

Date of Hearing: July 1, 2026

ASSEMBLY COMMITTEE ON LOCAL GOVERNMENT

Juan Carrillo, Chair

SB 802 (Ashby) – As Amended June 15, 2026

SENATE VOTE: 36-0

SUBJECT: Housing finance and development: Sacramento Regional Housing and Homelessness Joint Powers Authority Act

SUMMARY: Requires the County of Sacramento, the City of Sacramento, the City of Elk Grove, the City of Rancho Cordova, the City of Citrus Heights, and the City of Folsom to participate in and work together to establish a joint powers authority (JPA) designed to make a meaningful difference for people experiencing housing insecurity and homelessness across the County of Sacramento. Specifically, **this bill:**

- 1) Establishes the Sacramento Regional Housing and Homelessness JPA Act.
- 2) Requires the County of Sacramento, the City of Sacramento, the City of Elk Grove, the City of Rancho Cordova, the City of Citrus Heights, and the City of Folsom to participate in and work together to establish a JPA, pursuant to the Joint Exercise of Powers Act, designed to make a meaningful difference for people experiencing housing insecurity and homelessness across the County of Sacramento.
- 3) Requires the County of Sacramento, the City of Sacramento, the City of Elk Grove, the City of Rancho Cordova, the City of Citrus Heights, and the City of Folsom together to do all of the following:
 - a) Bring elected officials from across the region together through the JPA that provides program and policy guidance and establishes shared goals to improve the efficacy of the region's homeless response system and affordable housing resources.
 - b) Bring the oversight and functions of the Sacramento City and County Continuum of Care (CoC) under the jurisdiction of the JPA, while maintaining the federally required composition and integrity of the CoC.
 - c) Work collaboratively with the Sacramento Housing and Redevelopment Authority (SHRA) to develop goals and action plans that address homelessness, affordable housing, and advance a true housing continuum regionally.
- 4) Requires the JPA to do all of the following:
 - a) Set system performance goals and, at a minimum, regularly review state and federal performance metrics to address housing and homelessness.
 - b) Collaborate to update the regionally coordinated homelessness action plan as necessary and oversee implementation of the plan.

- c) Coordinate on delivery of prevention, outreach, shelter, and housing programs, with local jurisdictions retaining oversight, accountability, and control over land use decisions and programs administered by the local jurisdictions.
 - d) Explore better integration with other systems working in homelessness and housing, including county-administered behavioral health, child and adult welfare, and social safety net services.
 - e) Align regional funding for housing and homelessness, with local jurisdictions retaining final control and approval over local, state, and federal funds eligible to be administered by local jurisdictions.
 - f) Comply with the requirements set forth in the Ralph M. Brown Act (Brown Act).
 - g) Be designated as the federally recognized CoC.
 - h) Provide direction to the CoC lead agency.
 - i) Provide oversight over CoC functions, including all of the following:
 - i) The Homeless Management Information System (HMIS).
 - ii) The Coordinated Access System (CAS).
 - iii) The Point-in-Time Count.
 - j) Develop a committee structure to ensure community voice continues to be incorporated.
 - k) Include the County of Sacramento, the City of Sacramento, the City of Elk Grove, the City of Rancho Cordova, the City of Citrus Heights, and the City of Folsom.
 - l) Be developed as a formal, robust JPA.
 - m) Have a board that consists solely of the elected officials representing the County of Sacramento, the City of Sacramento, the City of Elk Grove, the City of Rancho Cordova, the City of Citrus Heights, and the City of Folsom.
 - n) Target both housing and homelessness.
 - o) Incorporate meaningful resources to provide services.
 - p) Have a governance structure that includes the lead entities, respectively, from both the CoC and SHRA.
 - q) Hold monthly public meetings and incorporate public participation.
- 5) Requires a local jurisdiction to retain oversight and accountability over funding decisions, projects, and programs administered by the local jurisdiction, including contracting for prevention, outreach, sheltering, and housing.

- 6) Finds and declares that a special statute is necessary and that a general statute cannot be made applicable within the meaning of Section 16 of Article IV of the California Constitution because of the unique and urgent housing and homelessness conditions in the County of Sacramento and its major cities.
- 7) Contains a number of additional findings regarding the bill's purpose.
- 8) Provides that, if the Commission on State Mandates determines that this bill contains costs mandated by the state, reimbursement to local agencies and school districts for those costs shall be made, as specified.

EXISTING LAW:

- 1) Allows, pursuant to the Joint Exercise of Powers Act (JPA Act), two or more public agencies by agreement to jointly exercise any power common to the contracting parties, as specified, if authorized by their legislative or other governing bodies. (GOV § 6500 et seq.)
- 2) Defines, for purposes of the JPA Act, public agency to mean “the federal government or any federal department or agency, this state, another state or any state department or agency, a county, county board of education, county superintendent of schools, city, public corporation, public district, regional transportation commission of this state or another state, a federally recognized Indian tribe, or any joint powers authority formed pursuant to the JPA Act by any of these agencies.” (GOV § 6500)
- 3) Defines the composition of a CoC to mean the group organized to carry out the responsibilities of the McKinney-Vento Homeless Assistance Act composed of representatives of organizations, including nonprofit homeless providers, victim service providers, faith-based organizations, governments, businesses, advocates, public housing agencies, school districts, social service providers, mental health agencies, hospitals, universities, affordable housing developers, law enforcement, organizations that serve homeless and formerly homeless veterans, and homeless and formerly homeless persons to the extent these groups are represented within the geographic area and are available to participate. (24 Code of Federal Regulations (CFR) § 578.3 CoC Definition)
- 4) Requires the CoC to establish a board to act on behalf of the CoC through an adopted and written process. The process must be reviewed, updated, and approved by the Continuum at least once every five years. (24 CFR § 578.3 CoC Definition)
- 5) Requires a CoC board to include representatives of the relevant organizations and of projects serving homeless subpopulations and to include at least one homeless or formerly homeless individual. (24 CFR § 578.3 CoC Definition)
- 6) Defines a “collaborative applicant” to mean the eligible applicant that has been designated by the CoC to apply for a grant for CoC planning funds under this part on behalf of the Continuum. (24 CFR § 578.3 CoC Definition)
- 7) Establishes the responsibilities of the CoC, including the following:

- a) Adopt and follow a written process to select a board to act on behalf of the CoC and requires the process to be reviewed, updated, and approved by the CoC at least once every five years.
- b) In consultation with the collaborative applicant and the HMIS, lead, develop, follow, and update annually a governance charter, which will include all procedures and policies needed to comply with federal requirements and with HMIS requirements as prescribed by HUD.
- c) Hold meetings of the full membership, with published agendas, at least semi-annually.
- d) Make an invitation for new members to join publicly available within the geography of the CoC at least annually.
- e) Appoint additional committees, subcommittees, or workgroups. (24 CFR § 578.7 CoC Definition)

FISCAL EFFECT: This bill is keyed fiscal and contains a state-mandated local program.

COMMENTS:

- 1) **Bill Summary.** This bill requires the County of Sacramento and the cities of Sacramento, Elk Grove, Rancho Cordova, Citrus Heights, and Folsom to participate in and work together to establish a JPA designed to make a meaningful difference for people experiencing housing insecurity and homelessness across the County of Sacramento. These local governments must:
 - a) Bring elected officials from the region together through the JPA to provide program and policy guidance and establish shared goals to improve the efficacy of the region's homeless response system and affordable housing resources.
 - b) Bring the oversight and functions of the CoC under the jurisdiction of the JPA, while maintaining the federally required composition and integrity of the CoC.
 - c) Work collaboratively with SHRA to develop goals and action plans that address homelessness, affordable housing, and advance a true housing continuum regionally.

This bill requires the JPA to take a number of specified actions, including being designated as the federally recognized CoC, providing direction to the CoC lead agency, and providing oversight over CoC functions including the HMIS, the CAS, and the point-in-time count.

This bill requires a local jurisdiction to retain oversight and accountability over funding decisions, projects, and programs administered by the local jurisdiction, including contracting for prevention, outreach, sheltering, and housing.

This bill is sponsored by the author.

- 2) **Author's Statement.** According to the author, "For over a decade, multiple Sacramento County Grand Jury reports, including in 2019 and again in 2023, have warned that the

absence of a regional authority and coherent organizational structure makes it virtually impossible to use valuable resources effectively. The 2023 report described Sacramento's homelessness response as "disjointed, lacking accountability, and often reactive rather than proactive," highlighting how eight separate government-funded entities operate with siloed data, conflicting goals, and inconsistent planning.

"SB 802 responds to this long-standing call for change by establishing the Sacramento Area Housing and Homelessness Agency, a new Joint Powers Authority. This single, coordinated agency will ensure shared decision-making, strengthen accountability, and better leverage local, state, and federal resources to address homelessness and housing insecurity across Sacramento County. All cities in the county will have the opportunity to participate and weigh in through representation on the agency's governing board. Importantly, the agency will also include people with lived experience of homelessness, along with technical experts, on its Advisory Committee, ensuring that the voices of those directly impacted help guide local solutions.

"By creating a regional structure with clear governance, broad city participation, community representation, and oversight, SB 802 delivers the accountability, collaboration, and leadership we need to address homelessness and housing more effectively and efficiently."

- 3) **Background.** Joint powers are exercised when public officials of two or more agencies agree to establish a joint approach or create another legal entity to work on a common problem, fund a project, or act as a representative body for a specific activity. All manner of federal, state and local public agencies can agree to exercise joint powers. A California agency can even share joint powers with an agency in another state. The common thread is that a confederation of governments work together and share resources for mutual support or common actions. The government agencies that participate in joint powers are called member agencies, and a JPA can only exercise powers that each member agency independently possesses.

A joint powers agreement is a formal, legal agreement between two or more public agencies that wish to exercise joint powers. Some joint powers agreements are administered by one of the participating agencies. Others are administered by a new, legally independent government entity (called a joint powers agency or a joint powers authority – both referred to as a JPA) that the member agencies create. The new entity need not even call itself a JPA. JPAs are not special districts, although such agencies can enter into joint powers agreements.

As tools for collaboration, JPAs are used for a variety of purposes. By sharing resources and combining services, the member agencies – and their taxpayers – save time and money. There are no official categories for the types of JPAs, but their services generally fall into five broad groups: general public services, financial services, insurance pooling and purchasing discounts, planning services, and regulatory enforcement.

Public agencies authorized to enter into joint powers agreements include "the federal government or any federal department or agency, this state, another state or any state department or agency, a county, county board of education, county superintendent of schools, city, public corporation, public district, regional transportation commission of this state or another state, a federally recognized Indian tribe, or any joint powers authority..."

Given JPA's inherent design as voluntary agreements among participating agencies, and the existence of JPA law that already authorizes interested agencies to create JPAs, the Legislature has not generally authorized or required the creation or alteration of specific JPAs. However, in recent years, the Legislature has reviewed and/or approved the creation of JPAs for specific purposes, some to address the ongoing housing crisis in the state. For example:

- a) AB 2593 (McCarty) of 2024 would have authorized a local agency within the County of Sacramento to enter into a joint powers agreement with any other local agency to operate a joint powers authority to assist the homeless. AB 2593 died on Senate inactive file.
- b) AB 1086 (McCarty) of 2023 was similar to AB 2593. AB 1086 was referred to Assembly Local Government Committee but never heard.
- c) SB 20 (Rubio), Chapter 147, Statutes of 2023, allowed all local agencies to create regional housing trusts to fund housing to assist the homeless population and persons and families of extremely low-, very low-, and low-income within their jurisdictions.
- d) SB 1177 (Portantino) Chapter 173, Statutes of 2022, authorized the creation of the Burbank-Glendale-Pasadena Regional Housing Trust; SB 1444 (Allen) Chapter 672, Statutes of 2022, authorized the creation of the South Bay Regional Housing Trust; AB 687 (Seyarto) Chapter 120, Statutes of 2021, authorized the creation of the Western Riverside County Housing Finance Trust.; SB 751 (Rubio) Chapter 670, Statutes of 2019, authorized local agencies within the San Gabriel Valley Council of Governments to enter into a JPA to fund housing; and, AB 448 (Daly) Chapter 336, Statutes of 2018, authorized the creation of the Orange County Housing Finance Trust.
- e) SB 1403 (Maienschein), Chapter 188, Statutes of 2015, allowed one or more private, non-profit 501(c)(3) corporations that provide services to homeless persons to form a JPA, or enter into a joint powers agreement, with one or more public agencies to encourage and ease information sharing between public agencies and nonprofit corporations to identify the most costly and frequent users of publicly-funded emergency services, provide frequent user coordinated care housing services, and prevent homelessness.

Notably, all of the aforementioned bills authorized – but did not require – the creation of a JPA to address housing or homeless needs.

- 4) **SHRA.** SHRA is a JPA of the City and County of Sacramento, formed in 1973. It was originally formed to combine the Housing Authorities for both the city and county and became the redevelopment agency for the city and county before redevelopment agencies were dissolved. It serves as the successor agency to the redevelopment agency and is responsible for winding down the activities of redevelopment, including paying down any obligations of the redevelopment agency. SHRA owns and manages thousands of residential units in the county, develops new housing, and administers federal housing choice vouchers. SHRA has a seat on Sacramento's CoC.
- 5) **Continuum of Care (CoC).** The Department of Housing and Urban Development (HUD) developed the concept of the CoC in 1995 through its annual competition for homeless

assistance grants. The CoC is envisioned as a local network that plans and coordinates funding for services and housing to assist homeless individuals and families. Each community is required to designate a CoC to receive federal funds. The CoC is designed to: promote a community wide commitment to the goal of ending homelessness, provide funding for efforts to rapidly rehouse homeless individuals and families, promote access to and effective use of mainstream programs, and optimize self-sufficiency among individuals and families experiencing homelessness.

Federal regulations require the creation of a CoC governing board, but do not dictate the board membership except that it must be representative of the community and have at least one person with lived experience of homelessness. The makeup of the membership and the board are key to the CoC's competitiveness for federal funding. Federal funding is tied to how the CoC board and membership are structured, meaning decisions regarding board makeup will impact the competitiveness of the community for funding. The Sacramento City and County CoC (Sacramento CoC) has a 30-member board which includes representation from local government, homeless services providers, people with lived experience, and the broader community of businesses, advocates, and faith-based groups.

A CoC is responsible for designating a lead entity to manage the HMIS. HMIS is a shared localized database used by organizations that provide services to people who are homeless or at risk of becoming homeless. One of the main functions of the HMIS is to connect community agencies with one another, allowing direct service staff to know more about what is happening with their clients and where else they are obtaining services. A CoC is also required to identify a collaborative applicant to apply for a grant for CoC planning funds. In Sacramento, the collaborative applicant is Sacramento Steps Forward (SSF).

- 6) **Sacramento Steps Forward (SSF).** SSF is a non-profit organization that acts as the collaborative applicant for Sacramento's CoC and serves as the lead agency for Sacramento's CoC, convening a board of nonprofit providers, advocates, partners with lived expertise, City and County, and public and private sector partners, and acts as the HMIS Lead. As the local HMIS Lead, SSF manages the database for Sacramento and Yolo Counties, granting access to the system, maintaining data quality, and providing regular reports to HUD. The use of HMIS is mandated by Congress for any CoCs that receive federal funding to address homelessness in their communities. Access to HMIS is strictly monitored, requiring background checks and security measures to protect the confidential client data stored in the system.
- 7) **Why is it Hard to Solve Homelessness?** Homelessness is the top issue among voters and one of the hardest policy issues to address. In most communities, the resources needed to solve homelessness – the homeless response system – are siloed among three major parties: cities, counties, and CoCs. Cities tend to be home to more people experiencing homelessness because people have easier access to amenities and resources. Yet, cities do not control much of the funding that is needed to get people into housing, including vouchers, mental health services, and connections to health care. Cities have land use authority and can site more housing, particularly affordable housing and permanent supportive housing, but they still have to seek help from their county to get project-based vouchers and funding for wrap-around services for people living in supportive housing that need extra help to stay housed.

Counties have funding for mental health services through the Behavioral Health Services Act

– recent legislation requires that 30% of those funds go to support people accessing and maintaining housing through rental assistance and other supports. CoCs have funding to address homelessness and maintain the CES, which matches people experiencing homelessness with services and hopefully a permanent housing unit. While the CoC is responsible for collecting and maintaining the data around homelessness and is the entry point for many people experiencing homelessness into services and connecting to housing, they lack any ability to direct County, SHRA, or city resources. SHRA, the City of Rancho Cordova, the City of Elk Grove, the City of Citrus Heights, the City of Sacramento, and Sacramento County currently sit on the CoC. This entire system lacks adequate resources to house the people who are currently homeless and the resources to help people who are falling into homelessness to stay housed.

Sacramento is not unique in its inability to establish a structure that resolves all of these challenges and aligns resources. Los Angeles County and the City of Los Angeles currently have a JPA, but are in the process of dissolving that entity to create a new structure. Communities around the state are struggling to figure out how to coordinate resources to adequately serve people experiencing homelessness.

The state has provided funds through the Homeless Housing, Assistance and Prevention (HHAP) grant program over the last seven years to help big cities, counties, and CoCs respond to homelessness, with a focus on unsheltered homelessness, but this funding is inadequate to resolve the problem. HHAP has evolved over the last few years to push applicants to develop a coordinated strategy to address homelessness. HHAP requires applicants – CoCs, big cities and counties – to develop a Regional Plan to address homelessness. SSF developed the plan, and though all of the cities within Sacramento County participated, none of the cities not receiving funding from HHAP brought the plan before their City Councils to be ratified.

- 8) **Local Discussions.** A 2022-23 Sacramento County Grand Jury Report lays out past efforts to create a coordinated response to homelessness in the county. In December 2019, the County Board of Supervisors and Sacramento City Council passed resolutions to form a JPA intended to resolve homelessness, but no JPA was established. In 2011, the Board of Supervisors and Sacramento City Council passed a resolution endorsing SSF as the Lead Agency to monitor and coordinate homelessness in the county. In November 2022, Sacramento County voters passed Measure O to require the city and county of Sacramento to approve a legally binding partnership agreement to improve the homelessness crisis. The Grand Jury Report laid out the challenges of addressing homelessness through the siloed system in Sacramento and recommended the creation of a JPA governed by elected officials in the county.

In December 2023, a consulting firm commissioned by SSF and the county identified ways to better align and engage local partners and researched national governance models to develop a report that includes local and national landscape assessments and provides options for alternative organizational approaches to shared governance. The consultants provided several options, based on models that have worked in other communities, which will help to inform what the county presents to the BOS in August. These include:

“Collective Impact Model – A revision of the current structure to advance regional goals by establishing an overarching and revised Partnership Agreement to redefine roles and

restructure board under a revised collective impact framework with SSF functioning as the backbone agency.

“Regional Governance – This redefines the governance structure under a JPA which designates a distinct entity the JPA responsible for acting as a single representative for ending homelessness in the region. The JPA defines the scope of the JPA and the roles and authority. The JPA can be developed as a new, independent entity or within an existing government body.”

In the beginning of June 2026, the County of Sacramento and the Cities of Sacramento, Elk Grove, Folsom, Citrus Heights, Rancho Cordova, and Galt signed a letter of intent to signal their shared commitment to building a more coordinated, effective regional approach to housing and homelessness. The Letter of Intent states that the participating jurisdictions will come together to build a new regional partnership model designed to make a meaningful difference for people experiencing homelessness. It will: “1) bring elected officials from across the region together through a public, Brown Act compliant governing body that provides program and policy guidance and establishes shared goals to improve the efficacy of the region’s homeless response system and affordable housing resources, and 2) bring the oversight and functions of the Sacramento City and County Continuum of Care (CoC) under the new governing body.”

The Letter of Intent does not state that the mechanism for coordination will be a JPA. It does include a description of the activities and goals of the new government body, including describing the functions of the CoC without stating the new entity will be the CoC. The functions of the new entity include:

- Be the final decision-making body on federal and state CoC funding.
- Provide direction to the CoC lead agency.
- Provide oversight over CoC functions including the HMIS, CAS, and Point-in-Time Count.
- Develop a committee structure to ensure community voice continues to be incorporated.

The letter states that each jurisdiction has identified members of its governing board or council to take part in this first phase of planning. The CoC Board is expected to appoint its members at the June Board meeting.

In addition, in a letter dated June 18, 2026, Sacramento County Supervisors Patrick Kennedy and Rich Desmond state, “Although the June 15 amendments make changes to the bill to remove some of the funding concerns, they do not alter our fundamental concern that the governance of homelessness response efforts in Sacramento County should be determined locally, not established in state law...(W)e offer the following comments to identify the changes that would be necessary to address many of our concerns...”

“First, any language requiring the creation of a Joint Powers Authority should be removed. Instead, the legislation should authorize, rather than mandate, the County of Sacramento and the Cities of Sacramento, Elk Grove, Rancho Cordova, Citrus Heights, and Folsom to establish a Regional Homeless and Housing Policy Council for the purpose of coordinating a unified regional response to homelessness and housing insecurity within Sacramento County. The Council should be locally constituted, with membership composition determined by

participating jurisdictions, provided that a majority of members are duly elected officials of participating agencies. The Council should also constitute a legislative body subject to the Brown Act to ensure transparency and meaningful public participation.

“Second, we remain concerned that provisions relating to the Continuum of Care may conflict with existing federal requirements and could become problematic as federal homelessness policies and funding structures continue to evolve. While the legislation could support or recommend that a regional body serve as the local Continuum of Care, it should not require that outcome. The federal HUD and Continuum of Care landscape remains uncertain, and future changes to federal law, funding, or governance requirements could leave Sacramento County constrained by state statutory language that no longer aligns with federal policy.

“Third, we are concerned that the bill’s inclusion of ‘shall’ in several provisions imposes obligations on the new body before we’ve finalized its local design. We ask that this language be changed to ‘may’ to preserve flexibility during that process.

“Finally, we continue to have concerns with several specific provisions contained in Section 2 of the bill, including provisions relating to Continuum of Care functions and meeting frequency requirements...”

9) **Policy Considerations.** In addition to concerns outlined above, the Committee may wish to consider the following:

- a) **Who’s In and Who’s Out?** This bill requires Sacramento County and the cities of Sacramento, Elk Grove, Citrus Heights, Rancho Cordova and Folsom to work together to form a JPA to coordinate the region’s homeless response system and affordable housing resources. While Galt and Isleton may not be as large as the other cities in the county, it is not clear why they are not included in this JPA.
- b) **Appropriate Structure?** As noted above, JPA law authorizes a variety of entities to enter into joint powers agreements to achieve a common goal. A joint powers agreement is a legally-binding agreement that establishes the details of the agreement, including which agency or agencies are responsible for administering the JPA, the specified purposes and activities of the JPA, the process any party to the agreement must follow if it wishes to exit the agreement, and other matters. It does not require these actions – they are voluntary, pursuant to the goals of each party to the agreement. In addition, when the Legislature has exercised its authority to change JPA law, it has generally done so in order to authorize specific types of JPAs, specific activities a JPA may pursue, or specific agencies or parties that may participate in a JPA. This bill requires, rather than allows, the creation of a JPA with specified members (the county and cities named in the bill). What options exist for affected agencies that might not wish to participate in this new JPA?

10) **Previous Legislation.** SB 679 (Kamlager), Chapter 661, Statutes of 2022, established LACAHSa and authorized it to utilize specified local financing tools for the purpose of funding renter protections and the preservation and production of housing units affordable to households earning up to 80 percent of the area median income.

AB 1487 (Chiu), Chapter 598, Statutes of 2019, established BAHFA throughout the San Francisco Bay Area and set forth the governing structure and powers of the BAHFA Board, allowable financing activities, and allowable expenditures of the revenues generated.

- 11) **Arguments in Support.** A large coalition in support writes, “For over 15 years, Sacramento’s homelessness response has been fragmented and lacking clear accountability. Despite receiving more than \$417 million in state homelessness funding, our region has seen minimal progress. The absence of a unified regional structure has allowed agencies and jurisdictions to operate in silos, with no shared metrics for success and no entity responsible for results. The outcome has been predictable - more money spent, more lives lost, and little change.

“Over the past two decades, multiple oversight reviews have documented Sacramento’s repeated failures to establish a Joint Powers Authority. In 2019, the Sacramento County Grand Jury Final Report warned of the dysfunction caused by the absence of a coherent organizational structure. Despite this clear warning, the 2023 Grand Jury report found little systemic progress, describing Sacramento’s efforts as “disjointed and lacking accountability.” That report again emphasized the lack of a regional authority as a key barrier, with duplicative efforts, siloed data systems, and inconsistent strategic planning across jurisdictions. It is worth noting that the City and County had previously signed a binding agreement to work together on a coordinated regional response to homelessness, a legally binding agreement that remains unfulfilled.

“Sacramento does not need another roundtable or press release - it deserves a system that delivers results. SB 802 provides that structure: a regional entity with the authority and accountability to align funding, data, and decision-making around a shared, outcome-driven plan to end homelessness.

“SB 802 calls for a regional response rooted in accountability, transparency, and collaboration. By establishing a single regional entity to guide our efforts, Sacramento can finally align programs, enforce accountability, increase transparency, and focus resources on what truly works - building housing, providing effective homelessness services, and getting people housed.”

- 12) **Arguments in Opposition.** Sacramento Area Congregations Together (SacACT) writes, “SB 802 continues an implicit presumption that the overriding barrier to more effective policy and service delivery addressing homelessness and housing is the governance of housing and homelessness services within the County. Without identifying for or citing evidence of specific problems and alternative solutions, it presumes the following:

- a) converting public/private governance consistent with the federal Continuum of Care (CoC) program to control by elected officials, relegating other stakeholders to advisory committee roles;
- b) expanding and integrating governance of housing as well as homelessness policy of the County and City of Sacramento to directly include four additional suburban cities, notwithstanding the strong concentration of homelessness and housing development capacity in Sacramento City and County;

- c) inclusion of housing along with homelessness services without assessment of breadth and relationship of scope of programs and responsibilities.

SacACT's opposition to SB 802 is based on this context as well as the following issues:

- The national and state housing and homelessness crisis is well documented; these conditions and needs in Sacramento County are not unique among California counties, and do not warrant special state legislation singling out Sacramento County. The bill's references to earlier reports and JPA recommendations are not directly relevant to current circumstances.
- Mandating membership in a JPA as SB 802 proposes is inconsistent with the statutory authorization pursuant to Gov. Code Sec. 6502 and 6503 for voluntary cooperation among public agencies. It would establish a problematic precedent for State intervention into organizational provisions of local agencies dependent on collaborative relationships and flexibility for responsiveness to local circumstances and agency design and operations.
- The federal Continuum of Care (CoC) program accommodates and involves a variety of governance models and is designed to "promote community-wide commitment to ending homelessness" and the CoC Board is to be representative of relevant organizations and projects serving homeless populations, with authority to determine its governance structure and Collaborative Applicant. The role of community and service providers will be particularly critical in influencing how services might be adapted to be responsive to needs of Sacramento County's CoC pursuant to changes in federal policy and program requirements while also meeting accountability requirements of State funding such as the Homeless, Housing Assistance and Prevention program (HHAP). Certainty regarding these concerns is lacking in SB 802.
- According to the 2026 Point-In-Time (PIT) count, 87.5% of the unsheltered population within Sacramento County was within the City of Sacramento and the unincorporated County, and the largest portion of interim and permanent supportive housing is also located within these two jurisdictions.² It is unclear how expanding governance beyond the geographic areas of concentration would mitigate the prospective increase in homelessness, including reentry into homelessness in areas of existing concentrated services.

13) **Double-Referral.** This bill is double-referred to the Housing and Community Development Committee, where it passed on a 11-0 vote on June 24, 2026.

REGISTERED SUPPORT / OPPOSITION:

This bill was substantially amended on June 15, 2026. Additional support and opposition to the current version of this bill could not be verified at the time of publishing.

Support

Caity Maple, Councilmember, City of Sacramento
California Black Chamber of Commerce

California YIMBY
Dignity Moves
Downtown Railyards Ventures
Downtown Sacramento Partnership
House Sacramento (if amended)
Indivisuals (5)
Inner Circle
Karina Talamantes, Vice Mayor, City of Sacramento
LA Alliance for Human Rights
LDK Ventures
Life Skills training and Educational Programs
Midtown Association
Sacramento Advocates for Rail and Transit
Sacramento Regional Business Leaders Council
Sandringham Neighbors Association
Service Employees International Union, California
Sierra Curtis Neighborhood Association
Steinberg Institute
Steve Cohn, Councilmember, City of Sacramento
Turton Real Estate
Wellspace Health
Youth Forward

Opposition

Patrick Kennedy, Supervisor, Sacramento County
Rich Desmond, Supervisor, Sacramento County
California Association of Realtors (prior version)
California State Association of Counties (prior version)
City of Folsom (prior version)
City of Galt (prior version)
Folsom Chamber of Commerce (prior version)
Mayor Kevin McCarty, City of Sacramento (prior version)
Rosario Rodriquez, Chair, Sacramento County Board of Supervisor (prior version)
Sacramento Area Congregations Together (prior version)
Sacramento Association of Realtors (prior version)
Sacramento County Sheriff Jim Cooper (prior version)
Sacramento Housing Alliance (prior version)
Sacramento County Board of Supervisors (prior version)
Urban Counties of California (UCC) (prior version)
Individuals (5) (prior version)

Analysis Prepared by: Angela Mapp / L. GOV. / (916) 319-3958