

THE CITY OF FULLERTON

REPORT OF THE FULLERTON TASK FORCE ON HOMELESSNESS AND MENTAL HEALTH SERVICES

VOLUME 1: REPORT

MAY 15, 2012





1300 S. Grand, Bldg B, Santa Ana, CA 92705

www.ochumanrelations.org

Board of Directors

Marcus Gonzalez,
President
Walt Disney Parks

Jim McQueen,
Vice-President
McQueen & Ashman

George Avila,
Treasurer
St. Joseph Health System
Foundation

Susan Reese,
Secretary
Susan S. Reese Design

Rusty Kennedy,
Executive Director

Gurpreet Singh Ahuja, MD
Children's Hospital OC

Lin Fujitsubo
Boys & Girls Club of GG

Kenneth Inouye
Inouye, Shively & Longtin

Judy Iannaccone
Rancho Santiago
Community College Dist.

Francisco Marmolejo, Ph.D.
Retired Irvine Valley Coll.

Leticia Mata
OC Credit Union

Minzah Malek
Hoag Hospital

ChorSwang Ngin, Ph.D.
CSU Los Angeles

Veronica Nguyen
BeSmartee.com

Ellen Olshansky, Ph.D.
UC Irvine

Juan Pablo Troncoso
Partners Advantage

Carol Turpen
Ingram Micro

C. William Wood
Retired PacifiCare

May 15, 2012

Mayor Sharon Quirk Silva
Fullerton City Council

Dear City Council members:

When Kelly Thomas died, many lashed out in sadness and anger pointing the finger at the police, the chief, the city council, and Fullerton in general. Pastor Darrell McGowan challenged **each of us** to look at what **we** might have done better to prevent this tragic death.

So when the city manager convened a group to look at all of the things we could do better, OC Human Relations was eager to step up and help. I was honored by your city council request that I facilitate this challenging assignment.

What a learning experience it was to spend time with the members of the Fullerton Task Force on the Mentally Ill and Homeless and to engage the public so broadly in this endeavor to better protect these vulnerable members of our community.

We spent hours listening, reading, and dialoguing with residents, people living with mental illness, homeless individuals, parents, families and friends of the mentally ill and homeless, non-profit agencies sheltering, feeding and serving the needs of others, County mental health experts doing their best with limited resources and conflicting rights, dedicated police officers, advocates, and concerned Fullertonians.

We looked into the many programs and services we have in Fullerton, the best models in other communities, the opportunities, regional collaborations, regional plans, and what more might be possible in Fullerton.

We came up with 8 recommendations contained in this report that we ask the city council to take action on. The eighth recommendation is that we are willing to continue to serve and help see these ambitious plans through to implementation. Some of these recommendations have already been implemented, we hope all can be, so we can say that we have done our best as individuals and as a community to protect these vulnerable individuals.

Special thanks goes to city staff members Joe Felz, Al Zelinka, Rob Ferrier, Janelle Pasillas, Andrew Pasillas, Capt. Alex Bastreri, and Linda Moorad who served us in supportive roles, understanding the independent nature of our assignment.

And finally to the awesome members of the task force and public who made this important effort rewarding and productive.

For the Task Force I am,

Rusty Kennedy, Chair
Fullerton Task Force on the Mentally Ill and Homeless
Executive Director, OC Human Relations

Table of Contents

Volume 1: Report

Acknowledgements	ii
Executive Summary	iii
Overview of Task Force	1
Background and Charge of the Task Force	1
Task Force Process and Key Findings	3
Listening Groups	3
Educational Presentations	5
Public Comments	10
Roundtables	11
Task Force Recommendations	13
City Council Recommendations	13
General Recommendations	14
Conclusion and Next Steps	15

Volume 2: Appendices

[Under Separate Cover]

Task Force Members Biographies	Tab 1
Task Force Members Dedications	Tab 2
Task Force Meeting Agenda and Minutes	Tab 3
Task Force Listening Conferences	Tab 4
Task Force Educational Presentations	Tab 5
Public Comments	Tab 6
Existing Resources and Services	Tab 7

Acknowledgements

City Council

Sharon Quirk-Silva, Mayor
Pat McKinley, Mayor Pro-Tem
Don Bankhead, Councilmember
Dr. F. Richard Jones, Councilmember
Bruce Whitaker, Councilmember

Task Force Members¹

Ellen Ahn, Executive Director, Korean Community Services
Maria Mazzenga Avellaneda, Executive Director, Pathways of Hope (2011-2012)
Janice DeLoof, Fullerton Resident, and Family Member of National Alliance on Mental Illness, Orange County
Kerry Gallagher, Associate Director for North Orange County, Orange County Congregation Community Organization
Theresa Harvey, Executive Director, Fullerton Chamber of Commerce
Kitty Jaramillo, Fullerton Resident
Barb Jennings, President, Pathways of Hope
Barbara W. Johnson, Homeless Advocate
Pam Keller, Executive Director, Fullerton Collaborative
Rusty Kennedy, Executive Director, Orange County Human Relations Commission*
Pam Lee, former Executive Director, Pathways of Hope (2011)
Rev. Darrell McGowan, Senior Pastor, First Christian Church of Fullerton
Carolyn McInerney, Manager of Special Projects, County of Orange Executive Office
Rabbi Kenneth Milhandler, Temple Beth Tikvah
Annette Murgditchian, LCSW, Division Manager, Orange County Health Care Agency Adult Mental Health Services
Sue Serbin, Fullerton Resident, Mental Health Advocate
Ron Thomas, CEO and Founder, Kelly Thomas Memorial Foundation

*Served as Chairperson of the Task Force

City Staff

Joe Felz, City Manager
Rob Ferrier, Assistant to the City Manager
Al Zelinka, Community Development Director
Janelle Pasillas, Executive Assistant
Alex Bastreri, Police Lieutenant
Andrew Pasillas, Intern

¹ Task Force Members' Biographies and Dedications are located under separate cover within Volume 2: Appendices.

Executive Summary

As Abraham Lincoln stated, “We can succeed only by concert. It is not ‘can any of us imagine better?’ but ‘can we all do better?’”

In September 2011, the Fullerton City Council established the Fullerton Task Force on Homelessness and Mental Health Services in response to the tragic death of Kelly Thomas, a member of the Fullerton community who was homeless and suffered from schizophrenia. The City Council charged the Task Force with five duties, all focused on improving the resources and services available in Fullerton for mentally ill and homeless members of the community.

The Fullerton Task Force on Homelessness and Mental Health Services was comprised of exceptionally dedicated and experienced individuals who met 13 times over a six-month period as an independent body and twice were present for City Council meetings focused on the Task Force's recommendations. The Task Force prepared the following equally-valued recommendations for consideration by the City Council:

1. Year-Round Shelter: Collaborate with the County of Orange, surrounding cities, and service providers to identify and secure a site to create a regional year-round multi-service center that includes a low threshold emergency shelter for the homeless that is accessible to Fullerton residents.
2. Census and Needs Assessment of Homeless: Direct City staff to work with Mercy House and/or other organizations to conduct a census and needs assessment of Fullerton's homeless population.
3. Information Accessibility: Direct City staff to identify specific opportunities to effectively disseminate useful information to the mentally ill homeless (e.g. bulletin boards, kiosks, website, etc.) and support efforts to disseminate useful information through financial assistance, in-kind services, referrals, etc.
4. Laura's Law: Prepare and submit a letter from the Fullerton City Council to the Orange County Board of Supervisors supporting the implementation of Laura's Law or alternative that achieves the objectives of Laura's Law.
5. Permanent Supportive Housing: Work with the County of Orange to identify and acquire land in Fullerton for a permanent supportive housing development to serve the mentally ill homeless (e.g. Diamond Apartments in Anaheim).
6. Affordable Housing for Very-Low and Extremely-Low Income Residents: Consistent with the City of Fullerton Housing Element and State law, support efforts to create affordable housing for very-low and extremely-low income residents through a range of techniques that may include: re-use of existing

buildings for single resident occupancy use; conversion of storefronts in existing unused buildings into very-low and extremely-low income apartments; inclusion of very-low income housing as small parts of larger multi-income projects; etc.

7. Outreach Clinicians: Request from the County of Orange Health Care Agency Behavioral Health Services the provision of a clinician to the Fullerton Police Department to conduct outreach to the mentally ill homeless independently and in tandem with police officers.
8. Continue Task Force: Continue the Fullerton Task Force on Homelessness and Mental Health Services and alter its charge to oversee implementation of the recommendations approved by the City Council.

Based on its accomplishment of the City Council's assigned duties and responsibilities, the Task Force has expressed – in no uncertain terms – that it intends to be a hands-on participant in the next steps. Specifically, the Task Force recommendations are premised on an expressed need to implement – that is, to make the recommendations a reality that serve as sustained resources for the homeless and mentally ill in Fullerton.

Overview of the Task Force

Background and Charge of the Task Force

In response to the tragic death of Kelly Thomas, a member of the Fullerton community who was homeless and suffered from schizophrenia, in August 2011, the Fullerton City Council directed City staff to develop a proposal for the formation of an ad hoc Task Force to assess the state of homelessness in Fullerton and survey mental health services available to residents and the larger Orange County community.

Working with professionals from a wide variety of public, private, and nonprofit agencies and organizations, staff presented Council with a set of recommendations on how such a Task Force could be organized and how it might function. In September 2011 the Council approved staff's recommendations and formed the Fullerton Task Force on Homelessness and Mental Health Services. The Task Force was charged with the following duties:

- Prepare a base assessment of homelessness in Fullerton and survey mental health services available to residents of Fullerton and surrounding Orange County communities, including services offered by the City, the county of Orange, non-profit organizations, the faith-based community, and other public or private organizations;
- Identify best practices relative to homelessness and mental health currently observed in other communities;
- Identify possible steps the City could take to build upon homelessness and mental health services already available;
- Host a forum(s) to solicit public input; and
- Make recommendations to the City Council for further consideration.

The Task Force was chaired by Rusty Kennedy, Executive Director of the OC Human Relations Commission. The Task Force's work was divided into two distinct elements: Education and Deliberation. First, the Task Force coordinated with Fullerton faith-based institutions to conduct a series of Listening Conferences with the community to discuss homeless and mental health issues. Each of these sessions were public and encouraged an open dialogue. At the same time, the Task Force invited representatives from local homeless and mental health service providers to speak at Task Force meetings and educate members and the public about the various services they provide.

Once the Listening Conferences and educational sessions had been completed, the Task Force engaged in the second work element, deliberation. This process began with a public, "Round Table" discussion where Task Force and community members could present broad ideas as to how Fullerton could better respond to homeless and mental health needs in the community. This process, which continued over several sessions, was meant to hone recommendations, making them as specific as possible.

City staff was directed to provide administrative support to the Task Force, arranging meetings and coordinating meeting agendas, as well as compiling information for the Task Force on Homelessness and Mental Health Services. This effort was led by Community Development Director Al Zelinka, with support from Assistant to the City Manager Rob Ferrier, Police Lieutenant Alex Bastreri, Executive Assistant Janelle Pasillas, and Intern Andrew Pasillas.

Over a 6-month plus period, the Task Force convened on the following dates:

- October 20, 2011
- November 3, 2011
- November 17, 2011
- December 1, 2011
- December 15, 2011
- January 5, 2012
- January 19, 2012
- February 2, 2012
- February 16, 2012
- March 1, 2012
- March 15, 2012
- March 29, 2012
- April 26, 2012

Additionally, the Task Force members were in attendance for presentations of Task Force City Council and General Recommendations at a City Council Study Session on May 15, 2012, and at the June 5, 2012, City Council meeting, wherein the recommendations were considered as a Regular Business Item. *Please refer to Volume 2: Appendices, Tab 3, for the Task Force meeting agenda and meeting minutes.*

Task Force Process and Key Findings

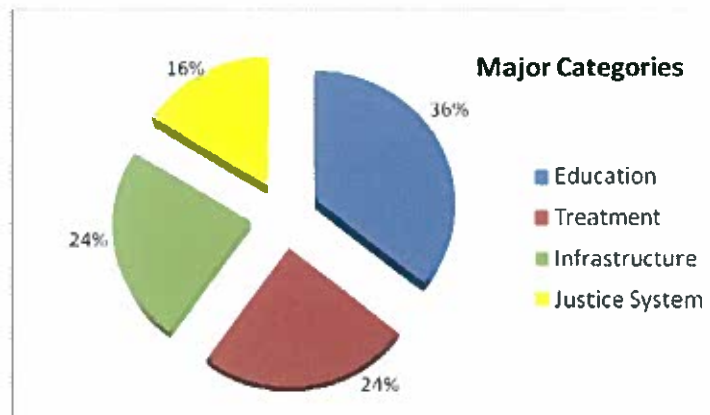
The six-month process of the Task Force entailed significant learning opportunities, exchange of information and ideas, and much discussion and deliberation to arrive at the priority recommendations requisite to improve the resources and services available in Fullerton for the mentally ill and homeless.

Listening Conferences²

The Fullerton Faith and Community Forum, who organized and conducted the Listening Conferences, has as its mission: To provide training & awareness of available resources and advocacy for additional resources. The specific goal of the Listening Conferences (LC) was to better understand the resources needed for the homeless and mentally ill through active listening. *Please refer to Volume 2: Appendices, Tab 4, for the complete report on the Listening Conferences.*

Listening Conference I & II: The Solutions Question

LC I occurred on October 27, 2011, at First Christian Church in Fullerton. LC II occurred on November 12, 2011, at Temple Beth Tikvah, also in Fullerton. LC I & II were focused on seeking insights to the following question: "What might an ideal future look like when it comes to the community's engagement with the severely mentally ill homeless?"



Approximately 100 people, largely from Fullerton's interfaith community, attended LC I & II. There were slightly more women than men with an age range from young adults to retired seniors. Attendees represented a wide variety of occupations from professionals to laypersons. Each conference format consisted of listening groups of three to six people answering a short questionnaire intended to prompt personal stories and experiences surrounding the issues. A group leader documented answers to questions and presented this to the entire LC assembly.

²Adapted from "Fullerton Listening Conferences I, II, and III: A Report presented to the Fullerton Homeless Task Force on January 19, 2012," Fullerton Faith and Community Forum. The full report may be found in the Appendices.

Notes of both the small group presentations and some ancillary discussions at the large assembly are included in the data where it was relevant.

Results from LC I & II revealed four large themes running through answers to the solutions question. Themes were assigned the following categories: Education, Treatment, Infrastructure, and the Justice System. The top three ideas for each of these categories are presented below.

TOP THREE EDUCATION IDEAS:

1. Launch public awareness campaigns and conduct public lectures to educate the community and reduce the stigma of mental illness
2. Train police and social services professionals on the handling and management of the severely mentally ill
3. Create pamphlets and web content on mental illness/homelessness for families and the general public

TOP THREE TREATMENT IDEAS:

1. Prevent homelessness of mentally ill through early intervention, reducing "red tape", and partnering with police and families in the early stages of disease
2. Provide a wide variety of social and health services which also involve support for families of mentally ill
3. Create locally based case management services that are "one-on-one" oriented and focused on long-term/sustainable results for the "client".

TOP THREE INFRASTRUCTURE IDEAS:

1. Provide single room occupancy housing near centralized services (e.g. Fullerton City Lights)
2. Open a mental health facility in North Orange County which provides full care services and drop-in capability
3. Create a centralized information resource that is kept up to date, easy to use, and accessible via the internet and cell phone apps

TOP THREE JUSTICE SYSTEM IDEAS:

1. Strengthen the focus on implementing Laura's Law (AB1421) in Orange County
2. Advocate /lobby for laws which support mental illness and help the homeless
3. Provide better tools for law enforcement & courts to increase their effectiveness in dealing with mental illness & homelessness (including review of critical incidents)

Listening Conference III: The Voice of the Homeless

LC III occurred on December 13, 2011, at the Hunt Branch Library in Fullerton. Approximately 20 homeless individuals were interviewed by about 25 volunteers in a team setting. The following comments were the most representative of the 95 comments and suggestions given by the homeless participants at LC III.

- "Need affordable housing..."
- "[Need] storage for personal belongings"
- "Need a job with medical care [benefits]"
- "Need showers, medical, locker system, laundry, bus passes, bathroom..."
- "2-1-1 is of no help to a single man that is not an alcoholic or drug addict"
- "Need dental care."
- "...it's too crowded [and] noisy to sleep at the Armory, and needing to leave at 4:45A.M. is hard..."
- "More transitional living available for single men with no addiction[s]..."
- "[We need a] social worker at the Armory to help find housing not just a phone number and not a meeting in 1 to 1.5 hours... [this needs to change to] "there's a space for you."
- "Too many crazy people at the Armory."
- "...jobs available only through agencies and are very limited [temporary] work programs."
- "All my ID was stolen."

Educational Presentations

To provide a foundation of understanding for Task Force members and the public on a range of topics, the first several months of meetings by the Task Force included educational topics. These topics included the following, and are summarized below:

- October 20, 2011 – Topic: Community Forums on Mentally Ill and Homeless
- November 3, 2011 – Topic: Shelter and Food Providers
- November 17, 2011 – Topic: Parent, Family, and First-Responders Perspectives
- December 1, 2011 – Topic: Lived Experiences Presented by Current and Formerly Homeless
- December 15, 2011 – Topic: Behavioral Health Care
- January 5, 2012 – Topic: Orange County's Ten-Year Plan to End Homelessness

References to additional materials located within the Appendices may be noted following the educational presentation summaries below.

October 20, 2011 – Topic: Community Forums on Mentally Ill and Homeless

Reverend Darrell McGowan, First Christian Church of Fullerton, Rabbi Ken Milhander, Temple Beth Tikvah, Kerry Gallagher, Orange County Congregation Community Organization, and Pam Keller, Fullerton Collaborative – Presented information on a Listening Conference that was held with the Fullerton Collaborative, and plans for future Listening Conferences. *Please refer the information presented above regarding the Listening Conferences as well as to Volume 2: Appendices, Tab 4, for the complete report on the Listening Conferences.*

November 3, 2011 – Topic: Shelter and Food Providers

Pam Lee, Fullerton Interfaith Emergency Services – Ms. Lee explained the handouts that had been provided, and also provided the Task Force with an understanding of the different housing types, and the number of beds under each type, in Fullerton.

James Brooks, Mercy House – Mr. Brooks explained how the Armory's seasonal program worked, and that he was expecting it to open on December 1 and hopefully remain open until April 1, unless funding ran out sooner. He provided information on the services provided, as well as some of the social services that were offered.

Please refer to Volume 2: Appendices, Tab 5, for materials pertinent to these Educational Presentations.

November 17, 2011 – Topic: Parent, Family, and First-Responders Perspectives

Sue Serbin – Ms. Serbin shared her experiences as a parent of a mentally ill child. She stressed the need for: laws that would allow patients to receive treatment before they become a danger to themselves or others; treatment centers that could treat the mentally ill over their objections if it was determined they were unable to make a reasonable decision; regular training for the police department; a way to track the mentally ill; and increased funding from the state.

Janice Deloof – Ms. Deloof discussed her experience as the parent of two mentally ill children, one of whom had committed suicide. She explained the need to help families deal with the threats of violence that often accompany mental illness, along with help dealing with the police department and criminal justice system.

Corporal JD DiCaprio, FPD – Corporal DiCaprio explained his position working with the homeless in the City and some of the challenges he faces. Some of his suggestions were: a year-round emergency shelter; bus passes he could hand out; the need for detox centers, primarily for alcohol. He also discussed how the Armory

let people who stayed there out at 5 a.m., and the fact that they had nowhere to go at that hour (parks don't open until 7 a.m.)

Ron Thomas – Mr. Thomas explained his experience with having a mentally ill child and made the following suggestions: need for board and care facilities that would offer structure and monitor medications; need for bus passes, food, clothing, and rain gear; need for lock-up facilities; need for a police department oversight committee.

Please refer to Volume 2: Appendices, Tab 5, for materials pertinent to these Educational Presentations.

December 1, 2011 – Topic: Lived Experiences Presented by Current and Formerly Homeless

Madeline Leon – Currently a resident at Diamond Apartments in Anaheim (operated by HOMES Inc. in conjunction with OCHA and Jamboree Housing), she explained the mental health and case management services she receives through Telecare Corporation. She was originally assisted by WTLC and participated in their transitional housing program, but due to her need for mental health services she was not successful on her own and could not retain employment or care for her two sons. She next participated in the Peer-to-Peer classes offered by NAMI, which helped her understand her mental health challenges, and also connected her with Homes, Inc. and Telecare. She now has her two boys living with her.

Don Haylock – Don explained that he suffers with Bipolar Disorder and described a number of “dark” years during which time he was institutionalized, and then spent time on the street. He described circumstances of physical, mental and emotional pain, with an outcome of “survival”. Don stated that he found it therapeutic to tell his story to others, but now feels it is more effective to talk about how he feels today.

Don was asked what turned things around for him. He responded that earlier in life he never truly understood his own disorder, and was improperly medicated. When he arrived in Orange County he met people in the community that reached out to him and provided him with services that made him feel confident in himself, and loved.

In later comments Don stated that he felt the economy had made homelessness a permanent issue that was no longer preventable. He expressed hope that there could be more locations like the Diamond Apartments made available, particularly for people that have some ability to pay (SSI, etc). He also wondered if the City could purchase foreclosed homes and make them available for housing individuals that have some ability to pay a small amount of rent.

Joy Torres – Joy shared that she was diagnosed as paranoid schizophrenic at age five. She arrived in Orange County in 1989, with a one-year-old child and

pregnant. At that time she was not aware of any services or how to find them, and she became entrenched in life on the street, spending most of her time at the Salvation Army in Santa Ana. Joy has had eight children, which have all been placed "in the system". She described circumstances in which she feared the police, but ultimately was helped by a police officer that took her to the Drop-In Center. It was through the services she was offered there that she became stronger and began to trust the people that wanted to help her. She now feels that if you want something in life you can get it, but the right person has to come along and reach out to you. Joy now has shelter, sees a doctor regularly, and spends time volunteering to help others. Joy also stated that "you cannot force a program on people" and that some people find support and family among their homeless peers on the street rather than through a program.

Curtis Gamble – Curtis has been homeless for approximately 2½ years. Prior to that time he lived in Anaheim for 16 years and worked as a bus driver for the OCTA. He stated that he became a taxi driver after he was fired by the OCTA as a result of his union activities. Curtis was unable earn enough money to keep his licensing current and ultimately lost his taxi business when his vehicle was impounded. It was at that point that he became homeless and lived in local parks supported by handouts offered by friends. One day a bus driver handed him a flyer about Mary's Kitchen. He spoke very highly of the services offered by this shelter including: food, shelter, showers, laundry facilities, an address to use to receive mail, and a telephone. A woman volunteering at the shelter took him to her own dentist and paid for him to get dental work done.

Curtis was asked if he still lives on the street. He responded that he sleeps on bus benches and camps in the river bed with other homeless. He stated that he does not choose to use the Armory because of the time restrictions.

When asked what would help him to get off the street, Curtis felt that (1) transportation, such as 30-day bus passes would help him get to the locations that offered the services he needs, and (2) a place to sleep overnight, such as a hotel voucher. Curtis explained that sleeping on the streets means staying out of the way, and thus staying up late until businesses close and getting up before they open again. Sleep deprivation is a problem. Rest is very important, especially for those struggling with mental illness.

Kimmy Kadera – Also a resident at Diamond Apartments, Kimmy receives services through Telecare that have allowed her to keep her two children with her. She expressed a desire to return to her hometown of Fullerton if the City could provide a similar development.

Mike – Age 57 and homeless, Mike described "pioneering" as camping in two locations in Fullerton (near the 57 Freeway and on Rosecrans). He explained that without a residential address a person cannot obtain a post office box, or register

for school. This has made things difficult for him to progress out of his situation. Previously Mike lived inside the garage of a friend, which he noted is illegal in Fullerton. Mike chooses not to use the Armory facility because he fears getting sick from people that come there that are ill. However, he does think it would be beneficial to have shelters like the Armory available in other parts of town so that people do not all have to go to one place. In later comments Mike added that it would be helpful to have storage lockers for personal possessions (such as the bike lockers he previously utilized). He explained that it is hard for people to move around with their belongings, or to leave them behind during the day without them getting stolen or cleared away before they return.

December 15, 2011 – Topic: Behavioral Health Care

Mark Refowitz, Annette Mugrditchian, Tony Delgado, and Dr. Clayton Chow, Orange County Health Care Agency – Their individual presentations explained the various services provided by Orange County. Mr. Refowitz explained that funding was available to create permanent housing for the homeless, and he urged the City to work with the County on this type of project.

Dr. Jody Rawles – Dr. Rawles explained the requirements for involuntary treatment of the mentally ill, and the various laws that pertained to such holds. She introduced the strengths of Laura's Law, which could be used to compel people to seek treatment before a 5150. Laura's Law is currently not adopted in Orange County and it would be the role of the Board of Supervisors to do so.

January 5, 2012 – Topic: Orange County's Ten-Year Plan to End Homelessness

Carolyn McInerney, Ending Homelessness 2020 Board – Ms. McInerney outlined the Ten-Year Plan and stressed its importance for the County's efforts to remain competitive for Federal Homeless Assistance Funding. The plan's aim is to initiate changes in the ways homelessness is systematically addressed throughout the County. Nine distinct goals were presented as part of the plan, including, prevention, outreach, increased community support, and improving the efficacy of emergency shelters, transitional, and permanent housing. The presentation was concluded with reference to the many partners from around the County working in the Ten-Year Plan Working Group, including members of the Ending Homelessness 2020 Board, and description of the group implementation strategy for the plan.

Karen Roper, Director OC Community Services – Ms. Roper assessed how the City of Fullerton can align its resources to support the larger efforts to end homelessness being put forth by the County with the Ten-Year Plan. She detailed the initiatives being made by OC Community Services to align the many resources throughout the County that can be used to aid in ending homelessness through examples.

After their presentations both speakers addressed questions from Task Force members regarding the Ten-Year Plan and its use for Fullerton.

Please refer to Volume 2: Appendices, Tab 5, for materials pertinent to these Educational Presentations.

Public Comments

In an effort to maximize public input and promote a constructive dialogue, three basic strategies were employed:

1. Public comments were encouraged at Task Force meetings. In addition to the comments received by the public at each Task Force meeting, two Task Force meetings included agendized presentations by members of the public as follows:
 - January 5, 2012 – Sandy Stiassni delivered a presentation entitled “Faces of the Houselessness in Fullerton”
 - February 2, 2012 – Susan Garfield Wright delivered a presentation entitled “A Concrete Answer to Homelessness”
2. A comment board was provided at Task Force meetings for comments to be made on sticky-notes; and,
3. The City – with the Task Force’s concurrence – engaged the services of MindMixer, a company that specializes in web-based portals that allow for public comment and information sharing. For MindMixer, a webpage was developed (<http://www.fullertontaskforce.info/>) to solicit ideas and feedback regarding Fullerton’s mentally ill homeless and the services available to them; site visitors were encouraged to respond to conversation topics and offer suggestions.

The public comments and the input provided by MindMixer, combined with the Listening Conference input, the educational sessions, and the deliberations of the Task Force created the basis for the recommendations developed by the public and the Task Force during the February 2, 2012, roundtable session.

Please refer to Volume 2: Appendices, Tab 6, for materials pertinent to the Public Comments.

Roundtables

Based upon all information received and discussed to date, the Task Force participated with members of the public in five roundtable sessions that occurred at the February 2, 2012, meeting of the Fullerton Task Force on Homelessness and Mental Health Services. The purpose of the Roundtables was to arrive at recommendations for further discussion and refinement that would ultimately be approved by the Task Force for City Council consideration. The Roundtables arrived at the following 24 transcribed recommendations, organized by Roundtable theme. Additionally, two key questions on the topic of implementation were raised during the Roundtable session. The information generated below served as the basis for subsequent Task Force meetings on City Council recommendations.

A. Emergency Shelter | Transitional Shelter | Services

1. Year-Round Shelter: Create a year-round transitional, emergency shelter for the homeless with a variety of services.
2. Mentorship Program: Develop a mentorship program to walk homeless individuals through the process of obtaining IDs (e.g. birth certificates, California IDs, driver's license, social security cards, etc.).
3. Alternative IDs: Develop an alternative ID system for homeless individuals in Fullerton.
4. Partnerships: Facilitate partnerships between educational and religious institutions for rotating showers, laundry services, etc. (much like hot meal programs).
5. Retirees: Connect retired doctors, nurses, dentists, and other health providers with existing resources to meet medical and dental needs.
6. Medi-Cal Outreach: Provide Medi-Cal outreach staff to help people obtain Medi-Cal services.
7. Transportation: Group non-profits to purchase bus passes at group rate and work with OCTA to provide special passes for non-profits to pass out.

B. Information | Education | Advocacy

1. Census of Homeless: Conduct a census of Fullerton's homeless population and identification of needs.
2. Best Practices: Review models of best practices in other communities and match them to the needs of Fullerton.
3. Accessible Information: Compile data and information into an interactive on-line database to be shared via website, phone apps, and other communication vehicles (e.g. bulletin boards, kiosks, information centers, etc.)
4. 211 Providers: Work with providers of 211 to provide better delivery of information.
5. Coordination of Services: Coordinate with resource providers the integration and delivery of services.

6. Support Partnerships: Encourage partnerships among non-profits, faith communities, and public agencies to work toward common goals.

C. Lack of Insight | Laura's Law

1. Laura's Law: Support the implementation of Laura's Law.
2. Lack of Insight: Identify people needing support before the effects of psychosis occur.
3. Intervention: Support court-ordered intervention, when warranted for individuals, to prevent crises through civil treatment and full services.
4. Transportation: Facilitate the provision of transportation to get individuals to needed services.
5. Peer Mentoring: Increase peer mentoring independent, of as well as in tandem with, Laura's Law.

D. Permanent Housing

1. Land Acquisition: Identify and acquire land for a "shelter plus care" development for mentally ill homeless (e.g. Diamond Isle in Anaheim).
2. Building Re-Use: Identify and convert existing buildings for single resident occupancy use.
3. Storefront Housing: Facilitate storefront conversion opportunities of existing unused buildings into very low and extremely low income apartments.
4. Mixed Income Housing: Include very low income housing as small parts of larger multi-income projects (i.e. inclusionary housing).

E. Supportive Services

1. Wrap-Around Services: Create a one-stop shop for wrap-around services to the mentally ill and homeless, including medical, social, spiritual, career services, peer-to-peer help, and a centralized address.
2. Police Department Clinician: Provide a Police Department Clinician(s) to conduct outreach to the mentally ill homeless independently and in tandem with police officers.

F. Implementation Questions

1. Organization: Who leads the implementation of the Task Force recommendations? A coalition of non-profit service providers, faith-based organizations, public agencies, private sector, etc.? A city committee, working group, or commission? Other?
2. Scale: At what geographic scale do the recommendations of the Task Force apply? To the City of Fullerton only? To North Orange County? Other?

Task Force Recommendations

Building upon the recommendations prepared during its Roundtables with the public on February 2, 2012, the Fullerton Task Force on Homelessness and Mental Health Services worked over several meetings to prepare recommendations organized into the following two categories: those to be considered by the City Council and those to be considered generally by other partners. The Task Force finalized and approved the following recommendations at its March 29, 2012, meeting; additionally, refinements to City Council Recommendation No. 8 were approved by the Task Force at its April 26, 2012, meeting.

City Council Recommendations

The Fullerton Task Force on Homelessness and Mental Health Services recommends that the Fullerton City Council implement the following equally-valued recommendations.

1. Year-Round Shelter: Collaborate with the county of Orange, surrounding cities, and service providers to identify and secure a site to create a regional year-round multi-service center that includes a low threshold emergency shelter for the homeless that is accessible to Fullerton residents.
2. Census and Needs Assessment of Homeless: Direct City staff to work with Mercy House and/or other organizations to conduct a census and needs assessment of Fullerton's homeless population.
3. Information Accessibility: Direct City staff to identify specific opportunities to effectively disseminate useful information to the mentally ill homeless (e.g. bulletin boards, kiosks, website, etc.) and support efforts to disseminate useful information through financial assistance, in-kind services, referrals, etc.
4. Laura's Law: Prepare and submit a letter from the Fullerton City Council to the Orange County Board of Supervisors supporting the implementation of Laura's Law or alternative that achieves the objectives of Laura's Law.
5. Permanent Supportive Housing: Work with the County of Orange to identify and acquire land in Fullerton for a permanent supportive housing development to serve the mentally ill homeless (e.g. Diamond Apartments in Anaheim).
6. Affordable Housing for Very-Low and Extremely-Low Income Residents: Consistent with the City of Fullerton Housing Element and State law, support efforts to create affordable housing for very-low and extremely-low income residents through a range of techniques that may include: re-use of existing buildings for single resident occupancy use; conversion of storefronts in existing

unused buildings into very-low and extremely-low income apartments; inclusion of very-low income housing as small parts of larger multi-income projects; etc.

7. **Outreach Clinicians:** Request from the County of Orange Health Care Agency Behavioral Health Services the provision of a clinician to the Fullerton Police Department to conduct outreach to the mentally ill homeless independently and in tandem with police officers.
8. **Continue Task Force:** Continue the Fullerton Task Force on Homelessness and Mental Health Services and alter its charge to oversee implementation of the recommendations approved by the City Council.

General Recommendations

The Fullerton Task Force on Homelessness and Mental Health Services recommends that community partners providing resources and services to the mentally ill and homeless in Fullerton implement or support the implementation of the following equally-valued recommendations.

A. Emergency Shelter

Refer to City Council Recommendations Above

B. Information | Education | Advocacy

1. **Best Practices:** Support “best practices” models, including those identified by the Commission to End Homelessness, that address homelessness used by other communities and match them to the needs of Fullerton.
2. **Delivery of 211 Assistance:** Service providers should work with providers of 211 to better coordinate delivery of information and assistance.
3. **Coordination of Services:** Support the integration and delivery of the varied services offered by homeless and mental health service providers.
4. **Cultivation of Support Partnerships:** Encourage partnerships between non-profits, the faith-based community, and public agencies that provide complementary services and share common goals.

C. Severely Mentally Ill Resistant to Treatment

1. **Lack of Insight:**
 - a) Educate the public to identify the mentally ill (i.e. those individuals with lack of insight into their illness), who need support before the effects of psychosis occur.
 - b) Support court-ordered intervention, when warranted, for individuals, to prevent crises through civil treatment and full services.
2. **Promote Conservatorship with Medication:** Support the use of conservatorship with the order to include mandatory use of prescription medicines.

D. Permanent Supportive Housing

Refer to City Council Recommendations Above

E. Supportive Services

1. Wrap-Around Services: Create a one-stop shop for wrap-around services to the mentally ill and homeless, including medical, social, spiritual, career services, peer-to-peer help, and a centralized address.
2. Mentorship Program: Develop a mentorship program to walk homeless individuals through the process of obtaining IDs (e.g. birth certificates, California IDs, driver's license, social security cards, etc.)
3. Alternative IDs: Develop an alternative ID system for homeless individuals in Fullerton.
4. Partnerships: Facilitate partnerships by and among educational and religious institutions for rotating showers, laundry services, etc. (similar to hot meal programs).
5. Retirees: Connect retired doctors, nurses, dentists, and other health providers with existing resources to meet medical and dental needs.
6. Transportation: Group non-profits to purchase bus passes at group rates and work with OCTA to provide special passes for non-profits to distribute.
7. Detox Centers: Increase the number of detox centers that primarily provide alcohol treatment.
8. Rain Gear: Make rain gear available to the homeless.
9. Arts: Use the arts as a tool to educate the public on homelessness and mental illness.

Conclusion and Next Steps

The Fullerton Task Force on Homelessness and Mental Health Services achieved the September 2011 assignments of the Fullerton City Council. Here's how:

- City Council-assigned Duty: Prepare a base assessment of homelessness in Fullerton and survey mental health services available to residents of Fullerton and surrounding Orange County communities, including services offered by the City, the county of Orange, non-profit organizations, the faith-based community, and other public or private organizations;
 - Task Force Follow-Through: The educational presentations and information considered and deliberated throughout the six-month Task Force process provided an understanding and qualitative assessment of the available services and resources for the mentally ill homeless in Fullerton.
- City Council-assigned Duty: Identify best practices relative to homelessness and mental health currently observed in other communities;

- Task Force Follow-Through: The Task Force identified best practices relative to homelessness and mental health in other communities through the educational presentations and information sharing that occurred during Task Force meetings, regular articles included with agenda packets, and through the significant body of best practices included in the Orange County 2012 Ten-Year Plan to End Homelessness.
- City Council-assigned Duty: Identify possible steps the City could take to build upon homelessness and mental health services already available;
 - Task Force Follow-Through: The Task Force identified possible steps for the City to supplement the existing homelessness and mental health services through dialogue and deliberation during Task Force meetings, including its roundtable session, and as evidenced through the City Council and General Recommendations it produced.
- City Council-assigned Duty: Host a forum(s) to solicit public input;
 - Task Force Follow-Through: The Task Force facilitated significant public input through: 1) hosting three Listening Conferences; 2) public comments received at Task Force meetings; 3) a comment board at Task Force meetings for public input on sticky-notes; and, 4) the creation of a MindMixer public comment webpage at www.fullertontaskforce.info.
- City Council-assigned Duty: Make recommendations to the City Council for further consideration.
 - Task Force Follow-Through: The Task Force prepared City Council and General Recommendations presented in a City Council Study Session on May 15, 2012, and for consideration as a Regular Business Agenda Item at the June 5, 2012, City Council meeting.

Based on its accomplishment of the City Council's assigned duties and responsibilities, the Task Force has expressed – in no uncertain terms – that it intends to be hands-on participants in the next steps. Specifically, the Task Force recommendations are premised on an expressed need to implement – that is, to make the recommendations a reality that serve as sustained resources for the mentally ill homeless.

Through the Task Force, essential needs have been identified (i.e. the “ends”), and these needs are soundly rooted in on-the-ground realities; the Task Force is also aware, through the information sharing and deliberations that have occurred over the past several months, that the Fullerton community, as well as Orange County, have the collective capacity and resources to implement (i.e. the “means”). Thus, the next steps are focused on bringing together the “means” to implement the “ends” defined by the Task Force through its recommendations – including City Council Recommendation 8, which states:

Continue Task Force: Continue the Fullerton Task Force on Homelessness and Mental Health Services and alter its charge to oversee implementation of the recommendations approved by the City Council.

As the following quote by William Barclay expresses, implementation of the Task Force recommendations deserve focused effort by all within an atmosphere of importance and urgency:

“In the time we have it is surely our duty to do all the good we can to all the people we can in all the ways we can.”

Task Force Members Biographies

The Fullerton Task Force on Homelessness and Mental Health Services was comprised of the following exceptionally dedicated and experienced individuals (listed in alphabetical order by last name):

- **Ellen Ahn** is the Executive Director of Korean Community Services (KCS), a local Orange County non-profit organization serving residents of Fullerton. She is also a social worker active in the mental health arena serving on many boards and commissions including the Mental Health Services Act Steering Committee, Alcohol Drug Advisory Board and the California Institute of Mental Health. She is committed to ensuring that the public mental health system serves the neediest in our community. Ellen is also a long time resident of West Fullerton and a proud member of Fullerton's growing Korean community.
- **Maria Mazzenga Avellaneda** recently joined Pathways of Hope, formerly Fullerton Interfaith Emergency Service, as their Executive Director. Maria joined the Task Force mid way in the process and brought a fresh perspective to the Task Force. Her experience includes nine years as the Executive Director of Corazón, a non-profit that provides community development in northern Baja California, Mexico; Program Manager for Orange County United Way's Somos Familia initiative; Peace Corps volunteer; and Systems Analyst for a major oil company.
- **Janice DeLoof** is a 43-year resident of Fullerton, an exhibiting artist, and a retired North Orange County Community College District Art Instructor. She represents the National Alliance on Mental Illness, Orange County (NAMI OC) as a family member who served on the NAMI OC board for nine years as Government Affairs Chair. She also brings to the Task Force her personal experience of the mental illness of her two sons and her six years as an OC Mental Health Board Member serving as chair in 2007–08. She currently serves as board secretary of Arts for Wellness, Orange County, a non-profit organization of artists and supporters of the arts who strive to increase understanding, and reduce the stigma of mental illness and its effects on people.
- **Kerry Gallagher** is the Associate Director for North Orange County at the Orange County Congregation Community Organization (OCCCO). OCCCO is a congregation-based community organizing effort, committed to bringing social and economic justice to Orange County. OCCCO works on a variety of issues, and Kerry had led the efforts of grassroots community members to work alongside cities to create long-term sustainable solutions to homelessness in Fullerton, Anaheim, and Garden Grove. Kerry's work with homeless

communities dates back to her college years, working in the Tenderloin district of San Francisco and Skid Row in Los Angeles.

- **Theresa Harvey** has served as President and CEO of the Fullerton Chamber of Commerce since March 2005. Under her leadership, the Chamber has worked to increase its visibility in the community, strengthen the organization's financial stability, and ensure the Chamber's viability and longevity. She has also helped build the business organization's core programs focused on promoting the community, creating a strong local economy, providing networking opportunities, representing business interests to government and advocacy.
- **Kitty Jaramillo** was born and raised in the City of Fullerton. Kitty was married at St. Mary's Church in 1973 and has two children. She and her family all graduated from Fullerton High School and are all Fullerton residents. She has participated in several athletic organizations: West Fullerton Bobby Sox, West Fullerton Little League, Golden Hill Senior League and Fullerton Rangers, serving on the boards of baseball and soccer. She worked for the Fullerton Police Department for seven years and then transferred to Fullerton City Hall, where she worked another ten years. Kitty was a Code Enforcement Officer for the City of Santa Ana for thirteen years and retired in December 2010. She has served as a volunteer on several City of Fullerton committees, as well as Chairman for Maple Alumni, treasurer for the Orangethorpe Learning Center, and a driver for Meal on Wheels. As a community leader and longtime resident, Kitty felt that she could contribute an informed and unbiased role providing opinions/suggestions for the Homeless Task Force.
- **Barb Jennings** has been serving as President of Pathways of Hope (formerly FIES) since 2004. For 37 years, Pathways of Hope has been a provider of services to the homeless and low income. Active in many areas in the Fullerton community, Barb also serves as the Vice-Chair of the Commission to End Homelessness, a public/private partnership for the county of Orange. Barb has a Bachelor of Business in accounting and finance from the University of Texas. She is married, has two adult children and lives in Fullerton.
- **Barbara W. Johnson** is a homeless advocate and the retired Executive Director of the Fullerton Interfaith Emergency Service, Inc. (now called Pathways of Hope), where she led this non-profit organization for 23 years from 1982 until 2005. During that time, FIES established a food distribution center open every weekday and a program to help 800 families during the holidays; a transitional living center and life skills program for homeless families with children; and also a transitional program for employable homeless adults housed in churches and temples. Presently, she is the Advisory Committee Chair for the Interfaith Housing Network program of American Family Housing, and the Justice and Peace Coordinator of this I.S.N. program when homeless guests are housed at her church, The Congregational Church of Fullerton, United

Church of Christ. Mostly what she brought to the Task Force was knowledge and experience from working with the homeless themselves, and from the Listening Conferences about how to move forward with implementation of ideas that were suggested.

- **Pam Keller** served on the Task Force as a representative of the Fullerton Collaborative (Executive Director) and the Fullerton School District (Office of Child Welfare and Attendance). She is also a former Fullerton City Council Member (2006-1010). For the past three years, she has facilitated a homeless collaborative that brings together the organizations who offer services to our homeless residents and families. She also works with the McKinney-Vento Families in the FSD to help connect them to any needed services. Pam believes she was asked to sit on the Task Force because she has a global understanding of the existing services in our community.
- **Rusty Kennedy** has served as Executive Director of the OC Human Relations Commission since 1981 and as the founding CEO of the non-profit OC Human Relations Council, established 1991. The mission at OC Human Relations is to promote understanding among diverse residents and eliminate prejudice, intolerance and discrimination. OC Human Relations is a leader in providing Mediation, Conflict Resolution, Violence Prevention, Diverse Leadership Development, Community Building, and Hate Crime Prevention Programs. As a lifelong resident of Fullerton, Rusty viewed the tragic death of Kelly Thomas, a severely mentally ill homeless man, as a shared responsibility of our community. Rusty felt that he had to step up and do what he could to help create a community that does a better job protecting this vulnerable group. As Executive Director of OC Human Relations he was also in a position to bring together diverse groups to build a community consensus around positive next steps that Fullerton can take.
- **Rev. Darrell McGowan** is the Senior Pastor of First Christian Church of Fullerton. As a downtown church, First Christian Church is committed to building a sense of community amongst all people who call our city home. As Senior Pastor, Darrell was honored to serve on the Task Force addressing the needs of the unsheltered and severely mentally ill. Darrell joined the Task Force determined to remind every participant that we sought to address the needs of human beings, not statistics; that we sought to better serve some of the neediest amongst us so they might never find themselves in harm's way again.
- **Carolyn McInerney** is Manager of Special Projects for the County of Orange Executive Office.
- **Rabbi Kenneth Milhandler** is the spiritual leader of Temple Beth Tikvah since 2001. He represents the Fullerton Interfaith Ministerial Association (FIMA) having served as its President (2005-2006) and current Secretary/Treasurer.

Rabbi Milhander is also a chaplain with the Placentia Police Department and an Associate Chaplain with the Orange County Fire Authority, the first rabbi to ever serve in those positions. He was invited to serve on the Task Force to represent FIMA.

- **Annette Mugrditchian**, LCSW, is Division Manager for Orange County Health Care Agency Adult Mental Health Services. She is responsible for Adult outpatient and crisis services. As a member of the Task Force, she brought her knowledge of the many programs/services available to the homeless mentally ill in the county of Orange.
- **Sue Serbin** is a 50-year resident of Fullerton and has been an active participant in numerous organizations throughout those years: AAUW; Art Alliance at CSUF; Patrons of the Library at CSUF (past-president); Friends of the University at CSUF; Children's League of Fullerton (past president). She is retired from the Fullerton School District as Director of Community and Public Information. She was a founding member of Temple Beth Tikvah in 1964 and has been active on the election and re-election committees of many candidates for City Council, the Fullerton School District, and the Fullerton High School District. She is a founding member of the National Alliance for the Mentally Ill at Metropolitan State Hospital and is a past-president of that organization. She is also a member of the State Governor's Commission on Mental Health Hospitals. Her reasons for participating on the Task Force are rooted in her youngest child, now 41-years-old, who began showing signs of schizophrenia at the age of 15. Sue is more than aware of the hardships families face when a loved one is stricken by this tragic illness.
- **Ron Thomas** is CEO and Founder of the Kelly Thomas Memorial Foundation. During the last six months, he has brought real experience and thoughts to the committee. Some of the points that he has insisted be done, were the ideas that there were things that we/the City could implement right now, such as restrooms, showers, and laundry facilities for the homeless.

Task Force Members Dedications

This report is dedicated by the members of the Fullerton Task Force on Homelessness and Mental Health Services as follows:

- **Ellen Ahn** | Ellen dedicated her service on the Task Force to a family member who committed suicide when she was a teenager. This person inspired her to enter the helping profession and the death was a starting point for Ellen in thinking about mental health issues. She also dedicates her service to those who cannot speak for themselves, including the Korean community, which she mainly serves.
- **Maria Mazzenga Avellaneda** | Maria dedicated her service on the Task Force to the city of Fullerton. Being new to the area, she wanted to help heal the wounds and bring the community back together. By working with individuals, businesses, government and other non-profits, she believes you can rebuild community.
- **Janice DeLoof** | Janice's time of service on the Fullerton Task Force for Homelessness and the Mentally Ill is dedicated to her youngest son, Bradley John DeLoof, who suffered from untreated depression. During the last four months of his life, when he suffered from psychosis and the reoccurring thoughts of suicide ideation, he refused adequate treatment for his illness.
- **Kerry Gallagher** | Kerry dedicated her participation on the Task Force to Ryan, a dear friend from high school who was diagnosed with schizophrenia, and the Thomas family, that the solutions found might bring some healing for their loss.
- **Theresa Harvey** | Theresa dedicated her service on the Task Force to the future of Fullerton.
- **Kitty Jaramillo** | Kitty dedicated her service to her brother-in-law, Randy Jaramillo (57 years old), who is mentally handicapped and currently living in a group home. She commends the family for the dedication and resiliency in finding Randy a home that he would finally be happy in. This effort took several years to accomplish. It was not easy for Randy or the family; however, the love they had for Randy helped create this beautiful ending to what could have been a very sad situation.
- **Barb Jennings** | Barb dedicated her service to her niece, Jennifer, who has struggled with mental health issues and homelessness for 10 years.

- **Barbara W. Johnson** | Barbara dedicated her service to Ralph and Natalie Kennedy, both of whom worked for fair and affordable housing and other issues of justice and peace all their lives.
- **Pam Keller** | Pam dedicated her service to a young man she met last year at the Faces of Fullerton Event. His name is Brian, but his friends call him "lunchbox". She does not know why he is living on the streets, but as a mother, the idea of him living there has haunted her since they met. She dedicates her service on this committee to Brian, his family and those like him so that we can find a better solution than the one he is currently facing.
- **Rusty Kennedy** | Rusty dedicated his service to his niece, whose daily struggle to manage her mental illness is courageous and a learning process for all of his family.
- **Rev. Darrell McGowan** | Rev. Darrell McGowan dedicated his service on the Task Force to Kelly Thomas and all those whose needs have overwhelmed their personal and our community resources.
- **Rabbi Kenneth Milhander** | Rabbi Milhander dedicated his service to the entire community and all citizens of the great city of Fullerton.
- **Annette Mugrditchian** | Annette's service is dedicated to all those who suffer from a mental illness and those who are homeless in Orange County.
- **Sue Serbin** | Sue dedicated her service to Peter Faulders, a man who has struggled with schizophrenia for many years and who all too frequently has refused treatment. He has been one of the many homeless mentally ill people in Fullerton whose family has been unable to get help for their loved one.
- **Ron Thomas** | Ron Thomas dedicated everything that he is doing to his son, Kelly Thomas. Through the efforts of the Kelly Thomas Memorial Foundation (KTMF) and Kelly's Army, many people throughout the community have already experienced positive changes in their lives.