

**COUNTY OF SACRAMENTO  
CALIFORNIA**

For the Agenda of:  
May 13, 2009  
2:00 p.m.

To: Sacramento County Board of Supervisors

From: Sacramento Housing and Redevelopment Agency (Agency) and the Department of Human Assistance (DHA)

Subject: 2009 Homeless Prevention And Rapid Re-Housing Program And Substantial Amendment To The 2008-2012 Consolidated Plan And Various Years' Action Plans

Supervisory District: All

Contact: Bruce Wagstaff, Director of Department of Human Assistance, 875-3619  
Lisa Bates, Deputy Executive Director, 440-1319  
Cindy Cavanaugh, Assistant Director, 440-1317

**Overview**

On February 17, 2009, President Obama signed the American Recovery and Reinvestment Act of 2009 (Recovery Act), which includes \$1.5 billion, one-time funding, for a Homelessness Prevention Fund. Funds for this program, known as the the Homelessness Prevention and Rapid Re-Housing Program (HPRP), are being distributed based on the formula used for the Emergency Shelter Grant program. The County of Sacramento's allocation is \$2,396,773. This report outlines the proposed distribution of those funds.

This report also recommends the allocation of Community Development Block Grant (CDBG) and HOME Investment Partnership Program (HOME) funds to newly identified projects as part of a mid-year budget adjustment process. The activities are scheduled to be implemented and completed within the next 18 months to comply with federal regulations governing the timely expenditure of funds.

**Recommendations**

Staff recommends adoption of various resolutions in which:

**HPRP Program**

- accept the environmental findings;
- on behalf of the County of Sacramento, the Agency is authorized to submit the Homeless Prevention and Rapid Re-Housing (HPRP) application and substantial amendment to the U.S. Department of Housing and Urban Development (HUD), and amend the 2008-2012 Consolidated Plan and the 2009 Action Plan;

- approve the HPRP Program as presented and described in the attached Substantial Amendment;
- on behalf of the County of Sacramento, the Agency is authorized to accept the federal allocation for the HPRP Program and to expend funds pursuant to funding requirements;
- on behalf of the County of Sacramento, the Agency is authorized to administer funds and implement the HPRP Program, to issue a Request for Proposals, and award and/or execute agreements/contracts, and such additional documents, and to take additional actions as necessary to implement the HPRP Program pursuant to funding requirements and Agency Procurement Policy, each in a form approved by Agency Counsel; and
- authorizes the Sacramento County Department of Human Assistance (DHA) to enter into a Memorandum of Agreement (MOA) with the Agency to assist with the implementation and administration of the HPRP Program. DHA is also authorized to comply with all reporting requirements, including program compliance reporting.

#### **CDBG and HOME Activities**

- accept environmental findings;
- authorizes the Agency to allocate \$120,000 for the 2007 Franklin Boulevard Streetscape project from CDBG capital reserve for a continuing CDBG activity to be completed within the next 18 months;
- authorizes the Agency to allocate \$20,000 for the 2009 Rockhurst Way Traffic Calming project from CDBG capital reserve for a new CDBG activity to be completed within the next 18 months;
- authorizes the Agency to allocate \$250,000 for the 2009 Mather Environmental Impact Statement from CDBG capital reserve for a new CDBG activity to be completed within the next 18 months;
- authorizes the Agency to allocate \$200,000 for the 2009 North Watt Avenue and Florin Road Corridor Plans from CDBG capital reserve for a new CDBG activity to be completed within the next 18 months;
- authorizes the Agency to re-allocate \$38,000 from the HOME-funded Multi-family Rehabilitation Loan program to the 2009 Galt – Habitat for Humanity project;
- amends various years' Action Plans governing the use of entitlement for the above CDBG and HOME activities, and amends the Agency budget accordingly; and
- authorizes the County Executive and Agency's Executive Director, or designees, to execute all necessary agreements and contracts to carry out the recommended CDBG and HOME activities described in this report.

The Clerk of the Board is requested to certify one copy of the resolutions and forward it to the Sacramento Housing and Redevelopment Agency.

#### **Measures/Evaluation**

The recommended actions in this staff report are consistent with goals and objectives of the approved County of Sacramento 2008-2012 Consolidated Plan and various years' Action Plans.

**Fiscal Impact**

This report recommends accepting \$2,396,773 from the Recovery Act for the HPRP Program and amending the Agency budget to accept the federal funds.

This report also recommends allocating funds to the following CDBG and HOME activities, and amending Agency's budget accordingly:

- \$120,000, unallocated CDBG capital reserve, to the 2007 Franklin Boulevard Streetscape Project; bringing the budget total to \$350,000
- \$20,000, unallocated CDBG capital reserve, to the 2009 Rockhurst Way Traffic Calming project;
- \$250,000, unallocated CDBG capital reserve, to the 2009 Mather Environmental Impact Statement;
- \$200,000, unallocated CDBG capital reserve, to the 2009 North Watt Avenue and Florin Road Corridor Plans;
- \$38,000, re-allocated from the HOME-funded Multi-family Rehabilitation Loan program to the 2009 Galt – Habitat for Humanity project;

**BACKGROUND**

The American Recovery and Reinvestment Act of 2009 (ARRA) includes significant one-time funding of \$1.5 billion for the Homelessness Prevention and Rapid Re-Housing Program (HPRP). Funding will be distributed to 540 entitlement cities, counties, and states using the existing Emergency Shelter Grant formula. In Sacramento County, almost \$4.8 million will be allocated, as follows:

City of Sacramento	\$2,375,126
County of Sacramento	\$2,396,773

Building on academic research and successful local practices, HPRP is intended to prevent homelessness, divert people from shelters, and quickly re-house those who become homeless. Homeless families and individuals as well as those who would become homeless “but for” this assistance are eligible. HPRP can provide short-term financial assistance with rent, utilities or deposits and can assist participants to retain or find housing. HPRP recognizes that some may need assistance for a month or two while others may need longer to link up to community resources, but HPRP is targeted to participants likely to achieve stable housing after the program concludes. Attachment I provides additional detail on eligible HPRP uses, Attachment II includes the Substantial Amendment in the format required by HUD, and Attachment III includes the HPRP program flowchart.

## **DISCUSSION**

### **Sacramento's Program**

While Sacramento's existing Continuum of Care delivers an array of homeless services, including temporary shelter, transitional housing, and permanent supportive housing, HPRP funding provides an opportunity to incorporate prevention and rapid rehousing solutions. Perhaps more significantly, HPRP provides the opportunity for longer lasting system improvements, shifting from a system organized around shelter to one centered on prevention and housing stability. HUD encourages a coordinated process with central intake and community wide tools to assess the individual's risk of homelessness and housing needs. Although HPRP funding is one-time, this approach can be sustainable if HPRP funds are targeted carefully, if funds used for similar purposes are coordinated, and if mainstream resources are used to address the service needs of people who are homeless or at risk of homelessness.

Staff recommends that Sacramento's program move in this transformative direction consistent with the strategies outlined below. The program will deliver both prevention and rapid rehousing resources seamlessly to eligible participants (families and individuals) through a single point of entry. Building on local data and experience, as well as national best practices, Sacramento's program will provide fair, consistent, and transparent access to assistance, recognizing that individual barriers to stable housing will vary. Finally, it will focus on a small number of key outcomes related to preventing homelessness, reducing the length of stay in shelters, and quickly moving people into stable housing. These outcomes can also be used across homeless programs.

Key elements of Sacramento's program design include:

- **Reaching the right people:** Identify people who are homeless or at risk of homelessness using partnerships with shelters, social and human service providers, public agencies, community leaders and others who regularly interact with vulnerable families and individuals.
- **Assessing risk of homelessness:** Use an assessment tool carefully developed based on local data and experience which accurately identifies persons of significant risk of becoming homeless and homeless persons able to be rapidly re-housed.
- **Targeting the right resources:** Assess immediate barriers to stable housing and prioritize interventions based on risk/need and cost. Those with higher risk and more barriers may not be appropriate for rapid re-housing and may have a higher chance of success in more intensive programs. Assistance will be structured as efficiently as possible while delivering outcomes, specifically, stable housing.
  - Use mainstream and community programs (Job training, social security, mental health services) to improve income and employment, longer-term housing assistance, and health to the greatest extent possible.

- **Evaluating outcomes.** Use outcome data to update assessment, targeting, and service delivery, looking at who becomes homeless, which interventions are working and at what cost.

Implementation strategies include

- Creating a single point of entry to the homelessness system (such as 211) for preliminary screening and referral to rapid re-housing program, shelters or other housing options.
- Using a competitive process to solicit proposals seeking a single responsible agency (though that agency that may deliver services in collaboration with other agencies) to deliver the majority of HPRP services.
  - Housing location and counseling
  - Credit repair and mediation with landlords
  - Consolidated financial assistance and fund management
  - Housing and income stabilization services
- Avoiding duplication of services and inefficiencies by incorporating other ARRA funds with similar purpose in the HPRP model, including
  - Temporary Assistance for Needy Families (TANF) emergency funds administered by DHA;
  - Community Services Block Grant administered by Sacramento Employment Training Agency (SETA);
  - Community Development Block Grant (assuming public services are authorized) administered by the Agency;
  - Emergency Food and Shelter Block Grant administered by the local Federal Emergency Management Agency (FEMA) board; and
  - Private funds
- Working with other cities in the County to apply for the State of California's competitive \$44 million HPRP program.

#### HUD's Process

Eligible grantees must submit a substantial amendment to their Consolidated Plan and Action Plan to HUD no later than May 18, 2009. The substantial amendment outlines the grantee's plan for distribution, administration, and oversight of funds; the plan for collaboration with local organizations receiving ARRA funds and with the Continuum of Care; and a preliminary budget dividing funds between prevention and rapid re-housing and among eligible uses. Attachment II contains the Substantial Amendment. HUD will notify grantees no later than July 2, 2009 of approval or disapproval of the amendment.

As specified in HUD rules, any agreements with providers must be in place by September 30<sup>th</sup>. At least 60 percent of the funds (\$2.8 million) must be spent by September 30, 2011 and all funds must be expended one year later. HUD will recapture and reallocate funds from communities not in compliance.

### Community Outreach

HUD reduced the normal public comment period from 30 days to 12 days. A notice was published in the *Sacramento Bee* and on the Sacramento Housing and Redevelopment Agency (SHRA) web site on April 14, 2009; the notice requested public comments and provided notification of the date and time of the public hearing.

Staff conducted community outreach beyond HUD's minimal requirements. A community forum was held on April 20, 2009. Approximately 30 service providers, formerly homeless individuals and other interested community members participated in providing recommendations for this new program. In addition, staff conducted individual interviews with over 20 stakeholders, including homeless service and shelter providers, advocates, and individuals who have experienced homelessness.

Public comments and responses have been summarized and are included within Attachment 2 – Substantial Amendment. Community engagement will continue after application submission. Staff will seek input from a stakeholder group of the Interagency Council to End Homelessness on finalizing key program design elements, such as outreach and referral systems, risk assessment tools, targeting financing assistance, fund coordination, and evaluation systems.

Please refer to Attachment IV for information regarding the new or continuing CDBG and HOME activities that are scheduled to be implemented and completed within the next 18 months to comply with federal regulations governing timely expenditure of funds.

### **COMMISSION ACTION**

It is anticipated that, at its meeting on May 6, 2009, the Sacramento Housing and Redevelopment Commission will approve this item. In the event that they do not, staff will notify the Board on May 13, 2009.

### **MEASURES/EVALUATIONS**

#### HPRP

Performance measures will be created in conjunction with Interagency Council To End Homelessness (ICH) and the Policy Board. Best practices include measuring a small number of important outcomes across programs. For example, outcomes may include reducing the length of time homeless, including decreasing shelter stays, and reducing the number of people experiencing homelessness for the first time. Tools to measure outcomes include the Homeless Management Information System (HMIS), housing search and assistance resources, grantee and subgrantee reporting and onsite visits. Outcome DATA will be used to improve HPRP program

delivery and may be used by the ICH and Policy Board to improve overall systems and outcomes.

#### CDBG and HOME Activities

The proposed appropriations of funds for new and existing activities are consistent with the goals and objectives of the approved County of Sacramento's 2008-2012 Consolidated Plan. The Consolidated Plan goals include assisting low- and moderate-income persons and areas with the following: community services, housing, homeless facilities and services, public improvements and facilities, economic development, planning and administration.

#### **FINANCIAL ANALYSIS**

This report recommends accepting the federal allocation of \$2,396,773 for the HPRP Program and amendment of the Agency budget.

This report also recommends allocating CDBG and HOME funds and amending the Agency budget as follows:

- \$120,000 in CDBG capital reserve funds to the existing 2007 Franklin Boulevard Streetscape project; bringing its project budget to \$350,000
- \$20,000 in CDBG capital reserve to the new 2009 Rockhurst Way Traffic Calming project
- \$250,000 in CDBG capital reserve to the new 2009 Mather Environmental Impact Statement
- \$200,000 in CDBG capital reserve to the new 2009 North Watt Avenue and Florin Road Corridor Plans
- \$38,000 re-allocated from the HOME-funded Multi-family Rehabilitation Loan program to the 2009 Galt – Habitat of Humanity project

#### **POLICY CONSIDERATIONS**

Strategies recommended in this report are consistent with HUD requirements and recommendations based on research and best practices. Although strategies for disabled individuals who are chronically homeless are not identical, Sacramento's Ten-Year Plan to End Chronic Homelessness also emphasizes permanent housing as central to its strategies. Results recently released by DHA from the 2009 count of homeless people showed an encouraging 35 percent reduction in chronically homeless individuals since 2007 when the plan got underway.

## **ENVIRONMENTAL REVIEW**

### **HPRP Program**

The HPRP Program activities related to financial assistance are categorically excluded from the National Environmental Policy Act (NEPA) pursuant to 24 CFR § 58.35(b)(1), which excludes tenant based rental assistance. HPRP Program activities related to housing relocation and stabilization services are exempt from NEPA pursuant to 58.34(a)(4), which exempts public services that will not have a physical impact. HPRP Program activities related to data collection and data evaluation are exempt from NEPA pursuant to § 58.34(a)(2), which exempts information services. HPRP Program activities related to administrative costs are exempt from NEPA pursuant to § 58.34(a)(3), which exempts administrative and management activities.

The HPRP Program activities related to financial assistance are categorically excluded from the California Environmental Quality Act (CEQA) pursuant to CEQA Guidelines § 15301, which exempts leases of existing facilities. HPRP Program activities related to housing relocation and stabilization services; homeless data collection and evaluation; and administrative management activities do not constitute a project for the purposes of CEQA pursuant to CEQA Guidelines § 15378(b)(5), which excludes administrative activities of governments that do not result in direct or indirect physical changes in the environment.

### **CDBG and HOME Activities**

#### **Existing Project**

The 2007 Franklin Boulevard Streetscape project is exempt per NEPA 58.35 (b)(7) and CEQA per Guidelines Sections 15162 and 15301(c).

#### **New Projects**

The 2009 Rockhurst Way Traffic Calming project is categorically excluded per NEPA 58.35 (a)(1) and CEQA per Guidelines Sections 15301(c).

The 2009 Mather Environmental Impact Statement is exempt per NEPA 58.38 and CEQA per Guidelines Section 15262.

The 2009 North Watt Avenue and Florin Road Corridor Plans are exempt per NEPA 58.34(a)(1) and CEQA per Guidelines Section 15262.

The 2009 Galt – Habitat for Humanity project is determined to be Categorical Excluded according to NEPA 58.35(a)(4)(i), which excludes individual actions on a single dwelling unit and is exempt from CEQA per CEQA Guidelines Section 15303(a).

**M/WBE CONSIDERATIONS**

Minority and Women's Business Enterprise requirements will be applied to all activities to the extent required by federal funding.

Respectfully submitted,

APPROVED

LA SHELLIE DOZIER  
Executive Director  
Sacramento Housing and Redevelopment Agency

TERRY SCHUTTEN  
County Executive

BRUCE WAGSTAFF  
Director  
Department of Human Assistance

Attachments:

- RES – HPRP County BOS Resolution
- RES - Action Plan County BOS Resolution
- ATT I – HPRP Eligible Uses
- ATT II – Substantial Amendment
- ATT III – HPRP Program Flowchart
- ATT IV – Various Years' Action Plan Amendments

## RESOLUTION NO. SHRC-\_\_\_\_\_

ADOPTED BY THE SACRAMENTO HOUSING AND REDEVELOPMENT COMMISSION UNDER THE AUTHORITY DELEGATED TO THE COMMISSION PURSUANT TO CALIFORNIA HEALTH AND SAFETY CODE, SECTION 33202 BY RESOLUTION NO. RA 81-083 ADOPTED BY THE REDEVELOPMENT AGENCY OF THE CITY OF SACRAMENTO ON OCTOBER 20, 1981, AND BY RESOLUTION NO. RA-83 ADOPTED BY THE REDEVELOPMENT AGENCY OF THE COUNTY OF SACRAMENTO ON OCTOBER 27, 1981, AND PURSUANT TO CALIFORNIA HEALTH AND SAFETY CODE SECTION 34292 BY RESOLUTION NO. HA 81-098 ADOPTED BY THE HOUSING AUTHORITY OF THE CITY OF SACRAMENTO ON OCTOBER 20, 1981, AND BY RESOLUTION NO. HA-1497 ADOPTED BY THE HOUSING AUTHORITY OF THE COUNTY OF SACRAMENTO ON OCTOBER 27, 1981.

ON DATE OF

### **APPROVAL OF THE HOMELESS PREVENTION AND RAPID RE-HOUSING PROGRAM; SUBSTANTIAL AMENDMENT 2008-2012 CONSOLIDATED PLAN; AMENDMENT OF THE 2009 ACTION PLAN AND AMENDMENT OF THE AGENCY BUDGET**

**WHEREAS**, on October 23, 2007, the Sacramento County Board of Supervisors approved the 2008-2012 Consolidated Plan. The Consolidated Plan identifies the County's housing, community development, and homeless needs, and describes the long-term strategy for meeting those needs. In addition, it specifically addresses federally funded housing and community development programs; and

**WHEREAS**, on February 17, 2009, President Obama signed the American Recovery and Reinvestment Act of 2009, which includes \$1.5 billion for a Homelessness Prevention Fund. Funding availability for the Homeless Prevention Fund created under Title XII of Division A of the American Recovery and Reinvestment Act of 2009 ("Recovery Act"), referred to the new program as "Homeless Prevention and Rapid Re-Housing Program (HPRP)"; and

**WHEREAS**, HUD released the formula and regulations for the HPRP Program on March 19, 2009, and a substantial amendment to the Consolidated Plan and 2009 Action Plan for HPRP Program funding is to be submitted to HUD no later than May 18, 2009 and approved by HUD no later than July 2, 2009.

**WHEREAS**, the Sacramento Housing and Redevelopment Agency, on behalf of the County of Sacramento, will submit the application and substantial amendment for receipt of funds for the HPRP Program.

**NOW, THEREFORE**, BE IT RESOLVED BY THE SACRAMENTO HOUSING AND REDEVELOPMENT COMMISSION:

Section 1: After due consideration of the facts presented, the findings, including the environmental findings regarding this action, as stated in the report that accompanies this resolution, the following activities are approved.

Section 2: On behalf of the City and County of Sacramento, the Agency Executive Director, or designee, is authorized to administer funds and implement the HPRP Program, to amend the Agency budget, issue a Request for Proposals and award, execute agreements/contracts, and such additional documents, and to take such additional actions, as necessary to implement the HPRP Program pursuant to funding requirements and Agency Procurement Policy, each in a form approved by Agency Counsel.

Section 3: The Executive Director, or designee, is authorized to enter into a Memorandum of Agreement (MOA) with the Sacramento County Department of Human Assistance (DHA). DHA will assist with implementation and administration of the HPRP Program on behalf of the City and County of Sacramento.

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CHAIR

ATTEST:

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CLERK

## RESOLUTION NO. \_\_\_\_\_

### **APPROVAL AND IMPLEMENTATION THE HOMELESS PREVENTION AND RAPID RE-HOUSING PROGRAM; SUBSTANTIAL AMENDMENT TO THE 2008-2012 CONSOLIDATED PLAN; AMENDMENT TO THE 2009 ACTION PLAN AND AMENDMENT OF THE AGENCY BUDGET**

**WHEREAS**, on October 23, 2007, the Sacramento County Board of Supervisors approved the 2008-2012 Consolidated Plan. The Consolidated Plan identifies the County's housing, community development, and homeless needs, and describes the long-term strategy for meeting those needs. In addition, it specifically addresses federally funded housing and community development programs; and

**WHEREAS**, on February 17, 2009, President Obama signed the American Recovery and Reinvestment Act of 2009, which includes \$1.5 billion for a Homelessness Prevention Fund. Funding availability for the Homeless Prevention Fund created under Title XII of Division A of the American Recovery and Reinvestment Act of 2009 ("Recovery Act"), referred to the new program as "Homeless Prevention and Rapid Re-Housing Program (HPRP)"; and

**WHEREAS**, HUD released the formula and regulations for the HPRP Program on March 19, 2009, and a substantial amendment to the 2008 – 2012 Consolidated Plan and 2009 Action Plan for HPRP Program funding was to be submitted to HUD no later than May 18, 2009 and approved by HUD no later than July 2, 2009; and

**WHEREAS**, on April 12, 2009, a noticed public hearing was published, soliciting comments to the amended 2009 Action Plan and the Substantial Amendment for HPRP Program and its submission;

**WHEREAS**, a noticed public hearing soliciting comments on the guidelines for activities to be undertaken as part of the HPRP Program and necessary substantial amendment to implement was held by the Sacramento County Board of Supervisors on May 13, 2009.

**NOW, THEREFORE**, BE IT RESOLVED BY THE BOARD OF SUPERVISORS OF THE COUNTY OF SACRAMENTO:

Section 1: After due consideration of the facts presented, the findings, including the environmental findings regarding this action, as stated in the report that accompanies this resolution, the following activities are approved.

Section 2: On behalf of the County of Sacramento, the Sacramento Housing and Redevelopment Agency (Agency) is authorized to submit the HPRP application and substantial

amendment to the U.S. Department of Housing and Urban Development (HUD), and authorized to amend the 2008-2012 Consolidated Plan and 2009 Action Plan.

Section 3: The HPRP Program as presented and described in the attached report and substantial amendment are approved.

Section 4: On behalf of the County of Sacramento, the Agency is authorized to accept the federal allocation for the HPRP Program and to expend funds pursuant to funding requirements.

Section 5: On behalf of the County of Sacramento, the Agency is authorized to administer funds and implement the HPRP Program, to amend the Agency budget, issue a Request for Proposals and award, execute agreements/contracts, and such additional documents, and to take such additional actions, as necessary to implement the HPRP Program pursuant to funding requirements and Agency Procurement Policy, each in a form approved by Agency Counsel.

Section 6: The Sacramento County Department of Human Assistance (DHA) is authorized to enter into a Memorandum of Agreement (MOA) with the Agency. DHA is authorized to assist with the implementation and administration the HPRP Program. DHA is also authorized to comply with all reporting requirements, including program compliance reporting.

On a motion by Supervisor \_\_\_\_\_, seconded by Supervisor \_\_\_\_\_, the foregoing Resolution was passed and adopted by the Board of Supervisors of the County of Sacramento, State of California, this 13<sup>th</sup> day of May 2009, by the following vote, to wit:

AYES: Supervisors,

NOES: Supervisors,

ABSENT: Supervisors,

ABSTAIN: Supervisors,

\_\_\_\_\_  
Chair, Board of Supervisors  
of Sacramento County, California

(SEAL)

ATTEST: \_\_\_\_\_  
Clerk, Board of Supervisors

**Eligible Activities.** HPRP can provide short term financial assistance with rent, utilities or deposits and can also help with housing location and stabilization services.

Activity	Use
Financial Assistance for housing related costs on behalf of individual	<ul style="list-style-type: none"> <li>• Short- (up to 3 months) and medium-term (not to exceed 18 months) that may include assistance with               <ul style="list-style-type: none"> <li>• Rent and utilities</li> <li>• Security or utility deposits</li> <li>• Rent or utility payments in arrears (up to 6 months)</li> <li>• Moving costs</li> <li>• Storage up to three months</li> <li>• Motel/hotel vouchers up to 30 days when housing is lined up</li> </ul> </li> </ul>
Housing Relocation and Stabilization Services	<ul style="list-style-type: none"> <li>• Outreach and engagement</li> <li>• Housing search and placement</li> <li>• Case management – arranging, coordinating, monitoring of services related to housing stabilization</li> <li>• Legal services (not mortgage related)</li> <li>• Credit repair and budget counseling</li> </ul>
Data Collection and Evaluation	<ul style="list-style-type: none"> <li>• Costs associated with HMIS (client-level database) to obtain required data, and analyze patterns of use of HPRP funds</li> <li>• Can pay for HUD-sponsored research/evaluation</li> </ul>
Administrative costs (5% cap to be shared with subgrantees)	<ul style="list-style-type: none"> <li>• Fund management, including audits</li> <li>• Training related to HPRP</li> <li>• Certification, monitoring and reporting (quarterly and annually)</li> </ul>

**Substantial Amendment to the Sacramento County 2008-2012 Consolidated Plan and the 2009 Action Plan for the Homelessness Prevention and Rapid Re-Housing Program (HPRP)**

Grantees eligible to receive funds under the Homelessness Prevention and Rapid Re-Housing Program (HPRP) are required to complete a substantial amendment to their Consolidated Plan 2009 Action Plan. This form sets forth the required format for this substantial amendment. A completed form is due to HUD within 60 days of the publication of the HUD HPRP notice.

To aid grantees in meeting this submission deadline, the HPRP Notice reduces the requirement for a 30-day public comment period to no less than 12 calendar days for this substantial amendment. With this exception, HPRP grantees are required to follow their Consolidated Plan's citizen participation process, including consultation with the Continuum of Care (CoC) in the appropriate jurisdiction(s). Grantees are also required to coordinate HPRP activities with the CoC's strategies for homeless prevention and ending homelessness. To maximize transparency, HUD strongly recommends that each grantee post its substantial amendment materials on the grantee's official website as the materials are developed.

A complete submission contains the following three documents:

- 1) A signed and dated SF-424,
- 2) A completed form HUD-40119 (this form), and
- 3) Signed and dated General Consolidated Plan and HPRP certifications.

For additional information regarding the HPRP program, visit the HUD Homelessness Resource Exchange ([www.hudhre.info](http://www.hudhre.info)). This site will be regularly updated to include HPRP resources developed by HUD and its technical assistance providers.

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The information collection requirements contained in this application have been submitted to the Office of Management and Budget (OMB) for review under the Paperwork Reduction Act of 1995 (44 U.S.C. 3501-3520). This agency may not collect this information, and you are not required to complete this form, unless it displays a currently valid OMB control number.

*Information is submitted in accordance with the regulatory authority contained in each program rule. The information will be used to rate applications, determine eligibility, and establish grant amounts.*

Public reporting burden for this collection of information is estimated to be 16 hours, including the time for reviewing instructions, searching existing data sources, gathering and maintaining the data needed, and completing and reviewing the collection of information. This information is required to obtain benefits. To the extent that any information collected is of a confidential nature, there will be compliance with Privacy Act requirements. However, the substantial amendment to the Consolidated Plan 2009 Action Plan does not request the submission of such information.

**Substantial Amendment to the Sacramento County 2008-2012 Consolidated Plan and  
the 2009 Action Plan for the Homelessness Prevention and Rapid Re-Housing  
Program (HPRP)**

Warning: HUD will prosecute false claims and statements. Conviction may result in criminal and/or civil penalties. (18 U.S.C. 1001, 1010, 1012; 31 U.S.C. 3729, 3802)

**A. General Information**

<b>Grantee Name</b>	County of Sacramento
<b>Name of Entity or Department Administering Funds</b>	Sacramento Housing and Redevelopment Agency
<b>HPRP Contact Person</b> (person to answer questions about this amendment and HPRP)	Cindy Cavanaugh
<b>Title</b>	Assistant Director
<b>Address Line 1</b>	600 I Street, Suite 250
<b>Address Line 2</b>	
<b>City, State, Zip Code</b>	Sacramento, CA 95814
<b>Telephone</b>	(916) 440-1317
<b>Fax</b>	(916) 442-6736
<b>Email Address</b>	<a href="mailto:ccavanaugh@shra.org">ccavanaugh@shra.org</a>
<b>Authorized Official</b> (if different from Contact Person)	LaShelle Dozier
<b>Title</b>	Executive Director
<b>Address Line 1</b>	630 I Street
<b>Address Line 2</b>	
<b>City, State, Zip Code</b>	Sacramento, CA 95814
<b>Telephone</b>	(916) 440-1319
<b>Fax</b>	(916) 441-1197
<b>Email Address</b>	<a href="mailto:lidozier@shra.org">lidozier@shra.org</a>
<b>Web Address where this Form is Posted</b>	<a href="http://www.shra.org">www.shra.org</a>

<b>Amount Grantee is Eligible to Receive*</b>	\$2,396,773
<b>Amount Grantee is Requesting</b>	\$2,396,773

\*Amounts are available at <http://www.hud.gov/recovery/homelesspreventrecov.xls>

**Substantial Amendment to the Sacramento County 2008-2012 Consolidated Plan and  
the 2009 Action Plan for the Homelessness Prevention and Rapid Re-Housing  
Program (HPRP)**

**B. Citizen Participation and Public Comment**

1. Briefly describe how the grantee followed its citizen participation plan regarding this proposed substantial amendment (limit 250 words).

**Response:** Following the Citizen Participation Plan in the County of Sacramento Consolidated Plan, citizens were invited to comment on the HPRP Plan during the public comment period, April 14 – May 13, 2009, and to attend a meeting of the Sacramento County Board of Supervisors on May 13, 2009, by a notice published in the *Sacramento Bee*, the major newspaper serving the City and County of Sacramento. The notice was also posted on the Sacramento Housing and Redevelopment Agency website.

In addition, the Sacramento Housing and Redevelopment Agency (SHRA), the Sacramento County Department of Human Assistance (DHA) and the Interagency Council on Ending Homelessness (ICH) sponsored a Community Forum on April 20, 2009 to solicit input from homeless service providers and transitional housing participants on HPRP priorities and uses. The forum was advertised through distribution lists maintained by ICH and DHA, and through announcement at the ICH board meeting in April.

2. Provide the appropriate response regarding this substantial amendment by checking one of the following options:
  - Grantee did not receive public comments.
  - Grantee received and accepted all public comments.
  - Grantee received public comments and did not accept one or more of the comments.
3. Provide a summary of the public comments regarding this substantial amendment. Include a summary of any comments or views not accepted and the reasons for non-acceptance.

**Response:**

All public comments were accepted but may not be implemented.

Community Forum

Approximately 30 people participated at the April 20, 2009 Community Forum. Participation ranged from homeless service providers to clients in transitional housing programs. Information was provided on the new funding, including eligible uses, goals, timeline and target population. Questions ranged from eligible use of funds, defining homelessness and families, and approaches to deliver the services that may be needed.

## **Substantial Amendment to the Sacramento County 2008-2012 Consolidated Plan and the 2009 Action Plan for the Homelessness Prevention and Rapid Re-Housing Program (HPRP)**

Prior to breaking into small groups, the group reached consensus on program principles as presented in materials by the National Alliance to End Homelessness.

- An effective system should address prevention, diversion from shelters, and rapid re-housing.
- Local data should be used to understand risk factors and to carefully target prevention to people most likely to become homeless.
- Successful program encourage flexibility to help overcome barriers, focus almost exclusively on prevention and re-housing outcomes, and provide just enough assistance to stretch resources.
- HPRP should be coordinated with other resources.
- HPRP offers a once-in-a-generation opportunity to transform homeless assistance to be more effective and efficient.

Participants were broken into groups, presented with case studies and answered questions leading to a conceptual program design. Common elements of design included referrals from multiple places, timely assistance, fair and equitable treatment of clients, and systems to measure outcomes. Two groups opted for a centralized intake and two chose a “no wrong door” approach.

Participants also completed an “Ideas Needed” form with a variety of comments addressing outreach, program accessibility, client focus in delivery, fund collaboration, moving from a shelter based system, and efficiency in delivering.

Overall, the participants were very excited about the new federal funds and are ready to help design and implement the HPRP Program.

### Emailed comments

On April 21, 2009, Sacramento Self Help Housing provided several considerations and suggestions:

- Person-to-person contact is very important
- Build upon the current system instead of creating a new one
- Meet with people where they are (DHA offices, Birth and Beyond, community centers)
- Transportation is an issue; free bus passes would help

**Substantial Amendment to the Sacramento County 2008-2012 Consolidated Plan and  
the 2009 Action Plan for the Homelessness Prevention and Rapid Re-Housing  
Program (HPRP)**

- Collaboration between existing resources/providers

Legal Services of Northern California suggested that HPRP be used to fund

- Eviction defense work provided by an attorney because about one-third of the homeless arrive on the streets following an eviction and 90 percent of tenants are not represented.
- Removal of barriers to employment such as criminal record expungement and drivers' license reinstatement.

Both are very interested in the HPRP program and provided insightful comments.

Stakeholder Interviews

Staff conducted about 20 stakeholder interviews in the early stages of program design with a variety of stakeholders, including shelters, service providers, housing providers, and advocates. During this process, several interviewees presented a written statement of principles. These principles, agreed to by 11 organizations who generally work with homeless persons and families, is summarized below.

- Recovery funds related to homeless prevention, housing, employment, and services should be coordinated with the Interagency Council on Homelessness, the Policy Board, the Service Provider Collaborative and homeless consumers;
- All agencies that receive recovery fund should collaborate to delivery is seamless and non-duplicative;
- 80 percent of funds should be targeted to households at 30 percent of area median income (AMI) and 20 percent at 15 percent AMI;
- All funds must target youth, single adults and families;
- There must be an independent coordinated oversight such as an Interagency Recovery Council;
- There should be a central point of intake that is a fully funded community-based collaborative.

**C. Distribution and Administration of Funds**

**Substantial Amendment to the Sacramento County 2008-2012 Consolidated Plan and  
the 2009 Action Plan for the Homelessness Prevention and Rapid Re-Housing  
Program (HPRP)**

Reminder: The HPRP grant will be made by means of a grant agreement executed by HUD and the grantee. The three-year deadline to expend funds begins when HUD signs the grant agreement. Grantees should ensure that sufficient planning is in place to begin to expend funds shortly after grant agreement.

1. Check the process(es) that the grantee plans to use to select subgrantees. Note that a subgrantee is defined as the organization to which the grantee provides HPRP funds.

Competitive Process

Formula Allocation

Other (Specify:   Sole source  )

2. Briefly describe the process(es) indicated in question 1 above (limit 250 words).

**Response:** The City and County of Sacramento will use a competitive process to solicit proposals from experienced non-profit organizations to implement a prevention and re-housing program. SHRA will oversee a competitive process using a review committee of City and County public representatives and knowledgeable unconflicted stakeholders. The final decision will be made jointly by SHRA and DHA.

The Request for Proposals (RFP) will seek a single entity to administer a comprehensive program available to all eligible persons. A lead agency may apply jointly with other organizations to enable delivery of all services, including financial assistance, housing relocation and stabilization services. Required program elements, such as a community wide assessment tool and robust housing location services, will be based on best practices and developed in consultation with the Continuum of Care planning bodies. Selection criteria will include qualifications and experience, capacity, including financial controls, quality of program design, and consistency with required program elements, including measuring outcomes.

To ensure fair and adequate access to services, it is likely that some costs will be allocated toward a centralized information/referral service utilizing the existing 211 system. Because these services are provided through a single entity, they will be obtained through a sole source method. In addition, if necessary to meet HUD deadlines, SHRA reserves the right to sole source programmatic activities subject to approval of the City Council and Board of Supervisors.

SHRA will execute a Memorandum of Agreement (MOA) with DHA to operate and enhance HMIS. DHA will also monitor contracts, evaluate performance and outcomes, and report to HUD.

**Substantial Amendment to the Sacramento County 2008-2012 Consolidated Plan and  
the 2009 Action Plan for the Homelessness Prevention and Rapid Re-Housing  
Program (HPRP)**

3. Briefly describe the process the grantee plans to use, once HUD signs the grant agreement, to allocate funds available to subgrantees by September 30, 2009, as required by the HPRP Notice (limit 250 words).

**Response:** The timeframe for RFP development, award of funds and contracts is as follows:

May: Obtain authorities from governing bodies to submit substantial amendment, issue RFP, make awards, and execute contracts.

May to mid June: in consultation with the Interagency Council on Homelessness and/or the Policy Board, continue design of key program components: outreach, assessment, structure of financial assistance, description of housing services (including location, counseling, credit repair and mediation), housing stabilization services, and outcome measures. SHRA and DHA staff will finalize RFP and issue.

SHRA and DHA will work with 211 to develop parameters of information and referral services and plans for outreach and preliminary assessment. These services will be reflected in a contract. Funding collaboration will continue with the goal that additional funds with similar or complementary purposes will be included in the RFP.

Mid June to end of July: RFP will be released. To the extent possible, the goal is to allow the maximum time feasible for organizations to develop responsive and collaborative proposals.

August- Review committee formed, proposals evaluated and organization(s) selected.

September – SHRA and DHA will negotiate deliverables and budget with the selected organization, and execute contracts for core prevention and rapid re-housing services by end of month.

4. Describe the grantee's plan for ensuring the effective and timely use of HPRP grant funds on eligible activities, as outlined in the HPRP Notice. Include a description of how the grantee plans to oversee and monitor the administration and use of its own HPRP funds, as well as those used by its subgrantees (limit 500 words).

**Response:** Ensuring effective and timely delivery of program activities occurs at several levels including: a) effective, efficient and coordinated overall program design; b) thoughtful development of program tools and protocols, coordination mechanisms, and local outcome measures; c) shared contract management; and d) systems level evaluation.

**Substantial Amendment to the Sacramento County 2008-2012 Consolidated Plan and the 2009 Action Plan for the Homelessness Prevention and Rapid Re-Housing Program (HPRP)**

a) With input from a community forum and individual stakeholder interviews, SHRA and DHA have developed a plan for coordinated prevention and rapid re-housing services. Elements include: outreach through identified agencies working with those at risk of homelessness or experiencing homelessness; preliminary screening and referral by 211; in-depth assessment, delivery of comprehensive core housing and financial services, and ongoing stabilization services by a lead entity who may work in collaboration with supporting organizations and through mainstream and community programs.

This design has several benefits. 211 will refer to HPRP or the most appropriate community service. HPRP services and treatment of individual families will be fair, consistent, and coordinated. The RFP will request program access in several geographic locations.

b) Additional program design work developed using best practices and national tools and in consultation with the ICH/Policy Board will be reflected in the RFP and service scope. This work will include an assessment tool based on local data and experience aimed at carefully targeting prevention assistance; parameters of financial assistance, recognizing individual needs will vary and aimed at helping as many families as possible while still delivering outcomes; scoping a robust housing resource tool with community wide benefit; and developing key local outcome measures related to prevention and rapid re-housing goals.

c) SHRA and DHA will enter into an MOA outlining specific responsibilities of each and will work collaboratively to ensure successful program implementation. Both entities have experience and established processes for all administrative functions.

SHRA will be responsible for financial management monitoring all transactions involving IDIS and tracking amounts spent by subgrantee, DHA, and 211. DHA will have general administrative responsibilities including the direct oversight of the sub-grantee, ongoing technical assistance, and HMIS. DHA will monitor for contract compliance through review of information reported in HMIS, quarterly reports and on-site visits. In addition, DHA will provide ongoing technical assistance to ensure successful program implementation.

Administrative costs through HPRP will be split by DHA and subgrantees. Because five percent is insufficient, especially given a new program, other sources of administrative funding, potentially through other ARRA funds contributing to the program, will be sought and similarly shared.

d) Performance measures will be created with ICH and the Policy Board. Best practices include measuring a small number of important outcomes across programs. For example, outcomes may include reducing the length of time homeless, including decreasing shelter stays, and reducing the number of people

## **Substantial Amendment to the Sacramento County 2008-2012 Consolidated Plan and the 2009 Action Plan for the Homelessness Prevention and Rapid Re-Housing Program (HPRP)**

experiencing homelessness for the first time. Tools to measure outcomes include the Homeless Management Information System (HMIS), housing search and assistance resources, grantee and subgrantee reporting and onsite visits. Outcome DATA will be used to improve HPRP program delivery and may be used by the ICH and Policy Board to improve overall systems and outcomes.

### **D. Collaboration**

1. Briefly describe how the grantee plans to collaborate with the local agencies that can serve similar target populations, which received funds under the American Recovery and Reinvestment Act of 2009 from other Federal agencies, including the U.S. Departments of Education (DoE), Health and Human Services (HSS), Homeland Security, and Labor (DOL) (limit 250 words).

**Response:** Planning is underway to incorporate funds with similar purposes into HPRP and create referral mechanisms with other local agencies serving similar populations.

A funder's collaborative is planning the most effective use of funds with similar purposes. Administered by multiple agencies, support will be sought to incorporate these funds into the new program.

- Administered by DHA, Temporary Assistance for Needy Families (TANF) shorter term funds will be used first for TANF-eligible families and offered HPRP stabilization services. If ongoing financial assistance is needed, HPRP funds will be used.
- Administered by the Agency, Community Development Block Grant (CDBG) public service funds, if available under ARRA, will be recommended for use in HPRP.
- Administered by Sacramento Employment and Training Agency (SETA), Community Services Block Grant (CSBG) funds are used for emergency assistance. Incorporating a portion of AARA funds into HPRP could greatly increase their effectiveness and efficiency.
- Administered by the local Federal Emergency Management Agency (FEMA) board, Emergency Food and Shelter Grant funds under AARA could be similarly incorporated.

SHRA and DHA will work with other cities in the county eligible to apply under the State's HPRP program. \$1.2 million is available under this program to enable countywide availability.

**Substantial Amendment to the Sacramento County 2008-2012 Consolidated Plan and  
the 2009 Action Plan for the Homelessness Prevention and Rapid Re-Housing  
Program (HPRP)**

ARRA collaboration includes referral and coordination with:

- County mental health programs;
- Affordable housing resources through the housing authority, HOME Investment Partnership Program (HOME) and Neighborhood Stabilization Program (NSP);
- Domestic violence service providers (DOJ grants);
- Employment services and unemployment benefits (DOL);
- Public Assistance (USDA, HHS, Treasury);
- Education programs for homeless children (DoE).

2. Briefly describe how the grantee plans to collaborate with appropriate Continuum(s) of Care and mainstream resources regarding HPRP activities (limit 250 words).

**Response:** The Sacramento County Board of Supervisors and the City Council adopted and implemented a Ten-Year Plan to End Chronic Homelessness two years ago. Oversight of the Ten-Year Plan, approval of Continuum of Care (CoC) plans/activities, and strategizing efforts to address homeless issues are accomplished through a Policy Board and an Interagency Council to End Homelessness (ICH).

Under the guidance of the Policy Board and ICEH, significant progress has been made in developing housing, resulting in a 35 percent reduction in chronic homelessness over the past two years. Considerable effort has also been made to centralize homeless service delivery, especially referrals and links to mainstream resources.

211 will be the initial point of contact for the HPRP program. Counselors will conduct a comprehensive assessment and determine an appropriate action plan for each household, utilizing all resources available in the CoC (transitional and permanent housing, other supportive services) as well as other mainstream resources, including but not limited to, TANF, General Assistance, alcohol and drug treatment, mental health, the SSI Task Force, employment services, the Emergency Food and Shelter system, and housing assistance.

The infrastructure for these collaborations already exist within the community, but a component of the HPRP planning process has included additional coordination of resources, with the common goal of moving away from case managing homelessness to re-housing individuals and families. Further planning efforts

**Substantial Amendment to the Sacramento County 2008-2012 Consolidated Plan and the 2009 Action Plan for the Homelessness Prevention and Rapid Re-Housing Program (HPRP)**

include the use of a universal assessment and referral tool, and a centralized intake, to assure that each person receives all the services needed for successful re-housing and to guarantee that cross-system resources are fully utilized.

3. Briefly describe how HPRP grant funds for financial assistance and housing relocation/stabilization services will be used in a manner that is consistent with the grantee's Consolidated Plan (limit 250 words).

**Response:** The housing related analysis provided in the 2008 – 2012 Consolidated Plan demonstrates the challenge of obtaining affordable housing for low- and moderate-income families and individuals. The Consolidated Plan detailed that among renters, that 85.2% of households are cost burdened (defined by HUD as paying more than 30% of household income towards rent, mortgage payments, utilities, taxes and insurance). Moreover, 84.9% of renters are severely cost burdened, paying more than 50% of their income towards housing costs. In response to these barriers to affordable housing, the Consolidated Plan put forth several strategies that are also reflected in the plan for HPRP funds. Specifically, both the Consolidated Plan and the HPRP plan call for

- increasing the percentage of homeless persons remaining in permanent housing;
- increasing the percentage of homeless persons moving from transitional housing to permanent housing;
- increasing the percentage of homeless persons becoming employed when exiting a homeless program;
- ensuring that the Continuum of Care has a functional Homelessness Management Information System; and
- providing transition from the streets or shelters directly into permanent supportive housing for chronically homeless individuals.

**Substantial Amendment to the Sacramento County 2008-2012 Consolidated Plan and  
the 2009 Action Plan for the Homelessness Prevention and Rapid Re-Housing  
Program (HPRP)**

**E. Estimated Budget Summary**

HUD requires the grantee to complete the following table so that participants in the citizen participation process may see the grantee’s preliminary estimated amounts for various HPRP activities. Enter the estimated budget amounts for each activity in the appropriate column and row. The grantee will be required to report actual amounts in subsequent reporting.

<b>HPRP Estimated Budget Summary</b>			
	<b>Homelessness Prevention</b>	<b>Rapid Re- housing</b>	<b>Total Amount Budgeted</b>
Financial Assistance <sup>1</sup>	\$719,032	\$719,031	\$1,438,063
Housing Relocation and Stabilization Services <sup>2</sup>	\$299,597	\$299,596	\$599,193
<b>Subtotal</b> (add previous two rows)	<b>\$1,018,629</b>	<b>\$1,018,627</b>	<b>\$2,037,256</b>

Data Collection and Evaluation <sup>3</sup>	\$239,678
Administration (up to 5% of allocation)	\$119,839
<b>Total HPRP Amount Budgeted<sup>4</sup></b>	<b>\$2,396,773</b>

<sup>1</sup>Financial assistance includes the following activities as detailed in the HPRP Notice: short-term rental assistance, medium-term rental assistance, security deposits, utility deposits, utility payments, moving cost assistance, and motel or hotel vouchers.

<sup>2</sup>Housing relocation and stabilization services include the following activities as detailed in the HPRP Notice: case management, outreach, housing search and placement, legal services, mediation, and credit repair.

<sup>3</sup>Data collection and evaluation includes costs associated with operating HUD-approved homeless management information systems for purposes of collecting unduplicated counts of homeless persons and analyzing patterns of use of HPRP funds.

<sup>4</sup>This amount must match the amount entered in the cell on the table in Section A titled “Amount Grantee is Requesting.”

**Substantial Amendment to the Sacramento County 2008-2012 Consolidated Plan and  
the 2009 Action Plan for the Homelessness Prevention and Rapid Re-Housing  
Program (HPRP)**

**F. Authorized Signature**

By signing this application, I certify (1) to the statements contained in the list of certifications and (2) that the statements herein are true, complete, and accurate to the best of my knowledge. I also provide the required assurances and agree to comply with any resulting terms if I accept an award. I am aware that any false, fictitious, or fraudulent statements or claims may subject me to criminal, civil, or administrative penalties. (U.S. Code, Title 218, Section 1001)

\_\_\_\_\_  
Signature/Authorized Official

\_\_\_\_\_  
Date

\_\_\_\_\_  
Title

# Homeless Prevention and Rapid Re-Housing Program

