

UNFINISHED BUSINESS

Bill No: SB 802
Author: Ashby (D), et al.
Amended: 8/21/26
Vote: 21

Prior Senate votes not relevant.

ASSEMBLY FLOOR: 78-0, 8/26/26 - See last page for vote

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

SOURCE: Author

DIGEST: This bill enacts the Sacramento Regional Housing and Homelessness Joint Powers Authority Act, which requires the County of Sacramento and five cities to form a joint powers authority to cover housing and homelessness.

Assembly Amendments deleted the contents of the bill and inserted the current provisions.

ANALYSIS:

Existing law:

- 1) Authorizes, under the Joint Exercise of Powers Act, two or more public agencies to use their powers in common if they sign a joint powers agreement. Such an agreement may create a new, separate government called a joint powers agency or joint powers authority (JPA). Agencies that may exercise joint powers include federal agencies, state departments, counties, cities, special districts, school districts, federally recognized Indian tribes, and even other JPAs.
- 2) Authorizes public agencies to use the JPA law and the related Marks-Roos Local Bond Pooling Act to form bond pools to finance public works, working

capital, insurance needs, and other public benefit projects. Bond pooling saves money on interest rates and finance charges, and allows smaller local agencies to enter the bond market. Because a JPA is an entity separate from its members, bonds issued by JPAs do not have to be approved by voters.

This bill:

- 1) Enacts the Sacramento Regional Housing and Homelessness Joint Powers Authority Act, which requires, by January 1, 2028, 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 from people experiencing housing insecurity and homelessness.
- 2) Requires the above local agencies to do all the following to satisfy the above requirement:
 - 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 under the jurisdiction of the joint powers authority, while maintaining the federally required composition and integrity of the continuum of care; and
 - c) Work collaboratively with Sacramento Housing and Redevelopment Authority (SHRA) to develop goals and action plans that address homelessness, affordable housing, and advance a true housing continuum regionally.
- 3) Requires the JPA to do all 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 state laws regarding local agency meetings;
 - g) Provide direction to the continuum of care lead agency;
 - h) Provide oversight over continuum of care functions, including the Homeless Management Information System, the Coordinated Access System, and the Point-in-Time Count;
 - i) Develop a committee structure to ensure community voice continues to be incorporated;
 - j) Include the County of Sacramento, the Cities of Sacramento, Elk Grove, Rancho Cordova, Citrus Heights, and Folsom;
 - k) Be developed as a formal, robust joint powers authority;
 - l) Have a board that consists solely of the elected officials representing the County of Sacramento, the Cities of Sacramento, Elk Grove, Rancho Cordova, Citrus Heights, and Folsom;
 - m) Target both housing and homelessness;
 - n) Incorporate meaningful resources to provide services;
 - o) Have a governance structure that includes the lead entities, respectively, from both the Continuum of Care and the Sacramento Housing and Redevelopment Agency; and
 - p) Hold monthly public meetings and incorporate public participation.
- 4) Provides that local jurisdictions must retain oversight and accountability over funding decisions, projects and programs they administer, including contracting for prevention, outreach, sheltering, and housing.

Background

Sacramento Steps Forward (SSF) is the lead agency for the Sacramento Continuum of Care (CoC), and a non-profit organization formed to facilitate the provision of homeless services and housing in the Sacramento Region. In 2026, SSF estimates roughly 7,458 individuals experience homelessness every night in Sacramento County, 56.4% of which remain unsheltered.

In 1973, the County of Sacramento and the City of Sacramento formed a JPA called the Sacramento Housing and Redevelopment Authority (SHRA) to address housing issues in the region. The City and County originally formed SHRA 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.

The 2022-2023 Sacramento County Grand Jury (SCGJ) released a report investigating the strategies, programs, and working relationships between the county and the seven incorporated cities (Citrus Heights, Elk Grove, Folsom, Galt, Isleton, Rancho Cordova, and Sacramento). One of the recommendations by the SCGJ was that the County and the seven incorporated cities should implement a JPA to address homelessness by December 1, 2023.

In 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.

Comments

- 1) *Purpose of the bill.* 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.”

- 2) *Necessary?* The beauty of the Joint Exercise of Powers Act is its flexibility: local agencies can come together to form an agreement of its own design to carry out any power common to each of its members. Agreements specify a JPA's mission, structure, governing board, each member's financial obligations, and provisions for members to enter and exit the JPA, among other items. As such, local agencies do not need legislative authority for a JPA unless it requires powers not common to all its members, or when statutory certainty and specificity is preferable to the agreement's details. For example, the Legislature created the series of housing trust JPAs because the member agencies lacked the ability to issue bonds repayable from funds the JPA receives from public and private financing. Unlike these previous legislative efforts that expanded the authority local agencies had to form JPAs of their choosing, SB 802 requires the County of Sacramento and five of its largest cities to form a JPA to address housing and homelessness. These local agencies have the authority to create a JPA to address housing and homelessness without legislation. Such a JPA has been in discussions for years, but local agencies have not yet created one. SB 802 would force the creation of a JPA when locals have the authority to create one on their own. Should the Legislature set the precedent of forcing local agencies to create a JPA?

FISCAL EFFECT: Appropriation: No Fiscal Com.: Yes Local: Yes

According to the Assembly Appropriations Committee:

- 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.

SUPPORT: (Verified 8/26/26)

Caity Maple, Councilmember, City of Sacramento
Karina Talamantes, Councilmember, City of Sacramento
Lisa Kaplan, Councilmember, City of Sacramento
Mai Vang, Councilmember, City of Sacramento
Rick Jennings, Councilmember, City of Sacramento
California Black Chamber of Commerce
California Yimby
Dignitymoves
Downtown Railyard Ventures
Downtown Sacramento Partnership
Fieldstead and Company, INC.
Inner Circle Foster Family Agency, Inc./inner Circle Children's Advocacy Center
LA Alliance for Human Rights
Ldk Ventures
Life Skills Training and Educational Programs, INC.
Midtown Association
Sacramento Advocates for Rail and Transit
Sacramento County Young Democrats
Sacramento Regional Business Leaders Council
Sandringham Neighborhood Association
Seiu California
Steinberg Institute
Turton Commercial Real Estate
United Public Employees
Wellspace Health
Youth Forward

OPPOSITION: (Verified 8/26/26)

Mayor Kevin McCarty, City of Sacramento
Rich Desmond, Supervisor, County of Sacramento
Patrick Kennedy, Supervisor, County of Sacramento
Rosario Rodriquez, Chair, Sacramento County Board of Supervisor
California Association of Realtors
California State Association of Counties
County of Sacramento
Sacramento Area Congregations Together
SacRamento Association of RealtoRs (R)
Sacramento County Sheriff Jim Cooper
Sacramento Housing Alliance
Urban Counties of California

ASSEMBLY FLOOR: 78-0, 8/26/26

AYES: Addis, Aguiar-Curry, Ahrens, Alanis, Alvarez, Arambula, Ávila Farías, Bains, Bauer-Kahan, Bennett, Berman, Boerner, Bonta, Bryan, Calderon, Caloza, Carrillo, Castillo, Chen, Connolly, Davies, DeMaio, Dixon, Elhawary, Ellis, Flora, Fong, Gabriel, Garcia, Gipson, Jeff Gonzalez, Mark González, Hadwick, Haney, Harabedian, Hart, Hoover, Irwin, Jackson, Johnson, Kalra, Krell, Lackey, Lee, Lowenthal, Macedo, McKinnor, Nguyen, Ortega, Pacheco, Papan, Patel, Patterson, Pellerin, Petrie-Norris, Quirk-Silva, Ramos, Ransom, Celeste Rodriguez, Michelle Rodriguez, Rogers, Blanca Rubio, Sanchez, Schiavo, Schultz, Sharp-Collins, Solache, Soria, Stefani, Ta, Tangipa, Valencia, Wallis, Ward, Wicks, Wilson, Zbur, Rivas

NO VOTE RECORDED: Muratsuchi

Prepared by: Jonathan Peterson / L. GOV. / (916) 651-4119
8/26/26 21:30:56

**** **END** ****