

Substantial Amendment to the County of Sacramento 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). This site will be regularly updated to include HPRP resources developed by HUD and its technical assistance providers.

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.

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

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

Amount Grantee is Eligible to Receive*	\$2,396,773
Amount Grantee is Requesting	\$2,396,773

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

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.

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 20, 2009, Ms. Nilda Valmores suggested that HPRP be used to fund::

- Add additional permanent / transitional housing units for domestic violence victims in Sacramento (that do not have mental health, alcohol, etc. issues.) Currently there are only 50 beds for domestic violence victims in Sacramento currently. This is an area and strategy that the committee could look into adopting or incorporating to help prevent domestic violence.

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
- Collaboration between existing resources/providers

On April 23, 2009, 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 and eviction and 90 percent of tenants are not represented.
- Removal of barriers to employment such as criminal record expungement and drivers' license reinstatement.

All 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

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.

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.

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 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.

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 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.

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.

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

Data Collection and Evaluation ³	\$239,678
Administration (up to 5% of allocation)	\$119,839
Total HPRP Amount Budgeted⁴	\$2,396,773

¹Financial 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.

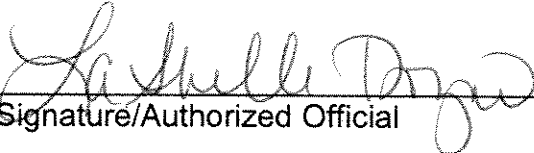

²Housing relocation and stabilization services include the following activities as detailed in the HPRP Notice: case management, outreach, housing search and placement, legal services, mediation, and credit repair.

³Data 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.

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

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

LaShelle Dozier, Executive Director
Sacramento Housing and Redevelopment Agency