

UNDERSTANDING HOMELESSNESS IN FULLERTON

An historical record from the 1920s to today

Homelessness is an ever-present injustice in the United States and across the world. It is a complex issue with many different causes affecting all types of people. The city of Fullerton, in concordance with the greater Orange County area, has made a commitment to ending homelessness in the area. This report provides an extensive explanation of homelessness, as well as its history specific to Fullerton, in order to deepen understanding of the issue while in the pursuit of a solution.

Amanda Bogle and Briana Arciniega

AmeriCorps VISTA members

Michael Shepherd, Managing Editor

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VISTA

Volunteers In Service To America

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Understanding Homelessness in Fullerton

Homelessness is a social issue that impacts millions of individuals across the U.S. each year. In Orange County alone, on any given night over 4,000 individuals do not have a place to call home. It is a situation that not only drains the individuals experiencing it firsthand, but also the community in which the person resides. While many people and organizations have worked earnestly to provide a variety of services to those living without housing, a comprehensive solution has yet to be discovered.

In September 2011, Fullerton established the Task Force on Homelessness and Mental Health Services in response to events leading to the death of Kelly Thomas, a Fullerton resident living without housing who also suffered from mental illness. The Task Force was established to take a deeper look at solutions for those without housing and those living with mental illness. Out of the meetings, eight recommendations were made. Among other ongoing efforts, two AmeriCorps VISTA members were assigned to help coordinate efforts to fulfill some of these recommendations. With the cooperation and insight of many key members in the community, as well as extensive research about the city of Fullerton, the VISTA members have created this report.

In order to get closer to an end to homelessness, it is critical to have a deeper understanding of the many different facets of homelessness. The purpose of this report is to provide a more comprehensive account of homelessness, particularly within the context of Fullerton, in order that members of the community can be better equipped to find relevant and permanent solutions. This report will explore what exactly homelessness is—its causes, its history within Fullerton, a statistical account of who is living without housing in the area, and current efforts being made to work toward a solution.

What does it mean to be homeless?

Many people may identify homelessness as just a person living on the streets, however homelessness can fall under many different meanings. A commonly used definition by many non-profit organizations, the U.S. Department of Housing and Urban Development (HUD) defines homelessness by several criteria.

A person is considered homeless if—

1. They are living in a place not suitable for human habitation or an institution meant to be a temporary place of residence such as an emergency shelter or transitional living center

2. They are losing their primary nighttime residence within 14 days and lack the necessary resources to remain housed—including a hotel or a doubled up living situation

3. They are a family with children (up to age 24) who are unstably housed—they have not had a lease in a housing unit in the last 60 days, have had two or more moves in the last 60 days, and are likely to remain in this situation due to lack of ability to gain employment and

4. They are fleeing from a domestic violence or otherwise threatening or dangerous situation and lack necessary resources to obtain housing.

There are different circumstances, however, that people may be experiencing but do not fall under these criteria. Those who are staying in motels due to their inability to afford residence in a housing unit are not included in this definition, nor are those living in over-crowded living conditions or under other family members. The McKinney Vento Act, passed in 1987, modified the standard definition to include children who lived in unstable housing, such as motels or hospitals, those at-risk of becoming homeless, as well as those awaiting foster care placements. The passage of this law also allowed homeless children to be enrolled into schools despite a proof of residence or immunizations records.

22,025
number of children
considered homeless or
at risk of becoming
homeless in Orange
County as of 2009

Causes of Homelessness

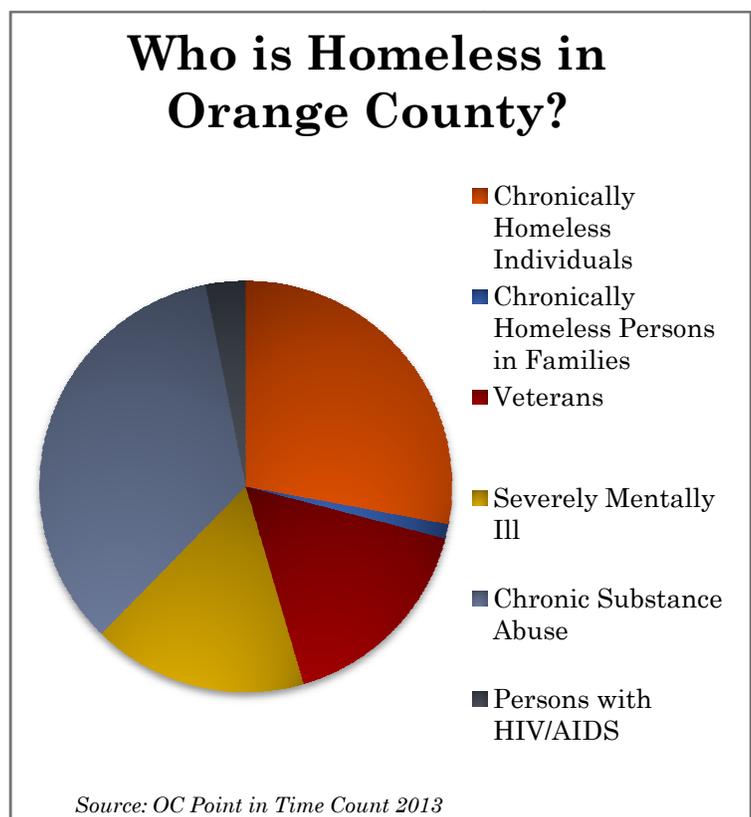
Clearly, there is a wide range of conditions in which a person may be considered homeless. Likewise, many people may assume that a person has become homeless based solely on their own decisions and actions in their life, but the causes of homelessness vary greatly from person to person and oftentimes the situation is thrust upon people unexpectedly.

Personal Choices

Some people do, in fact, end up without housing because of their own life choices. In some cases, individuals may have made a poor decision that left a negative mark on their criminal background history. Time spent in prison can cause someone to lose their home. Then, once released, their background may render it seemingly impossible to find a job to regain stable housing. Others may have a history with drug and alcohol abuse. This can lead to criminal records, job loss, and inability to find employment.

Economy

Despite those who find themselves homeless due to personal decisions, the percentage of those who end up homeless due to external circumstances beyond their control is larger. As many may relate, the state of the economy has a great influence on job stability and, consequently, the rate of homelessness in the United States. A declining economy can cause an individual who has always had a stable and comfortable living to suddenly find themselves struggling to make it day to day after a succession of layoffs. Increasing prices of goods, the ever-



increasing housing costs, and lack of affordable housing intensify the strain on those trying to make ends meet.

Those living in Orange County are put in an even more difficult situation. Housing costs are the fifth most expensive in the United States, with the median price for a two-bedroom apartment falling at \$1,546 a month. This requires a person to make \$24.88 per hour in order to meet HUD guidelines for affordable rent for a one-bedroom unit. As many people do not meet these standards, a simple unexpected expense, such as a medical bill or a death of a family member, can easily become the breaking point which puts someone in an unstable living situation.

Health

Health has frequently been described as both a cause and an effect of homelessness. People living with disabilities or mental illnesses notoriously have a difficult time finding employment, and in many cases never do. While the existence of the Supplemental Security Income is available to some living with disabilities, budget cuts have caused eligibility to become stricter, and thus more difficult to obtain.

Unfortunately, due to a lack of mental health services to low-income individuals, as well as the occasional lack of support from family and friends, it is frequently observed that a substantial percentage of homeless

populations have a mental illness. Only to perpetuate matters, people who have suddenly found themselves homeless have been found to display signs of mental illness within a few days of being on the streets. According to the National Health Care for the Homeless Council, homeless people are three to six times more likely to fall ill and three to four times more likely to die than those in stable living conditions. This susceptibility to poor health leads to even more accrued expenses, perpetuating the cycle of homelessness and making it even more difficult to get out of.

“Those without housing are 3 to 6 times more likely to fall ill and 3 to 4 times more likely to die than those living in stable living conditions.”

Hardship and Natural Disasters

Differing degrees of hardship can also leave someone without a place to call home. Many experiencing domestic violence, abuse, or other threatening life situations often find themselves fleeing with nowhere to go due to the fact

that they do not want to be in a place where they can be found. Safe houses have become frequent resources for people in this situation, however oftentimes it is unknown that this resource is available to them, pushing them to the streets or motels. Similarly, a divorce can render an individual or family without a method of support, leading to a similar situation.

Natural disasters also play a large role in homelessness. Earthquakes, fires, floods, hurricanes, and tornadoes can all destroy the entirety of someone's home as well as most of their possessions, leading to the displacement of many families and individuals. Frequently, deaths of loved ones can also cause a heavy financial burden, making it difficult to regain footing.

Veterans

A population within the demographic of homelessness that has been unrecognized in the past is that of combat veterans. Many veterans return from combat without a set place to call home. In the process of reentering society post-deployment, many experience Post Traumatic Stress Disorder

**13% of the adult
homeless population
are veterans.**

Source: NCHV

(PTSD), making it difficult to maintain employment. To further this problem, many face difficulties finding employment if they lack marketable skills. While there are resources available to veterans, they are not all-encompassing and many times do not

provide affordable living. Despite support from the government, as well as from family and friends, many veterans still find themselves on the streets.

There is no singular cause to homelessness; rather the causes are complex, extensive, and not completely understood or identified in their entirety. As each individual experiencing homelessness has their own unique life story leading to their current situation, similarly each city facing the impact of a developing homeless population also has its own history of how the situation developed over time. Fullerton is no exception, bearing a rich and distinctive history, leading up to the current state of which the city takes the role as one of the leading providers for people without housing in the North Orange County area.

The Evolution of Homelessness in Fullerton



Since its founding in 1886, Fullerton has maintained a reputation of being a thriving and ever-developing city. With the presence of the prominent orange groves, as well as the later discovery of oil, the city immediately became an attractive destination for those moving west. Integration of industry led to Fullerton becoming an industrial and business central, and with the installation of the railway, it soon became known as the “greatest shipping point south of Los Angeles.” This success and growth did not seem to waver until hard times struck the nation in the 1930s.

The 1930’s: Depression and Disaster

The 1930s inevitably was a difficult time for nearly everyone as the Great Depression and its straining effects rippled through the United States. Unwavering from the trend of previous years, however, Fullerton remained relatively resilient compared to the rest of the country due to their rich agriculture and much desired resources. Despite this vitality, not everyone was able to escape the effects of the struggling economy. Home foreclosures and unemployment hit different populations throughout the region resulting in individuals and families being forced out of their homes. When relocation was not a feasible option, this often led to turning to the streets. For approximately a decade earlier, an auto camp had been available to stay at for those who had moved to the area but had yet to find work. However, in the mid-1930s this camp closed and Hillcrest Park was developed. It was here that the first documentation of an encampment was recorded.

Devastation in the 1930s did not end with the Depression. The remainder of the decade brought two major disasters to the area—the 1933 Long Beach Earthquake and the Los Angeles Flood of 1938. Both heavily influenced



Los Angeles flood of 1938

Fullerton and the surrounding area, destroying buildings and homes, and displacing many members of the community.

Remarkably, entering the 1940's, Fullerton made a quick and graceful recovery considering the hardship it endured as a city in the previous decade. The city flourished, the population grew rapidly, and businesses continued to thrive

as the city continued to develop.

This progress proceeded at a steady progression through the decades. However, not all progress was positive for every member of the community.

Growth and Gentrification

As the city continued to make improvements to attract more residents and Orange County as a whole gained ground in its reputation of being a beautiful and appealing location to live, an increased pressure for high quality housing and neighborhoods began to surface as well. In previous years, there were several distinct “low-income” neighborhoods. As housing prices began to increase, those who could previously afford a place to live in these neighborhoods were now leaving their homes to search for affordable



Fullerton's growth led to improvements such as a renovated downtown, but market increases pushed many residents onto the streets.

living elsewhere. This economic shift, as well as the influx of returning veterans from the recent wars, only added to the beginnings of homelessness.

By the time the 1970s rolled around, congregations and community members in the area began to notice the consistent presence of people without housing. Several congregations gathered together and decided to take turns to serve this community, mostly providing meals. Homelessness was slowly becoming unveiled to Fullerton.

A Shift for Mental Health Treatment

Meanwhile, a series of policy changes and peaking numbers in mental health institutions were drawing more attention to people living with mental illness. President John F. Kennedy led the initiative with the Community Mental Health Act to introduce innovative ways to combat problems in the mental health system. As a result, Kennedy proposed a new approach towards supporting and improving their lives. Instead of keeping patients in “cold” institutions,

his

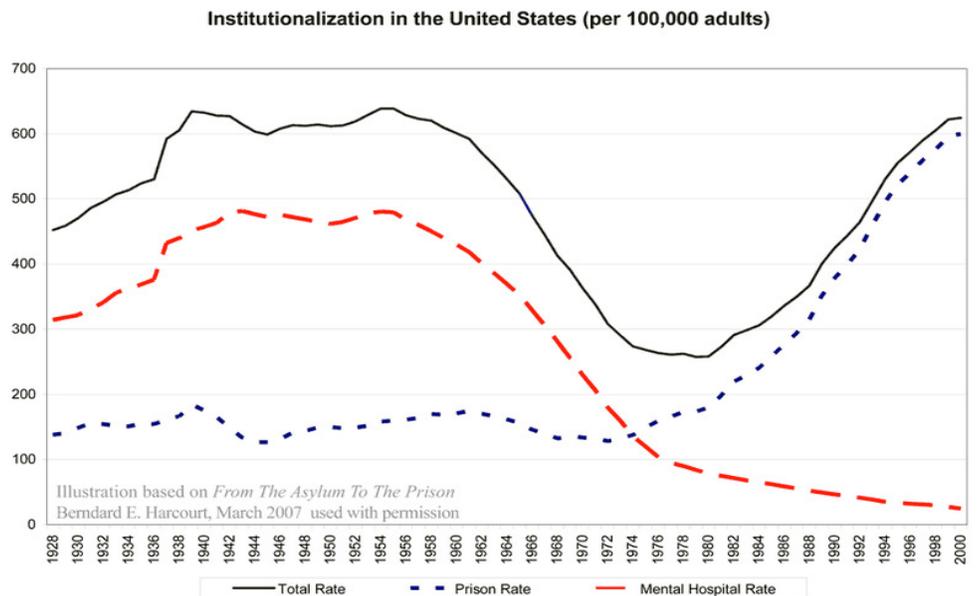
administration advocated the idea to transition back into the warmer environment of their communities. Here, they could live more normal lives and be assisted by members and services within their community. This innovative approach seemed logical and hopeful. However, in practice, it turned into a new difficulty.

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innovative approach seemed logical and hopeful. However, in practice, it turned into a new difficulty.

Interacting with and caring for people experiencing mental illness was something that communities, and oftentimes family members, were not



As the mentally ill were deinstitutionalized, there was a dramatic increase in numbers of mentally ill being incarcerated. Oftentimes this was due to living on the streets.

accustomed to. Taking the time and patience to give the appropriate care became an arduous and inconvenient task to many. The negative stigma and misunderstanding of what those living with mental illness experience caused people to fear and reject their presence. In addition, communities were not adequately equipped or prepared to take in and meet the needs of this new demographic. Because of this, a large number of people living with mental illness ended up on the streets and in jail. Fullerton was no exception to the effects of what became formally known as “deinstitutionalization.”

A Community Responds

In the early 1980's, Fullerton Police Department had begun to see a consistent group of individuals on the streets, with numbers around fifteen. These were mostly noted to be victims of alcoholism and mental illness—consistent with the events of prior years. Small non-profits, such as Fullerton Interfaith Emergency Service (presently known as Pathways of Hope) began to be formed to respond to the need in the community. In addition, a small group of individuals who had already been involved in homelessness outreach decided to organize a potentially more impactful “Homeless Issues Task Force.” This consisted of members of the city, county, as well as private organizations and citizens of the area. This was one of the first organized groups in the Fullerton area to formally address homelessness as a priority, but unfortunately due to a lack of funding, it was disbanded after a couple years. Despite the regularity of people on the streets and minor efforts towards alleviation, the issue of homelessness was one that grew quietly and to most remained unseen.

Around this time, homelessness was also beginning to gain national attention. While many people were aware of homelessness in their communities, there had yet to be any coordinated, large-scale efforts to end the cycle. In 1987, the “National Citizens Committee for Food and Shelter” decided that providing food and shelter was not going to end homelessness and that a new approach was necessary. From this, the National Alliance to End Homelessness was formed. This quickly became one of the leading national organizations dedicated to finding solutions for ending homelessness and began to plant the seed for other local organizations devoted to the cause to be formed.

As more community groups began to coordinate efforts to address tangible needs of those living without housing, Fullerton gradually established a

reputation as a place of outreach towards people without housing. In turn, people living on the streets in nearby cities began to migrate towards Fullerton, as resources became consistently available for them, and the total numbers continued to increase.

Homelessness was quickly increasing and consequently community responses grew in number as well, on both a local and national level. In 1998, HUD began conducting the Point in Time Count in various cities to begin providing data to receive funding for homelessness services. Two years later, the National Alliance to End Homelessness released the Ten Year Plan to End Homelessness, which has since been adopted by over 230 different cities throughout the U.S.



Volunteers near La Palma Park in Anaheim participate in the Point in Time count in the early morning hours to provide an accurate count of the homeless in Orange County.

On a local scale, the Fullerton Police Department received such a number of calls regarding people without housing that in 2001, the position of Homeless Liaison was formed and assumed by JD Decaprio. A few years later in 2005, HUD's Point in Time count was conducted for the first time in Orange County. As national attention and funding reached the area, organizations were founded to better coordinate outreach to people without housing. From this desire, the Homeless Collaborative was formed in 2006 as a group of service providers and active

community members devoted to sharing resources and insight regarding homelessness in Fullerton. In 2010, Orange County, at the influence of other cities, made the commitment to take on the Ten Year Plan to End Homelessness and formed the Commission to End Homelessness as a group to support and implement the effort.

Economy Woes

Despite ongoing efforts to alleviate and end homelessness, the community could not keep up with the declining state of the economy and its effects, many of which inevitably led to an increase in homelessness and worsened conditions for those already living in the situation. In 2007, Fullerton's Adult Mental Health Service had to stop providing services for people who were living with mental illness and did not have housing. In early 2010, California's financial crisis caused legislation to go into effect which pushed for the early release of inmates, many of which ended up on the streets. Then

According to the non-profit Center on Budget and Policy Priorities, 140,000 families nationwide could lose housing assistance because of the 2013 sequestration.

in 2013, the budget sequestration led to many additional cuts, including a freeze in some locations on rental subsidies, severely limiting affordable housing options for those with very low incomes. As the economy plummeted, more people who had previously lived comfortably, found themselves

unemployed and in a homeless situation for the first time in their lives. Employers became stricter in their hiring process, making it exceedingly difficult for individuals with less than perfect records to acquire a job. To perpetuate this, the increasing accessibility of background checks has made it nearly impossible for anyone with a felony, or even misdemeanor in some cases, to get past this hurdle in the employment process, despite having adequate experience or skills.

In the aftermath of the peak of the financial crisis, a protest by the name of "OCCUPY" grew out of the inequity of income, and by extension political power, in the United States. The movement spread throughout the nation and many protesters camped out for months to speak out

Housing prices in the LA/Orange County area have jumped 20.8% in the past year alone.



Residual participants in the OCCUPY movement have created a new layer in the homeless demographic.

Source: OCCUPY OC

against the inequality. After OCCUPY dissipated, many young participants maintained the lifestyle and continued their lives on the streets, adding a new generation and dynamic to the homeless demographic in Fullerton.

Unforeseen Tragedy

In July 2011, a tragedy occurred that shook the Fullerton community and brought national attention to the treatment of people without housing and those living with mental illness. On July 5th, Kelly Thomas, a chronically homeless man who struggled with mental illness was involved in a physical altercation with members of the Police Department after a call was made concerning his loitering in the downtown area. After a short time in a coma, Kelly Thomas passed away due to injuries sustained. This drew immediate attention to the treatment of those experiencing homelessness and mental illness in the eyes of the city.

Following a city council recall election and personnel change at the department, it seemed that police officers became more lenient in their treatment of the homeless population. The community also became more empathetic and seemingly more welcoming towards people living without



The Fullerton Task Force on Homelessness and Mental Health Services is granted approval of their eight recommendations

housing. This shift in treatment caused Fullerton to become an appealing location for unhoused individuals to live and is a contributing factor towards the recent increase in the population.

Meanwhile, the city and community decided that in light of the death of Kelly Thomas, it was imperative to make greater strides towards improving the treatment of people

without housing as well as those living with mental illness. In September 2011, the City of Fullerton established the Task Force on Homelessness and Mental Health Services. The Task Force consisted of members from faith-based organizations, service providers, mental health facilities, and key

community members. In October, a series of “Listening Conferences” were held that helped the Task Force gauge the community’s response to the Kelly Thomas incident, as well as brought awareness to the community in regards to mental health issues and homelessness.

In the midst of the series of Listening Conferences, a second event furthered the urgency to find a solution to homelessness. Between December 20th and January 13th, a serial killer murdered four different individuals living on the streets in nearby Yorba Linda. The vulnerability of this population became more apparent and the city and county alike pushed forward. In January 2012, a report was given on all three Listening Conferences, whose audience reached both members of the community and people who did not have housing. Based on the needs assessed, as well as the collaboration of the Task Force members over a six-month period, eight recommendations were presented to the City Council regarding homelessness and mental health.

TASK FORCE RECOMMENDATIONS

- Year-round multi-service emergency shelter
- Census and needs assessment of homeless
- Make useful information available to mentally ill homeless
- Support efforts for Laura’s Law
- Acquire land in Fullerton for permanent supportive housing for mentally ill homeless
- Support affordable housing for very-low and extremely-low income residents
- Support homeless outreach clinician in tandem with Police Department
- Continue Task Force

Small Steps Toward Change

Progress continued towards this task, as Fullerton police officers began taking Crisis Intervention training

courses. In addition, in August 2012, the Chief Attorney of the County of Los Angeles Office of Independent Review completed a systemic review of the policies, procedures, and practices of the Fullerton Police Department. The report led to the eventual increase to four police officers assigned as official Homeless Liaisons.

A major priority in the Task Force Recommendations was the establishment of a year-round homeless shelter to serve Fullerton. Searches for suitable

property for this site led up until May 2013 when a shelter was proposed near State College Boulevard and Fender Avenue. While the site seemed hopeful, many nearby residents expressed their concern of potential property value loss and the fear of having individuals lingering around their neighborhood who were utilizing the shelter. Also an issue was the near proximity to Commonwealth Elementary School, as community members maintained stereotypes of this demographic and their presence near children. In the end, the multi-jurisdictional agreement with the county, necessary to purchase the property, was voted down by the City Council on a 3-2 vote.

As the Ten Year Plan to End Homelessness in Orange County reaches its third year, progress still continues in order to find solutions. The county and city governments are currently maintaining efforts to search for a new site for a year-round shelter. Leaders within the faith community have joined together to form Fullerton Advocating Community Transformation (Fullerton ACT) and are focusing attention on how to more efficiently allocate resources towards the issue. Meanwhile, previous members of the Task Force and other community members have begun to work with the Homeless Collaborative to determine the necessary next steps for fulfilling the recommendations.

Goals of Orange County’s Ten Year Plan to End Homelessness	
Goal 1	Prevent Homelessness - Ensure that no one in our community becomes homeless.
Goal 2	Outreach to those who are homeless and at-risk of homelessness.
Goal 3	Improve the efficacy of the emergency shelter and access system.
Goal 4	Make strategic improvements in the transitional housing system.
Goal 5	Develop permanent housing options linked to a range of supportive services
Goal 6	Ensure that people have the right resources, programs, and services to remain housed.
Goal 7	Improve data systems to provide timely, accurate data that can be used to define the need for housing and related services and to measure outcomes.
Goal 8	Develop the systems and organizational structures to provide oversight and accountability.
Goal 9	Advocate for community support, social policy, and systemic changes necessary to succeed.

Conclusion and Future Steps

Taking on the task of ending homelessness seems daunting and overwhelming at best. The reason why homelessness occurs is not easy to pinpoint, simply because there is not a singular factor and the reason can easily vary from person to person. One individual may be a veteran, chronically homeless for the past decade. Another may have considered their lives “normal” before, until a financial crisis caused them to find themselves on the streets, desperately trying to regain footing in their lives. A woman you see every day may have a glowing resume that otherwise would easily find her employment, but an altercation in a past relationship left a black mark in her background. Even more prominent are those struggling with mental illness, void of support from family or friends, left to make it on their own.

Over recent years, the acknowledgment of this complexity has led people to realize that homelessness cannot be fixed with just a hot meal and a place to sleep. This shift in perspective has caused many organizations and key leaders to reevaluate methods needed to end homelessness. Not only do people without housing need a place to sleep and something to eat, they also need simple necessities that people often do not think about, such as a place to receive mail, showers, transportation assistance, in addition to basic support and life skills training. Each piece of the puzzle grants a further stride towards stepping out of the cycle of homelessness. Most essential is stable, affordable permanent housing that can establish a sense of community for an individual or family.

Many efforts and collaborations within Fullerton and the greater Orange County area have been made to fulfill as many of these needs as possible. However, there are still many barriers preventing forward progress. One of the biggest of these is the stigma associated with homelessness. Homelessness is not an adjective that defines a person, but rather a situation someone goes through that can be changed if given the proper support and resources.

In order to gain ground in this ever-present issue, it is important to spread awareness and educate the public on what homelessness is and who exactly the people are who live without housing in their communities each and every day. If the misconception persists that those without housing are undeserving of our attention and service—that they are less of a person than those with

stable living conditions—the cycle will never end and people will continue to live deprived of basic life necessities.

There is still much to do to reach the goal of ending homelessness. Effectively and efficiently addressing the needs of this demographic will not be possible without a consistent unified effort between all parties. Organizations must work together to streamline services and be willing to adapt if services are oversaturated or new services need to be developed and supported. These organizations also must work with city and county members to develop a support system on a political and financial level. Community members also need to be educated on the necessity for a change in approach towards homelessness, as well as the benefit of efforts towards its end. Without this system of support, roadblocks will continue to materialize and progress will continue to slow, if not stop altogether. Change is possible, but only unless we are unified and the paradigm of homelessness shattered.

Due to the drive, compassion, and coordinated efforts of the community of Fullerton, substantial progress has been made over the years and the city continues to press forward. Community members and collaborative groups in the city continue to brainstorm ways to address this issue and community support for outreach persists in growth. As awareness increases and the city persists in its effort to promote change, we move closer to ending this inhumane way of living, which affects hundreds in Fullerton, thousands in the Orange County area and millions across the nation.

Glossary

Community Mental Health Act: Signed into law in 1963 by President John F. Kennedy, this act led to the establishment of comprehensive community mental health centers throughout the country. It helped people with mental illnesses who were “warehoused” in hospitals and institutions move back into their communities. *[National Council for Behavioral Health]*

Deinstitutionalization: the release of institutionalized individuals from institutional care (as in a psychiatric hospital) to care in the community. *[Merriam-Webster’s Dictionary]*

Great Depression: the period of severe economic failure in most countries of the world that lasted from 1929 until World War II. *[Oxford Advanced Learner’s Dictionary]*

HEARTH Act: The Homeless Emergency Assistance and Rapid Transition to Housing Act. The HEARTH Act amends and reauthorizes the McKinney-Vento Homelessness Assistance Act with substantial changes, including:

- A consolidation of HUD's competitive grant programs
- The creation of a Rural Housing Stability Assistance Program
- A change in HUD's definition of homelessness and chronic homelessness
- A simplified match requirement
- An increase in prevention resources
- An increase in emphasis on performance

Homeless: Having no home or permanent place of residence. *[Merriam-Webster’s Dictionary]*

An individual who lacks housing (without regard to whether the individual is a member of a family), including an individual whose primary residence during the night is a supervised public or private facility (e.g., shelters) that provides temporary living accommodations, and an individual who is a resident in transitional housing.” A homeless person is an individual without permanent housing who may live on the streets; stay in a shelter, mission, single room occupancy facilities, abandoned building or vehicle; or in any other unstable or

non-permanent situation. [*Section 330 of the Public Health Service Act (42 U.S.C., 254b)*]

An individual may be considered to be homeless if that person is “doubled up,” a term that refers to a situation where individuals are unable to maintain their housing situation and are forced to stay with a series of friends and/or extended family members. In addition, previously homeless individuals who are to be released from a prison or a hospital may be considered homeless if they do not have a stable housing situation to which they can return. A recognition of the instability of an individual’s living arrangements is critical to the definition of homelessness. (*HRSA/Bureau of Primary Health Care, Program Assistance Letter 99-12, Health Care for the Homeless Principles of Practice*)

People who are living in a place not meant for human habitation, in emergency shelter, in transitional housing, or are exiting an institution where they temporarily resided if they were in shelter or a place not meant for human habitation before entering the institution. The only significant change from existing practice is that people will be considered homeless if they are exiting an institution where they resided for up to 90 days (it was previously 30 days), and were homeless immediately prior to entering that institution. [*HUD*]

People who are losing their primary nighttime residence, which may include a motel or hotel or a doubled up situation, within 14 days and lack resources or support networks to remain in housing. HUD had previously allowed people who were being displaced within 7 days to be considered homeless. The regulation also describes specific documentation requirements for this category. [*HUD*]

Families with children or unaccompanied youth who are unstably housed and likely to continue in that state. This is a new category of homelessness, and it applies to families with children or unaccompanied youth (up to age 24) who have not had a lease or ownership interest in a housing unit in the last 60 or more days, have had two or more moves in the last 60 days, and who are likely to continue to be unstably housed because of disability or multiple barriers to employment. [*HUD*]

People who are fleeing or attempting to flee domestic violence, dating violence, sexual assault, stalking, or other dangerous or life-

threatening situations related to violence; have no other residence; and lack the resources or support networks to obtain other permanent housing. This category is similar to the current practice regarding people who are fleeing domestic violence. *[HUD]*

HUD: The United States Department of Housing and Urban Development.

McKinney Vento Act: A federal law that ensures immediate enrollment and educational stability for homeless children and youth. McKinney-Vento provides federal funding to states for the purpose of supporting district programs that serve homeless students. *[Superintendent of Public Instruction]*

Medicaid: a joint federal and state program that helps with medical costs for some people with limited income and resources *[Medicaid.gov]*

National Health Care for the Homeless Council: An organization whose mission is to eliminate homelessness by ensuring comprehensive health care and secure housing for everyone. *[www.nhchc.org]*

OCCUPY Movement: is an international movement driven by individuals of many different backgrounds and political beliefs but feel that, since they can no longer trust our elected officials to represent anyone other than the wealthiest donors, they need real people to create real change from the bottom up.

Point In Time Count: A survey taken every two years to establish a baseline of our homeless population, to track the progress toward reducing homelessness, preserve over \$16 million in current federal funding for homeless services in Orange County, enhance the ability to raise new private and government funds in the future, improve the ability of government/service providers to plan/ implement effective services, and to increase public awareness of homelessness throughout Orange County. *[www.pointintimeoc.org]*

Posttraumatic Stress Disorder (PTSD): is a mental health problem that can occur after someone goes through a traumatic event like war, assault, or disaster. *[Department of Veterans Affairs]*

Schizophrenia: a serious mental illness where a person will experience delusions, hallucinations, other symptoms that are characteristic of

schizophrenia and significant disturbances in their mood (e.g., affective symptoms). *[NAMI.org]*

Sequestration: a process that automatically cuts the federal budget across most departments and agencies when budget decisions cannot be made in a timely manner. *[blog.usa.gov]*

Supplemental Security Income: pays benefits to disabled adults and children who have limited income and resources. *[ssa.gov/ssi/]*

Resources

211 Public Resource: <http://www.211oc.org/>

City of Fullerton: <http://www.ci.fullerton.ca.us/>

Commission to End Homelessness:
<http://occommunityservices.org/hcd/homeless/commission>

Housing Vouchers:
<http://ochousing.org/news/details?NewsID=1656&TargetID=96>

HUD: <http://portal.hud.gov/hudportal/HUD>

Kennedy Commission: <http://www.kennedycommission.org/>

Mercy House: <http://mercyhouse.net/>

National Alliance to End Homelessness:
<http://www.endhomelessness.org/pages/aboutus>

National Health Care for the Homeless Council: <http://www.nhchc.org/>

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Emergency Shelter):** <http://pathwaysofhope.us/>

Point in Time Count OC: <http://www.pointintimeoc.org/>

Task Force on Homelessness and Mental Health Services Report:
<http://www.cityoffullerton.com/civicax/filebank/blobdload.aspx?BlobID=8420>

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Personal Interviews

Scott Carpenter—26 Aug 2013

- Policy Advisor for Orange County Board of Supervisors

JD Decaprio—3 Sept 2013

- Corporal for Fullerton Police Department
- Homeless Liaison member of Fullerton Police Department

Barbara Jennings—30 Aug 2013

- Board of Directors President at Pathways of Hope
- Executive Committee member of Orange County Commission to End Homelessness

Barbara Johnson—27 Aug 2013

- Homeless Advocate
- Former Executive Director of Pathways of Hope

Pam Keller—30 Aug 2013

- Executive Director of Fullerton Collaborative

Rusty Kennedy—07 Sept 2013

- Executive Director of OC Human Relations

Lily Orozco—30 Aug 2013

- Case Manager for Pathways of Hope

