

Date of Hearing: August 5, 2026

ASSEMBLY COMMITTEE ON APPROPRIATIONS

Buffy Wicks, Chair

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

Policy Committee:	Housing and Community Development	Vote:	11 - 0
	Local Government		9 - 0

Urgency: No State Mandated Local Program: Yes Reimbursable: Yes

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 joint powers authority (JPA) designed to address housing insecurity and homelessness across the County of Sacramento.

Specifically, this bill:

- 1) Requires the County of Sacramento and the cities of Sacramento, Elk Grove, Rancho Cordova, Citrus Heights, and Folsom to do the following:
 - a) Bring elected officials 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.
 - c) Work collaboratively with the Sacramento Housing and Redevelopment Authority (SHRA).
- 2) Specifies the structure and responsibilities of the JPA, including the JPA:
 - a) Be developed as a formal, robust JPA whose board consists solely of the elected officials representing member jurisdictions.
 - b) Have a governance structure that includes the lead entities from both the CoC and SHRA.
 - c) Be designated as the federally recognized CoC and provide direction to the CoC lead agency and oversight over CoC functions, including the Homeless Management Information System (HMIS), the Coordinated Access System (CAS), and the Point-in-Time Count.
 - d) Set system performance goals; update the regionally coordinated homelessness action plan; coordinate on delivery of prevention, outreach, shelter, and housing programs; and align regional funding for housing and homelessness, among other tasks.

- 3) Requires a local jurisdiction that is a member of the JPA to retain oversight and accountability over funding decisions, projects, and programs administered by the local jurisdiction, including contracting for prevention, outreach, sheltering, and housing.

FISCAL EFFECT:

Ongoing local costs of an unknown amount, but likely in the mid-hundreds of thousands to low millions of dollars annually to Sacramento County and the cities of Sacramento, Elk Grove, Rancho Cordova, Citrus Heights, and Folsom, collectively, for staffing and other resources required to form and carry out the required duties of the JPA, pursuant to this bill.

Because this bill mandates the formation of a JPA, and requires its members to perform certain duties, the bill creates a reimbursable state mandate. This means any costs incurred by the JPA, including costs for tasks previously performed by city or county staff at non-state expense, are potentially reimbursable by the state General Fund, subject to a determination by the Commission on State Mandates.

COMMENTS:

- 1) **Purpose.** 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.

[This bill] responds to this long-standing call for change by establishing [a new JPA].

- 2) **Background. JPAs.** Existing law, the Joint Exercise of Powers Act, authorizes two or more public agencies, by agreement, to form a JPA to exercise any power common to the contracting parties, and authorizes the agreement to set forth how the JPA will be exercised. Existing law authorizes, among other entities, the federal government, the state, any state department or agency, a county, city, or special district, a federally recognized Indian tribe, or any JPA to enter into a joint powers agreement. Any interested authorized entity may form or participate in a JPA.

Historically, the Legislature authorizes but does not require the creation of or participation in a JPA. This bill differs from prior bills authorizing regional entities by mandating specified entities form and participate in a JPA.

Sacramento Efforts. According to a 2022-23 Sacramento County Grand Jury Report, in December 2019, the Sacramento County Board of Supervisors and Sacramento City Council passed resolutions to form a JPA intended to resolve homelessness, but no JPA was established. In November 2022, Sacramento County voters passed Measure O to require the county and the City of Sacramento to approve a legally binding partnership agreement to

improve the homelessness crisis. The Grand Jury Report recommended the creation of a JPA governed by elected officials in the county.

In 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 contains much of the language subsequently amended into this bill but does not require the formation of a JPA.

- 3) **Support and Opposition.** A large coalition of affordable housing and homelessness advocates, including local business interests, support the bill asserting the lack of a coordinated regional structure, as documented in a 2019 Sacramento County Grand Jury Final Report, is a key component of the region's failure to adequately address homelessness.

Sacramento County is opposed to the state requiring the creation of a JPA, asserting the governance of homelessness response efforts in Sacramento County should be determined locally, not established in state law. The county indicates it is in the process of working with the City of Sacramento and other cities in the county to create a regional entity that will coordinate on addressing homelessness.

- 4) **Prior Legislation.** AB 2593 (McCarty), of the 2023-2024 Legislative Session, 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 JPA to assist the homeless. AB 2593 died on Senate inactive file.

AB 1086 (McCarty), also of the 2023- 24 Legislative Session, was similar to AB 2593. AB 1086 was referred to Assembly Local Government Committee but never heard.

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