administered consistent with HOME-ARP statutory and regulatory requirements, supports timely expenditure of funds, and does not impose additional eligibility conditions unrelated to federal program requirements.

Recommended Updates

Staff recommends removing the CalAIM requirement, defining “elderly” as those 62+ of age, and removing the tenant “reward” incentive to reduce the City’s exposure to potential risks, including:

1. A HUD monitoring finding;
2. A determination of poor program performance or failure to meet HOME program objectives and regulatory requirements; and
3. The risk of future funding loss or repayment obligations for not fulfilling the approved Plan’s commitments.

HUD evaluates whether HOME funds are used in a timely, effective, and compliant manner. Program restrictions that result in zero activity increase the City’s exposure to compliance findings and potential funding risk. Furthermore, because the City is not obligated to continue the TBRA program beyond the FY 2023-2024 allocation, eliminating these well-intentioned but restrictive criteria will allow the City to meet its remaining obligations for HOME-ARP funding in accordance with federal requirements.

5. ATTACHMENTS:

- None



Agenda Item

Community Development Block Grant Program Committee

Item #: 3.1.

3/12/2026

File #: 26-0016

TO: Community Development Block Grant Program Committee

THRU: Russell Bunim, Community Development Director

FROM: Jessica Herrera, Housing Manager

1. SUBJECT

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2. SUMMARY

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HOME-ARP Compliance Requirements

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HUD evaluates HOME-ARP performance based on adherence to the approved Allocation Plan, compliance with applicable regulations and Notice CPD-21-10 requirements, and timely commitment and expenditure of funds. As part of its program review, the City evaluated whether locally established eligibility criteria, though well-intentioned, may have created unintentional barriers to access beyond those required under HUD regulations.

This proactive review is intended to ensure that the TBRA Program is administered consistent with HOME-ARP statutory and regulatory requirements, supports timely expenditure of funds, and does not impose additional eligibility conditions unrelated to federal program requirements.

Recommended Updates

Staff recommends removing the CalAIM requirement, defining “elderly” as those 62+ of age, and removing the tenant “reward” incentive to reduce the City’s exposure to potential risks, including:

1. A HUD monitoring finding;
2. A determination of poor program performance or failure to meet HOME program objectives and regulatory requirements; and
3. The risk of future funding loss or repayment obligations for not fulfilling the approved Plan’s commitments.

HUD evaluates whether HOME funds are used in a timely, effective, and compliant manner. Program restrictions that result in zero activity increase the City’s exposure to compliance findings and potential funding risk. Furthermore, because the City is not obligated to continue the TBRA program beyond the FY 2023-2024 allocation, eliminating these well-intentioned but restrictive criteria will allow the City to meet its remaining obligations for HOME-ARP funding in accordance with federal requirements.



Agenda Item

Community Development Block Grant Program Committee

Item #: 3.2.

3/12/2026

File #: 26-0112

TO: Community Development Block Grant Program Committee

THRU: Russell Bunim, Community Development Director

FROM: Jessica Herrera, Housing Manager

1. SUBJECT

Public Hearing to determine funding recommendations for the 2026-2027 Annual Action Plan.

2. SUMMARY

Public Hearing for the deliberation of funding recommendations to be incorporated into the 2026-2027 Annual Action Plan

3. RECOMMENDED ACTION

1. Determine funding recommendation amounts for programs and projects proposed for consideration in the development of the 2026-2027 Annual Action Plan.
2. Direct staff to incorporate funding recommendations and any public input received at the Public Hearing into the draft 2026-2027 Annual Action Plan to be presented to City Council.

4. DISCUSSION AND BACKGROUND

The Department of Housing and Urban Development (HUD) requires a Consolidated Plan (CP) from States and local jurisdictions that receive annual CDBG or HOME funding. The CP is designed to help states and local jurisdictions assess their affordable housing and community development needs and market conditions, and to make data-driven, place-based investment decisions. The consolidated planning process serves as the framework for a community-wide dialogue to identify housing and community development priorities. The CP is carried out through Annual Action Plans (AAP), which provide a summary of the actions and activities that will be used each year to address the priority needs and specific goals identified by the CP.

The City adopted the 2025-2029 CP on June 24, 2025. As part of the CP, five priority goals were identified, as noted below:

1. Economic Development
2. Homelessness
3. Affordable Housing
4. Public Programs
5. Public Infrastructure and Capital Improvement Projects

Funding Recommendations for the 2025-2026 CDBG and HOME Funding Year

The City published a Notice of Funding Availability in the City Orange News on November 25, 2025 and solicited applications from November 25, 2025 to January 26, 2026 for consideration of estimated funding for the Fiscal Year 2026-2027 CDBG and HOME funds. The City received nine applications for public programs and one application for a public infrastructure project (summarized in Attachment A).

On February 12, 2026, the CDBG Program Committee conducted a Public Hearing to receive presentations from funding applicants. However, the total funding requested under the Public Capital and Infrastructure category was less than the anticipated allocation. As HUD requires that all available funds be programmed during the development of the AAP, staff recommends reallocating the unprogrammed balance, approximately \$37,418, to the Business Assistance Program to support eligible businesses in alignment with the Economic Development goal of the 2025-2029 Consolidated Plan.

30-Day Public Review Period

Funding recommendations made by the CDBG Program Committee at the Public Hearing on March 12, 2026, will be incorporated into the draft 2026-2027 AAP. The draft AAP will be available for public review and comment from April 2, 2026 through May 5, 2026, both at the City's public counters and on the City's website. Following the public review period, the draft AAP will be presented to the City Council for consideration at a Public Hearing on May 12, 2026.

5. ATTACHMENTS

- 2026-2027 Funding Recommendations



Agenda Item

Community Development Block Grant Program Committee

Item #: 3.2.

3/12/2026

File #: 26-0112

TO: Community Development Block Grant Program Committee
THRU: Russell Bunim, Community Development Director
FROM: Jessica Herrera, Housing Manager

1. SUBJECT

Public Hearing to determine funding recommendations for the 2026-2027 Annual Action Plan.

2. SUMMARY

Public Hearing for the deliberation of funding recommendations to be incorporated into the 2026-2027 Annual Action Plan

3. RECOMMENDED ACTION

1. Determine funding recommendation amounts for programs and projects proposed for consideration in the development of the 2026-2027 Annual Action Plan.
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4. DISCUSSION AND BACKGROUND

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Summary of the Funding Recommendations for CDBG 2026-2027 Program Year

				\$910,000.00
Public Services (15% of Grant)				\$136,500
Organization	Program	Amount Requested for 2027	Recommended Award	
Assistance League	Operation School Bell	\$20,000		
Boys & Girls Club of Central Orange Coast	College Bound & Workforce Development	\$25,000		
Families Forward	Families Forward Affordable Housing	\$24,000		
Friendly Center	Friendly Mart	\$25,000		
Harm Reduction Circle	PEV-Supported Mobile Peer Navigation & Outreach Program	\$11,000		
Hub OC	The Hub OC Community Centers	\$50,000		
Los Angeles Wealth & Opportunity Institute	Orange Empowerment Initiative	\$61,000		
Orange Police Department	Bike Patrol Program	\$50,000		
Total Public Services		\$266,000		\$0
Facilities and Construction				\$591,500
Organization	Project	Amount Requested for 2026	Recommended Award	
Orange Public Works	CDBG Fiscal Year 26-27 Street Rehabilitation and ADA Wheelchair Ramp Replacement	\$554,082		
Business Assistance Program	Business Façade Program	\$37,418		
Total Facilities and Construction		\$591,500		\$0
Admin (20% of Grant)				\$182,000
Organization	Program	Amount Requested for 2026	Recommended Award	
Fair Housing Foundation	Fair housing services	\$25,000	\$25,000	
CDBG Administration	Administration	\$157,000	\$157,000	
Total Administration		\$182,000		\$182,000