How is Orange County Addressing Homelessness?



GRAND JURY 2021-2022

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SUMMARY

Orange County's homeless population continues to be of great concern to residents. Seeing homeless individuals on the streets raises awareness of this persistent problem, but the elaborate efforts to address homelessness are less evident. Orange County's response to homelessness is a collaboration led by the independent Orange County Continuum of Care Board (CoC), which oversees the distribution of federal and state homeless funding. The CoC is supported by the Orange County Office of Care Coordination (OCC) which administers contracts, monitors budgets, and evaluates the results of the funded programs.

The Orange County Grand Jury (OCGJ) studied the CoC to understand how the County is working to address homelessness. The collaborative efforts led by the CoC and OCC have resulted in progress in the fight against homelessness, including a system of care across multiple levels of government programs and community providers. It further established a coordinated entry system, a cooperative homeless information system, and consolidated applications for federal and state funds. Together, the members were responsible for a quick and effective response to the coronavirus disease (COVID) pandemic on the homeless, an increase in the number of shelter beds, a decrease in homeless encampments, more outreach and treatment alternatives, and new housing vouchers being available for permanent housing.

This collaborative system of care developed by the CoC and OCC amounts to a great achievement. The graphs in this OCGJ report show the increased outreach, prevention efforts, shelter beds provided, and permanent housing made available that the CoC and OCC achieved. They also show the additional system of care resources provided by the County of Orange to prevent people from falling into homelessness. Unfortunately, from 2018 to 2021, exits from the CoC homeless system to permanent housing have hovered between 24 percent and 32 percent.[1]

Orange County is addressing homelessness with elaborate systems even beyond the efforts of the CoC and OCC, but the reality of homelessness is that despite these programs our system has shortcomings and bottlenecks. This OCGJ found that: South Orange County needs an emergency shelter; homeless individuals suffering from mental illness and substance abuse need court-ordered treatment; Orange County does not have enough housing affordable to individuals exiting homeless shelters; and youth aging out of foster care do not have enough safe housing, resulting in many falling into homelessness.

BACKGROUND

There are numerous causes of homelessness. These causes range from poverty, unemployment, lack of affordable housing, and individual issues of mental and/or substance use disorders. Other risk factors include medical problems, physical disability, domestic violence, and youth aging out of the child-care system.[2]

The continuum of care concept was created by HUD in 1994 to promote communitywide commitment to the goal of ending homelessness. HUD provided funding to quickly rehouse

[1] 211 OC, Longitudinal Systems Analysis, FY 2018 through 2021, from HMIS data.
[2] US Department of Health and Human Services, Substance Abuse and Mental Health Services Administration.

individuals and families, promote participation in programs for the homeless, and optimize self-sufficiency among those experiencing homelessness.[3]

HUD recommended the collaborative development of plans to end homelessness in all communities receiving HUD funding. In response, Orange County created the Commission to End Homelessness that published a Ten-Year Plan to End Homelessness in 2012.[4] Over the ensuing decade, implementation of this model Ten-Year Plan was beyond the power of the Commission and major parts of the plan were not achieved.

Meanwhile, in 2009, HUD outlined the process of building a collaborative CoC comprised of organizations and individuals dedicated to ending homelessness. The CoC was created in 2016 along with the OCC. HUD, the major funder of homeless programs, gave the CoC responsibility for prioritizing the distribution of competitive federal homeless assistance program monies. The strategy of the CoC is to prioritize funding of programs that focus on four pillars: Prevention, Outreach, Shelter, and Housing.

Mixed Success in Addressing Homelessness

In Orange County, various approaches to manage homelessness have been tried with varying levels of success.

- **Moving the Homeless:** When businesses and residents complained about homeless individuals, police were expected to relocate them. Pushing homeless individuals out of town sometimes resulted in simply shifting the problem to neighboring communities.
- **Ordinances by Cities:** Ordinances that criminalized camping on public property or loitering contributed to the incarceration of homeless individuals, including many suffering from mental illness and substance abuse issues. Orange County Sheriff Don Barnes commented, "By default, the Orange County Jail had become the de facto mental hospital of Orange County…. [in] 2018, Orange County jails had about 2,200 inmates with severe mental illnesses."[5]
- **Housing and Treatment:** Recent approaches that emphasized housing only or treatment only fell short in substantially reducing homelessness.
- **Local Opposition Prevented Shelter and Housing:** In Orange County, early efforts to provide low-threshold emergency shelters[6] to get individuals off the streets were met with local opposition in most communities, as were developments of housing affordable to individuals exiting shelters. The development of a Coordinated Entry System (CES)[7] helped reduce the neighborhood impact of shelters.

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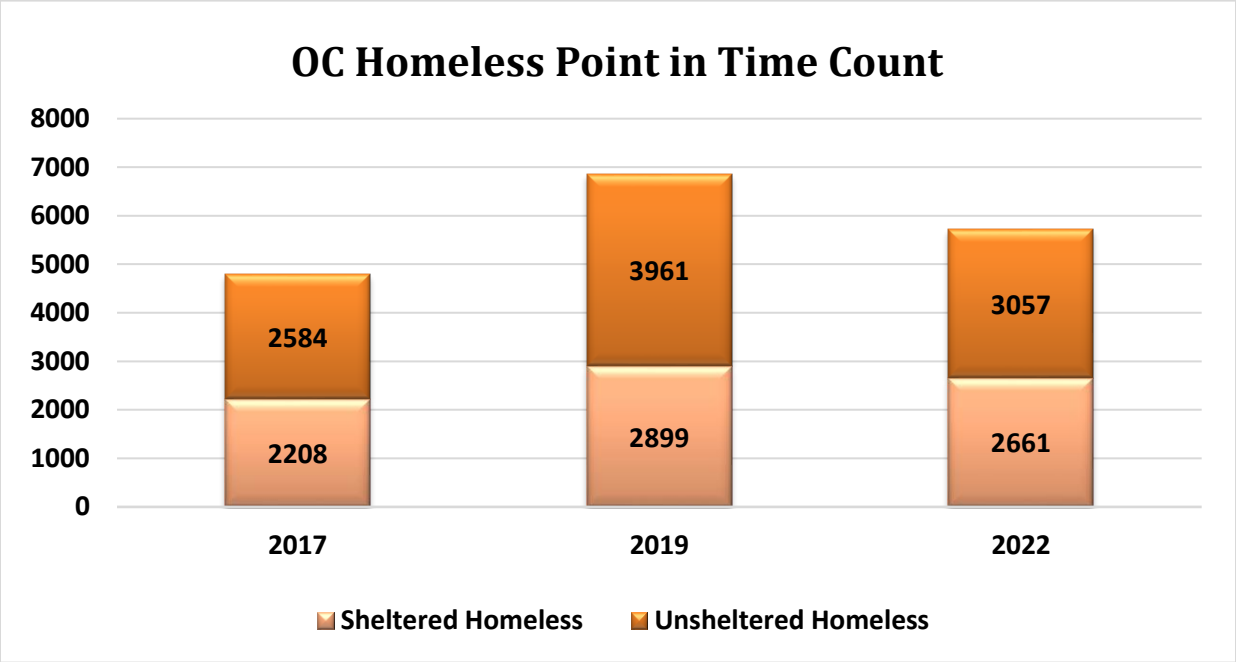
[3] HUD Office of Community Planning and Development, Continuum of Care 101, June 6, 2009.
[4] Orange County Ten Year Plan to End Homelessness, 2012.
[5] Nick Gerda, "OC Mental Health Jail Expansion Draws Pushback and Debate", Voice of OC, October 23, 2019.
[6] A Low-Threshold Emergency Shelter offers an alternative to living on the streets. Individuals in these shelters must comply with the shelter rules but are not required to be drug and alcohol free.
[7] Coordinated Entry System (CES) is a shared database between service providers that shuttles homeless individuals in and out of shelters eliminating walk-in and walk-out shelter access that caused community opposition. The CES is also a point of referral into permanent housing.

- **Prevention Investments:** Additional assistance for rent or utilities, as well as Section 8 housing vouchers, resulted in increased financial stability of individuals at danger of becoming homeless.
- **Outreach Expanded:** More homeless individuals were reached through trust-building and outreach efforts resulting in increased numbers being sheltered.
- **Increased Shelter:** Emergency shelter beds available to the homeless increased providing immediate help to more of the unhoused.
- **Permanent Housing Added:** Some permanent housing opportunities increased through new HUD vouchers, as well as County of Orange Permanent Supportive Housing developments.

Point in Time Count

The HUD-mandated Point in Time Count (PIT)[8] is a national effort to create a census of homeless individuals every two years. While this one-day initiative to contact and count the homeless is assumed to result in a significant undercount, it is a consistent approach which shows comparable data collected over time. The most recent PIT was conducted in 2022 and reported a decrease of 1,142 homeless individuals counted in Orange County.

North and Central SPA cities sheltered 49% of their homeless while South SPA cities sheltered on 28% of their homeless according to the 2022 PIT.[9]



[8] Point in Time Count, Orange County Office of Care Coordination, May 2022
[9] *Ibid.*

"John" was a homeless man who lived in Hart Park in the City of Orange for several years. He sought housing at the County "BRIDGES at Kraemer" shelter, where he stayed for seven months. He was an Army Veteran and during his time at BRIDGES, the staff worked with him to obtain identification and get his veteran benefits. ***Together they developed a housing plan and found a permanent home for him*** *in Fountain Valley. He reported his joy when BRIDGES staff even gave him transportation to his new home where he now lives.*

Federal Court Intervenes and Regional Shelters Are Opened

In response to a lawsuit against the County of Orange filed on behalf of the homeless individuals living in large encampments along the Santa Ana River and other public property, a federal District Court got involved in overseeing the County's actions to clear the encampments.

On February 13, 2018, US District Court Judge David Carter ordered that "OC officials, cities and homeless advocates collaborate to find shelter for hundreds of people who have been living in the camps."[10] Judge Carter issued a Temporary Restraining Order barring the arrest of those living along the Santa Ana River stating, "That order will stand until public officials can identify an alternative place to house those living along the river trail."[11]

As a result of this litigation, on July 23, 2019, the District Court brokered a Settlement Agreement between the County of Orange and the advocates for the homeless.[12] This agreement outlined the number of emergency shelter beds that must be developed in each Orange County Service Planning Area (SPA)[13], before any homeless individuals could be removed from the encampments. This agreement was later adopted by North and Central SPA cities to avoid litigation and became a major impetus to opening low-threshold emergency shelters in the North and Central OC communities. South OC SPA cities did not sign the Settlement Agreement and no new low-threshold emergency shelters have subsequently been opened to meet the need of the South OC homeless identified in the OCGJ investigation.

REASON FOR THE STUDY

Homelessness continues to be one of the most frequently identified issues of concern to Orange County residents.[14] Previous Grand Juries examined efforts to address homelessness and made recommendations, many of which have been implemented.[15] Yet concerns about homelessness persist in our communities. The purpose of this report is to discuss the effectiveness of the CoC and OCC in collaborating to address Orange County's homelessness through the services that are provided by the 37 contracts they authorize and oversee. The Grand Jury sought to evaluate the

[10] Hannah Fry and Doug Smith, "Frustrated judge demands O.C. find shelter for homeless being evicted from camps", Los Angeles Times, February 14, 2018
[11] *Ibid.*
[12] "Federal Judge Approves Settlement of Homeless Lawsuits", City News Service, July 23, 2019.
[13] Service Planning Area (SPA) is the division of Orange County cities into three regional areas North, Central, and South, for the purpose of facilitating regional collaboration in the provision of services to the homeless.
[14] OC Annual Survey, Chapman University 2020.
[15] OCGJ Report 2017-18.

amount of money is being spent, the outcomes achieved, and whether this investment of public dollars is making a difference.

"James" abruptly found himself ***homeless and on the street at the age of 18 when his foster parents said they had completed their obligation to him****. With few resources, he turned to friends who let him "couch surf", and then out of desperation, enlisted in the military. After his service, he returned to Orange County where found a friend to stay with and worked to get back on his feet. His lifelong struggles with homelessness coupled with excessive anger issues, addictions, and recovery from negative childhood experiences have required committing to radical personal change. Today in his early 50s, James has a job, and a mission to serve his community, teaching kids and helping the homeless with food, resources, and advice.*

METHOD OF STUDY

- Reviewed CoC contracts, budgets, and performance evaluations.
- Toured emergency shelters, food service providers, substance abuse and mental health treatment programs, and the Collaborative Courts.
- Interviewed federal authorities, city managers, shelter providers, homeless outreach workers, law enforcement personnel, county staff responsible for shelter and affordable housing, mental health professionals, OC jail staff, and homeless individuals.
- Reviewed documents including the Ten-Year Plan to End Homelessness, Continuum of Care Board minutes and reports, previous California Grand Jury reports, budgets, articles, and litigation.
- Conducted internet research on homeless issues.

INVESTIGATION AND ANALYSIS

Orange County Continuum of Care Collaboration

Since 1998, Orange County has developed a comprehensive regional continuum of care to address homelessness in Orange County. This collaboration covers Orange County's 34 cities and unincorporated areas. County departments and agencies, local governments, homeless, housing, supportive service providers, and community groups (including non-profits, faith-based organizations, interested business leaders, schools, individuals with lived experience, and many other stakeholders) joined as participants with the shared mission to address homelessness.

The Orange County Continuum of Care Board (CoC), created in 2016, is the governing body for the continuum of care, whose goal is to oversee and implement this strategic collaboration as authorized by federal legislation.[16] The CoC is comprised of diverse representatives of the collaborative participants.

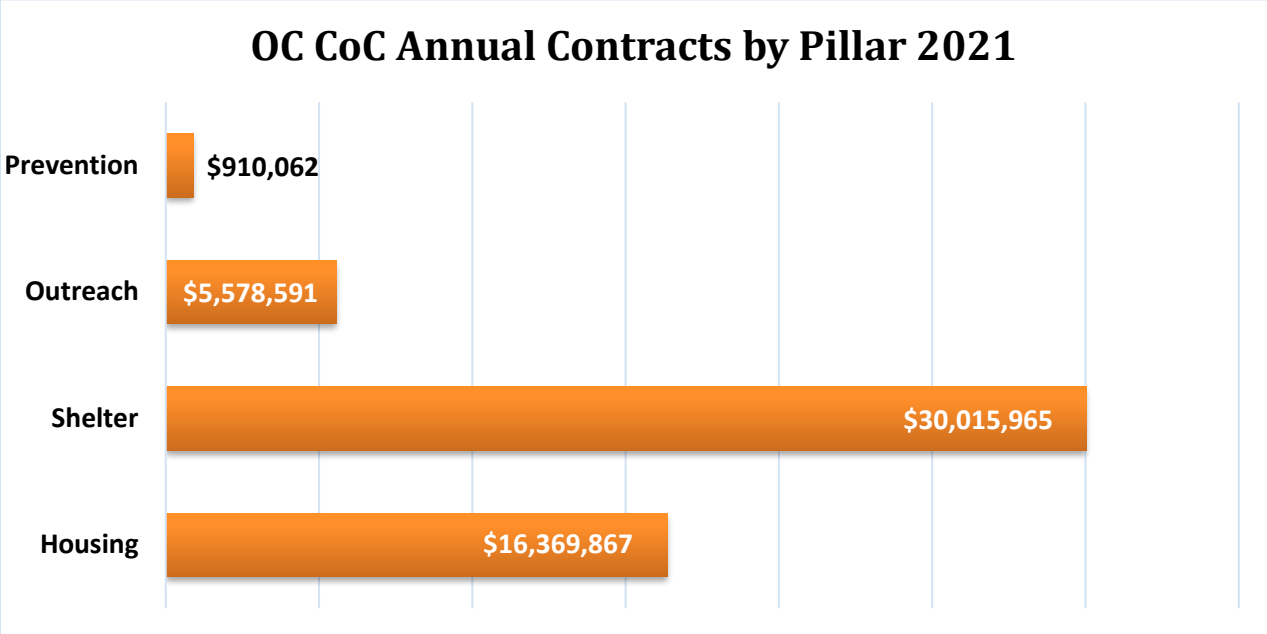
[16] Subtitle C of Title IV of the McKinney-Vento Homeless Assistance Act, (42 U.S.C.11381-11389).

The CoC vision is to develop a dignified and equitable system to permanently house those experiencing homelessness, on a collaborative and regional basis, to allocate funds to match the greatest needs.

Prioritizing Homeless Funding

The CoC Board is responsible for the distribution of federal, state, and local funding to address homelessness. These dollars are restricted for specific uses by the funding sources. The CoC prioritizes awarding contracts based on four strategic pillars, and the OCC administers, monitors, and evaluates the contracts. The four pillars are:

1. **Prevention** - short-term intervention to keep people in their homes, avoid eviction, and stabilize their housing.
2. **Outreach** - seeking, reaching out to, and engaging individuals as a first step towards ending their homelessness and providing services to develop self-sufficiency and independence.
3. **Shelters-** temporary residence providing protection from exposure and a safety net for the homeless.
4. **Housing** - including housing coupled with treatment and supportive services enables greater potential success of homeless individuals suffering from mental illness and substance abuse.



Source: Office of Care Coordination.[17]

[17] Contract Inventory 2021, Orange County Office of Care Coordination.

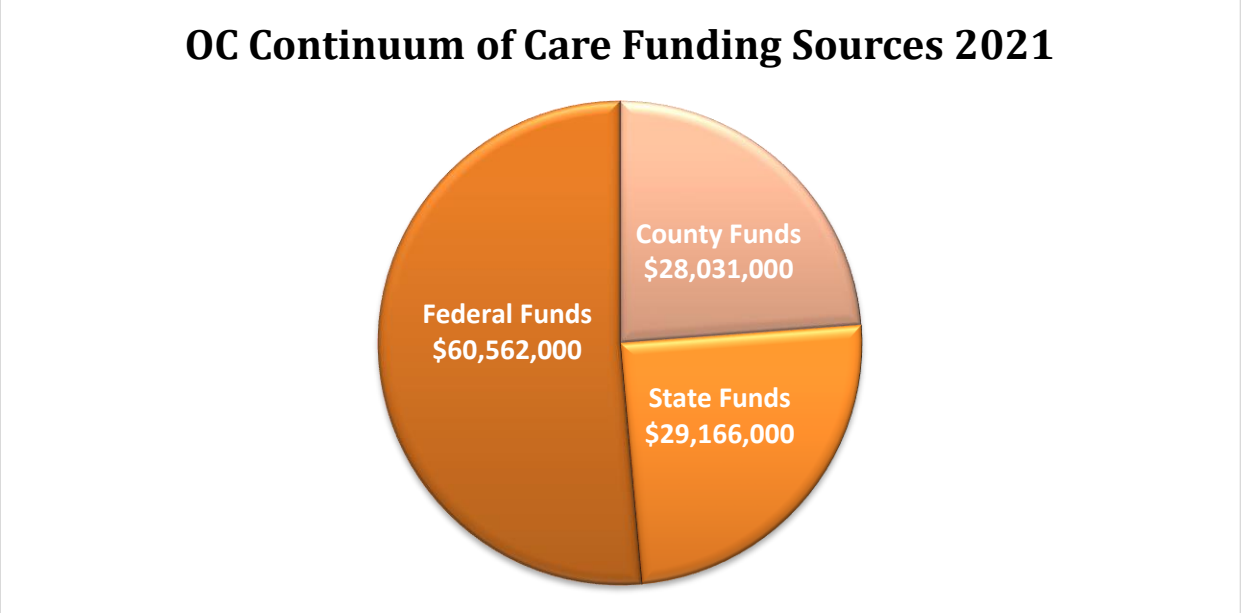
Continuum of Care Funding Oversight

The CoC oversees 37 contracts that outline the terms and agreements as to what services must be provided, and which funding source is used (such as the County General Fund, or various state and federal grants). The source of funds dictates how the funds must be used.

The CoC receives funding through various state and federal sources through a Notice of Funding Availability. The CoC issues a Request for Proposals to which qualified non-profits submit proposals. The CoC and the Commission to End Homelessness work together to establish funding priorities. The CoC selects which proposals to fund and sends them to the Board of Supervisors for legal approval.

All contracts specify that audits may be required. Audits are based on performance and proper use of funds required by the funding source. The County can also request an audit at any time during the contract term. The OCC monitors the contracts through a monthly Expenditure and Revenue report. Along with this financial review, the County conducts yearly site visits for each contract. The on-site audit reviews all aspects of the contract obligations to ensure that the contractors are compliant with the specifications of the funding.

Contractors who meet or exceed their requirements are typically renewed. Those who fail are given the opportunity to explain unexpected hurdles they faced, such as COVID issues or other unavoidable circumstances. After a full review, the CoC Board decides whether to renew or terminate a contract.



NOTE: This pie chart includes some grants awarded for multiple years. *Source: Office of Care Coordination.*[18]

[18] *Ibid.*

Major Funding Sources Overseen by the CoC

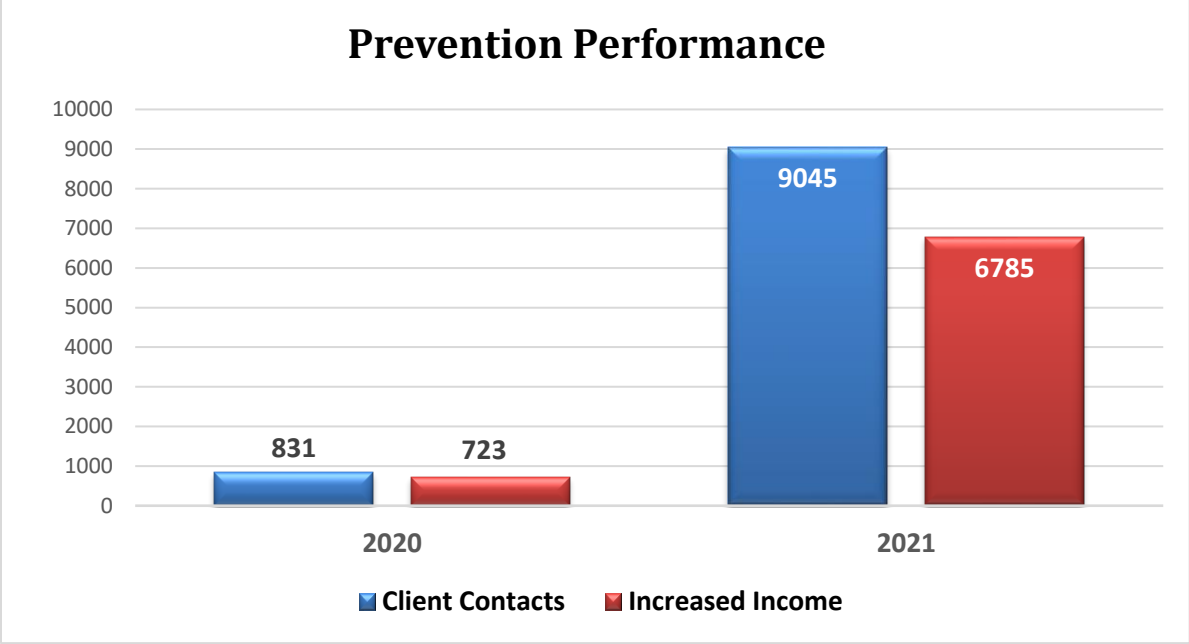
A variety of federal, state, and county restrictive grants with specific uses required make up the funding that the CoC allocates.[19]

CoC Process to Address Homelessness

OCGJ sought to evaluate the effectiveness of the CoC contracts under each pillar using the data from the Homeless Management Information System (HMIS) which is the shared database of all homeless services providers required by HUD for CoC's and maintained by the non-profit 211 OC.

1. **Prevention -** CoC investments in homeless prevention, include rental and utility assistance, as well as housing vouchers, and are measured as "increased income" in the graph below.

   The CoC system does not represent the only County of Orange expenditures to prevent homelessness. The County allocates significant amounts of funding to prevent individuals and families from becoming homeless as outlined later in this report.



[19] Grant sources include: American Recovery Plan Act (ARPA)*, Business, Consumer and Housing Agency, COVID 19 Tenant Relief Act (BCSH)*, California Emergency Solution Housing (CESH), Consolidated Appropriations Act for Rental Assistance (CAA), Coronavirus Aid, Relief and Economic Security Act (CARES)*, Federal Continuum of Care fund (CoC), Homeless Emergency Aid Program (HEAP), Homeless Housing Assistance Prevention (HHAP), HUD Emergency Shelter Grant program (ESG), HUD Housing Community Development (HCD), Orange County General Fund (GF). * *COVID Related Funding.*

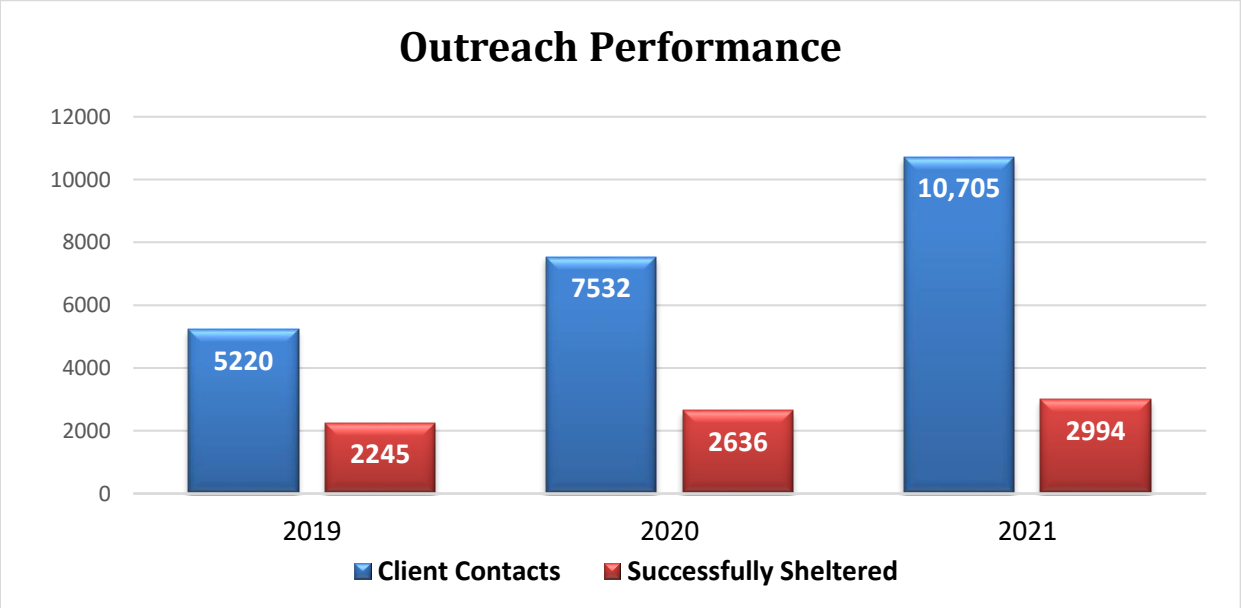
A homeless man hanging out at a volunteer organization that provides food and assistance to the homeless described his experience in Orange. He stated that because he did not have a home, he was constantly stopped and harassed by the police, both physically and mentally. He believed that the ***Be Well Center was just a trick to get people off the streets. They would 5150*** *(72-hour mental health hold)* ***everyone referred to their program and no one ever saw them again.***

2. **Outreach –** Outreach efforts of CoC non-profit contractors resulted in successful exits from homelessness to shelter increasing about 33 percent from 2,245 in 2019 to 2,994 in 2021. In that period, outreach efforts by non-profits seeking to build trust with homeless individuals resulted in the doubling of client contacts, to over 10,000 a year. Increasing client contacts, building trust, and successful entrance into shelter are measures of successful outreach programs.

   Some people believe that chronically homeless individuals do not want permanent housing and are resistant to programs. While this may be true in some cases, the OCGJ learned several reasons for this resistance, including:

   - Individuals who lack trust in outreach program staff due to promises previously broken.
   - Substance abusers who are not ready for treatment.
   - Mentally ill individuals who lack awareness of their illness.
   - Individuals who fear for their safety in shelters or housing.
   - Individuals who do not like the rule that forbids walking in and out of the shelter and require access by arranged transportation only.

The OCGJ learned from law enforcement and shelter officials that there were not enough rehabilitation and treatment facilities and services to meet the need of homeless Orange County residents suffering from mentally illness or substance abuse.



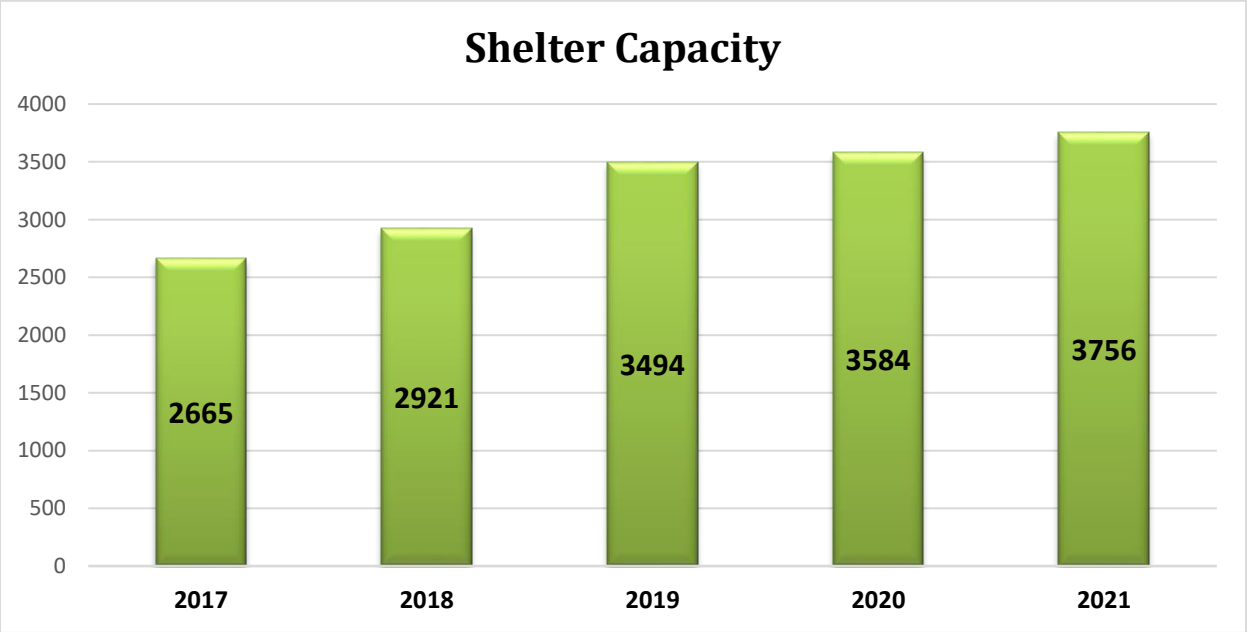
Source: 211 OC, HMIS data, 2019-21

3. **Shelter -** Emergency shelter capacity increased over 40 percent from 2,665 in 2017 to 3,756 in 2021, primarily in North and Central SPA cities. This increase helped to temporarily house many of the homeless of Orange County.

   Low-Threshold Emergency Shelters are open to all individuals whose behavior is consistent with the shelter rules. This includes individuals who are suffering mental illness as well as those who are still using drugs and alcohol. The County of Orange funds two such shelters, BRIDGES in the North SPA and YALE in the Central SPA, but has been unsuccessful in siting a shelter in South SPA.

   Navigation Centers are emergency shelters that are funded by cities and other sources. Shelters have opened in Anaheim, Buena Park, Fullerton, Huntington Beach, Laguna Beach, Placentia, Tustin, and Santa Ana. Additional shelters are operated by various non-profits and faith-based organizations around Orange County. The OCGJ found that no low-threshold emergency shelters had been opened in South SPA cities to meet the identified need.

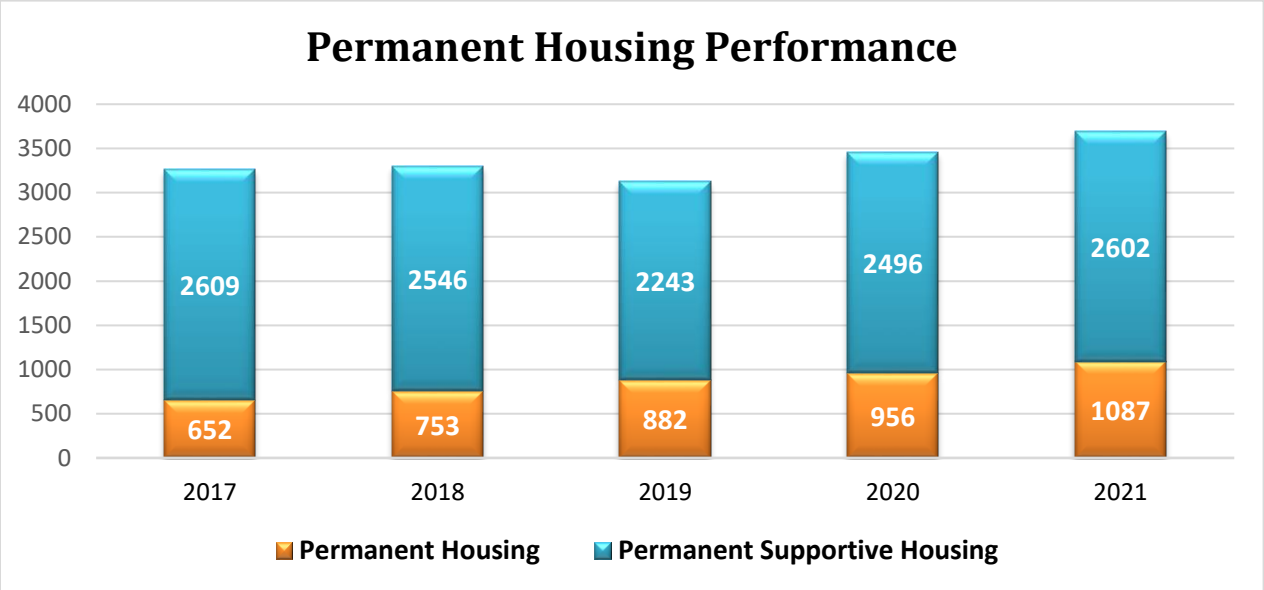
   Various levels of service are provided at the emergency shelters in addition to safe beds, food, and showers. The low-threshold, multi-service county shelters work with the residents to do the following: develop a plan to get into permanent housing; get job training and secure a job; obtain benefits for which they qualify, such as veterans, general relief, disability, or other public assistance; get into treatment programs to help with their substance abuse or mental illness; receive medical care and needed medicine; and overcome other individual challenges to independent living.



Note: Numbers include year-round and seasonal shelters, and 517 temporary COVID beds. [20]

[20] HIC Report Year Over Year 2017-21, 211 OC, Orange County, 2021.

4. **Housing -** Permanent housing, including Permanent Supportive Housing (PSH), has increased 13 percent over the last five years, from 3,261 in 2017 to 3,689 in 2021.



Source: 211 OC Housing Inventory Count 2017-21[21]

- **Housing Vouchers** (Section 8) are issued by local Housing Authorities who set aside some for the homeless. They prioritize individual veterans, disabled, and families with children, as well as designating some for PSH projects. Vouchers are a permanent housing subsidy that require individuals to contribute 30 percent of their income to rent.
- **Exits from emergency shelters** to permanent housing were limited not only by the number of vouchers available, but by the inability of homeless individuals to find housing where landlords would accept vouchers. From 2018 to 2021, exits from the CoC homeless system to permanent housing have hovered between 24 and 32 percent.[22]
- **2,700 PSH** units were needed according to the PIT count in 2017. PSH is for homeless individuals who are living with disabilities and mental illness. OC Housing Community Development leveraged California Mental Health Services Act funds resulting in 2,700 PSH units being built, approved, or in the planning stage as of 2022.
- **Treatment programs** for homeless individuals, who could benefit from permanent housing but require treatment programs to be successful, are in short supply.
- **Transitional Aged Youth** (TAY), are 16–24-year-olds who age out of the Foster Care system. They are vulnerable and many become homeless. The CoC funds one shelter with 25 beds for TAY where the waiting list for a bed is nine months. During the pandemic, housing vouchers for TAY increased from five to 120 but fell short of meeting the 150 beds needed.[23]

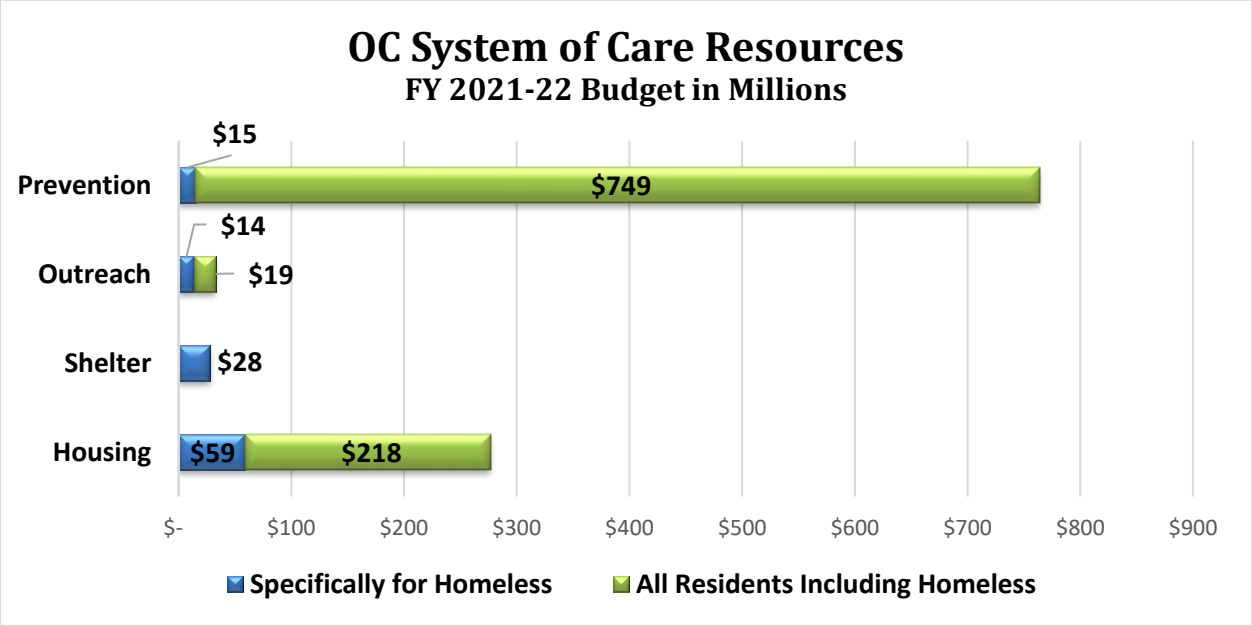
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[21] Orange County Housing Stock, 211 OC, Housing Inventory Count 2021 Report.
[22] Longitudinal Systems Analysis, 211 OC, FY 2018 through 2021.
[23] Dr. Shauntina Sorrells, MSW, DSW, Chief Program Officer, Orangewood Children's Home, Chair CoC TAY Committee, in a presentation to OC Supervisor Foley's Forum on Homelessness, Santa Ana, April 20, 2022.

OC System of Care Resources

While the CoC represents the targeted collaboration to combat homelessness envisioned by HUD, there are additional programs in the Orange County System of Care that serve homeless individuals through other County agencies, such as the following:

- **Prevention** - Health care services which include: mental health, substance abuse treatment, and public health (infectious disease control); public assistance programs such as: Cal Fresh (EBT, food assistance), Cal WORKS (job training), Cash Assistance Program for Immigrants, Medi-Cal, and General Relief (cash assistance).
- **Outreach** - Link to Services, Housing, Treatment, Basic Skills, and Job Training.
- **Shelter** - All emergency shelter funds go through the CoC Board.
- **Housing** - Housing Choice Vouchers, and Supportive Housing.



Source County of Orange [24]

Total Orange County Cost of Homelessness

In addition to the costs of the Orange County System of Care, the county spends significant funds annually on homeless individuals in jail and in the criminal justice system. When these expenditures are included, Orange County homeless costs were an estimated $1.6 billion in FY 2021.[25]

The graphs in this OCGJ report illustrate the increased outreach, prevention, shelter, and permanent housing that the CoC and OCC achieved, as well as additional system of care

[24] OC System of Care Resources, FY 2021-22, Orange County Office of Care Coordination.
[25] OC District 2 Services Assessment Final Report, Moss Adams, February 2022.

resources provided by the County of Orange. The 2022 Point in Time count documents the resulting decrease in homelessness, even as it shows the remaining challenges.

These County of Orange investments to address homelessness make a big difference by taking many people off the streets, providing shelters with basic services, giving needed medical and mental health care, helping with job training, and creating some permanent housing. While these investments are essential, they do not go far enough to house all the homeless people living in Orange County; in fact, only about 30 percent of the individuals exiting temporary shelters move into permanent housing.

The challenge of homelessness in our changing economy has been evolving as have our systems of care and prevention. It is clear that no one approach is going to eradicate homelessness. However, if we continue to come together to learn and to improve our collective efforts, we will enable greater success in the exhaustive task of serving this vulnerable population in our community.

FINDINGS

Based on its investigation described in this report, the 2021-2022 Orange County Grand Jury has arrived at the following findings:

F1 South Orange County SPA cities lack low-threshold emergency shelters resulting in more homeless encampments and individuals living on the streets.

F2 Too many of the homeless who are severely and persistently mentally ill and those with addiction issues end up incarcerated instead of more appropriate placements.

F3 The County of Orange and cities within Orange County have been inconsistent in collaboration for support of shelters and services, which has resulted in missed opportunities to end homelessness.

F4 There are an insufficient number of rental units available to those exiting Emergency Shelters, resulting in the majority returning to homelessness when leaving the shelters.

F5 The Office of Care Coordination, in collaboration with the Continuum of Care Board, provides an effective community-based system of setting priorities to address homelessness, learning best practices, awarding and monitoring contracts, and overseeing a comprehensive system of care. However, the challenge of housing all our homeless requires much more.

F6 Transitional Aged Youth who age out of the Foster Care system are a vulnerable population that often become homeless and need assistance in finding housing. There are insufficient resources to adequately serve these young people.

RECOMMENDATIONS

Based on its investigation described herein, the 2021-2022 Orange County Grand Jury makes the following recommendations:

R1 By July 1, 2023, the CoC and County of Orange should leverage funding to persuade South Orange County cities to open a regional, low-threshold emergency shelter for the homeless, in addition to the Laguna Beach Friendship Shelter. (F1)

R2 By July 1, 2023, South OC SPA cities should collaborate in siting and funding a low-threshold emergency shelter for the homeless, in addition to the Friendship Shelter in Laguna Beach. (F2)

R3 The CoC should fund programs in fiscal year 2022-23 for people with severe and persistent mental illness and addiction issues to receive supervised care and treatment. (F2)

R4 By July 1, 2024, the County of Orange and cities should collaborate to open facilities that can house people with severe and persistent mental illness and addiction issues in a secure setting. (F2)

R5 By July 1, 2023, the County of Orange, cities and CoC should collaborate to encourage the development of housing affordable to individuals exiting the emergency shelters in Orange County. (F3, F4, F5)

R6 By December 1, 2022, the County of Orange, cities and CoC should collaborate to increase the number of housing opportunities for Transitional Aged Youth. (F6)

COMMENDATIONS

Continuum of Care - The Orange County Grand Jury commends the broad-based collaboration between the County, cities, non-profit shelter and service providers, homeless advocates, faith-based organizations helping the homeless and hungry, and public and private entities, known as the Continuum of Care. This federally supported initiative has a representative board of directors and enjoys the highly effective professional support of the County of Orange Office of Care Coordination.

The OCGJ toured facilities and interviewed those engaged at all levels in this community-wide endeavor and was impressed at the dedication and caring to help the less fortunate in our County.

During the OCGJ investigation into the CoC, several exceptional organizations and dedicated individuals were brought to our attention. While not a direct part of our focus on the CoC, they were part of this broad community effort to address homelessness so the OCGJ thought they warranted honorable mention, including:

- **Be Well OC** in Orange is an innovative collaboration to provide outreach vans with mental health crisis teams, and a residential facility to reduce the incarceration of individuals with mental illness and/or substance abuse problems.
- **Mary's Kitchen** in the city of Orange provides dignified services including food to the walk-in homeless. Additionally, clients can receive mail and take showers.

- **Navigation Centers** in the cities of Laguna Beach, Fullerton, Buena Park, Placentia, Tustin, and Huntington Beach are providing critical shelter and services to the homeless.
- **Orange County's Emergency Shelters,** Yale, and Bridges at Kraemer are unique multi-service, low-threshold shelters run by PATH and Mercy House respectfully.
- **Outreach and Prevention** work being done by City Net and city homeless liaisons are the front line in reaching the chronically homeless.
- **Permanent Housing** is being developed by many entities overcoming various obstacles. The Grand Jury commends Jamboree Housing for their successful PSH units we toured, and the OC Housing Community Development department for their success in leveraging partnerships to create 2700 units of PSH.
- **The Salvation Army** operates a low-threshold, comprehensive homeless shelter for the City of Anaheim and is in the process of building an adjacent apartment complex with permanent supportive housing.
- **US District Court Judge David Carter** played an extraordinary role in bringing the cities and county to the table with the advocates and homeless to create change. His "hands on" approach demonstrated the compassion he expected of all.
- **Whatever It Takes (WIT) Collaborative Court** is an initiative to help high risk, high need, convicted felons, to be successfully reintegrated into society. Coordinated resources and guidance are offered to complete a program of sobriety, housing, employment, counseling, relationship issues, and consistent healthy behavior.

RESPONSES

California Penal Code Section 933 requires the governing body of any public agency which the Grand Jury has reviewed, and about which it has issued a final report, to comment to the Presiding Judge of the Superior Court on the findings and recommendations pertaining to matters under the control of the governing body. Such comment shall be made *no later than 90 days* after the Grand Jury publishes its report (filed with the Clerk of the Court). Additionally, in the case of a report containing findings and recommendations pertaining to a department or agency headed by an elected County official (e.g., District Attorney, Sheriff, etc.), such elected County official shall comment on the findings and recommendations pertaining to the matters under that elected official's control *within 60 days* to the Presiding Judge with an information copy sent to the Board of Supervisors.

Furthermore, California Penal Code Section 933.05 specifies the manner in which such comment(s) are to be made as follows:

(a) As to each Grand Jury finding, the responding person or entity shall indicate one of the following:

(1) The respondent agrees with the finding.

(2) The respondent disagrees wholly or partially with the finding, in which case the response shall specify the portion of the finding that is disputed and shall include an explanation of the reasons therefor.

(b) As to each Grand Jury recommendation, the responding person or entity shall report one of the following actions:

(1) The recommendation has been implemented, with a summary regarding the implemented action.

(2) The recommendation has not yet been implemented, but will be implemented in the future, with a time frame for implementation.

(3) The recommendation requires further analysis, with an explanation and the scope and parameters of an analysis or study, and a time frame for the matter to be prepared for discussion by the officer or head of the agency or department being investigated or reviewed, including the governing body of the public agency when applicable. This time frame shall not exceed six months from the date of publication of the Grand Jury report.

(4) The recommendation will not be implemented because it is not warranted or is not reasonable, with an explanation therefor.

(c) If a finding or recommendation of the Grand Jury addresses budgetary or personnel matters of a county agency or department headed by an elected officer, both the agency or department head and the Board of Supervisors shall respond if requested by the Grand Jury, but the response of the Board of Supervisors shall address only those budgetary /or personnel matters over which it has some decision-making authority. The response of the elected agency or department head shall address all aspects of the findings or recommendations affecting his or her agency or department.

The Orange County Grand Jury requires and requests the following responses:

90 Day Response Required	F1	F2	F3	F4	F5	F6
OC Board of Supervisors	X	X	X	X	X	X
90 Day Response Required	R1	R2	R3	R4	R5	R6
OC Board of Supervisors	X	X	X	X	X	X

90 Day Response Required	F1	F2	F3	F4	F5	F6
Aliso Viejo	X		X	X		
90 Day Response Required	R1	R2	R3	R4	R5	R6
Aliso Viejo	X	X		X	X	X

90 Day Response Required	F1	F2	F3	F4	F5	F6
Anaheim			X	X		
90 Day Response Required	R1	R2	R3	R4	R5	R6
Anaheim				X	X	X

90 Day Response Required	F1	F2	F3	F4	F5	F6
Brea			X	X		
90 Day Response Required	R1	R2	R3	R4	R5	R6
Brea				X	X	X

90 Day Response Required	F1	F2	F3	F4	F5	F6
Buena Park			X	X		
90 Day Response Required	R1	R2	R3	R4	R5	R6
Buena Park				X	X	X

90 Day Response Required	F1	F2	F3	F4	F5	F6
Costa Mesa			X	X		
90 Day Response Required	R1	R2	R3	R4	R5	R6
Costa Mesa				X	X	X

90 Day Response Required	F1	F2	F3	F4	F5	F6
Cypress			X	X		
90 Day Response Required	R1	R2	R3	R4	R5	R6
Cypress				X	X	X

90 Day Response Required	F1	F2	F3	F4	F5	F6
Dana Point	X		X	X		
90 Day Response Required	R1	R2	R3	R4	R5	R6
Dana Point	X	X		X	X	X

90 Day Response Required	F1	F2	F3	F4	F5	F6
Fountain Valley			X	X		
90 Day Response Required	R1	R2	R3	R4	R5	R6
Fountain Valley				X	X	X

90 Day Response Required	F1	F2	F3	F4	F5	F6
Fullerton			X	X		
90 Day Response Required	R1	R2	R3	R4	R5	R6
Fullerton				X	X	X

90 Day Response Required	F1	F2	F3	F4	F5	F6
Garden Grove			X	X		
90 Day Response Required	R1	R2	R3	R4	R5	R6
Garden Grove				X	X	X

90 Day Response Required	F1	F2	F3	F4	F5	F6
Huntington Beach			X	X		
90 Day Response Required	R1	R2	R3	R4	R5	R6
Huntington Beach				X	X	X

90 Day Response Required	F1	F2	F3	F4	F5	F6
Irvine	X		X	X		
90 Day Response Required	R1	R2	R3	R4	R5	R6
Irvine	X	X		X	X	X

90 Day Response Required	F1	F2	F3	F4	F5	F6
La Habra			X	X		
90 Day Response Required	R1	R2	R3	R4	R5	R6
La Habra				X	X	X

90 Day Response Required	F1	F2	F3	F4	F5	F6
La Palma			X	X		
90 Day Response Required	R1	R2	R3	R4	R5	R6
La Palma				X	X	X

90 Day Response Required	F1	F2	F3	F4	F5	F6
Laguna Beach			X	X		
90 Day Response Required	R1	R2	R3	R4	R5	R6
Laguna Beach				X	X	X

90 Day Response Required	F1	F2	F3	F4	F5	F6
Laguna Hills	X		X	X		
90 Day Response Required	R1	R2	R3	R4	R5	R6
Laguna Hills				X	X	X

90 Day Response Required	F1	F2	F3	F4	F5	F6
Laguna Niguel	X		X	X		
90 Day Response Required	R1	R2	R3	R4	R5	R6
Laguna Niguel	X	X		X	X	X

90 Day Response Required	F1	F2	F3	F4	F5	F6
Laguna Woods	X		X	X		
90 Day Response Required	R1	R2	R3	R4	R5	R6
Laguna Woods	X	X		X	X	X

90 Day Response Required	F1	F2	F3	F4	F5	F6
Lake Forest	X		X	X		
90 Day Response Required	R1	R2	R3	R4	R5	R6
Lake Forest	X	X		X	X	X

90 Day Response Required	F1	F2	F3	F4	F5	F6
Los Alamitos			X	X		
90 Day Response Required	R1	R2	R3	R4	R5	R6
Los Alamitos				X	X	X

90 Day Response Required	F1	F2	F3	F4	F5	F6
Mission Viejo	X		X	X		
90 Day Response Required	R1	R2	R3	R4	R5	R6
Mission Viejo	X	X		X	X	X

90 Day Response Required	F1	F2	F3	F4	F5	F6
Newport Beach			X	X		
90 Day Response Required	R1	R2	R3	R4	R5	R6
Newport Beach				X	X	X

90 Day Response Required	F1	F2	F3	F4	F5	F6
Orange			X	X		
90 Day Response Required	R1	R2	R3	R4	R5	R6
Orange				X	X	X

90 Day Response Required	F1	F2	F3	F4	F5	F6
Placentia			X	X		
90 Day Response Required	R1	R2	R3	R4	R5	R6
Placentia				X	X	X

90 Day Response Required	F1	F2	F3	F4	F5	F6
Rancho Santa Margarita	X		X	X		
90 Day Response Required	R1	R2	R3	R4	R5	R6
Rancho Santa Margarita	X	X		X	X	X

90 Day Response Required	F1	F2	F3	F4	F5	F6
San Juan Capistrano	X		X	X		
90 Day Response Required	R1	R2	R3	R4	R5	R6
San Juan Capistrano	X	X				

90 Day Response Required	F1	F2	F3	F4	F5	F6
Santa Ana			X	X		
90 Day Response Required	R1	R2	R3	R4	R5	R6
Santa Ana				X	X	X

90 Day Response Required	F1	F2	F3	F4	F5	F6
Seal Beach			X	X		
90 Day Response Required	R1	R2	R3	R4	R5	R6
Seal Beach				X	X	X

90 Day Response Required	F1	F2	F3	F4	F5	F6
Stanton			X	X		
90 Day Response Required	R1	R2	R3	R4	R5	R6
Stanton				X	X	X

90 Day Response Required	F1	F2	F3	F4	F5	F6
Tustin			X	X		
90 Day Response Required	R1	R2	R3	R4	R5	R6
Tustin				X	X	X

90 Day Response Required	F1	F2	F3	F4	F5	F6
Villa Park			X	X		
90 Day Response Required	R1	R2	R3	R4	R5	R6
Villa Park				X	X	X

90 Day Response Required	F1	F2	F3	F4	F5	F6
Westminster			X	X		
90 Day Response Required	R1	R2	R3	R4	R5	R6
Westminster				X	X	X

90 Day Response Required	F1	F2	F3	F4	F5	F6
Yorba Linda			X	X		
90 Day Response Required	R1	R2	R3	R4	R5	R6
Yorba Linda				X	X	X

90 Day Response Requested	F1	F2	F3	F4	F5	F6
Office of Care Coordination	X	X	X	X	X	X
90 Day Response Requested	R1	R2	R3	R4	R5	R6
Office of Care Coordination	X	X	X	X	X	X

90 Day Response Requested	F1	F2	F3	F4	F5	F6
Continuum of Care Board	X	X	X	X	X	X
90 Day Response Requested	R1	R2	R3	R4	R5	R6
Continuum of Care Board	X	X	X	X	X	X

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GLOSSARY

211 OC: A non-profit that administers the county Homeless Management Information System and publishes the data on their website.

Chronically Homeless: An individual or family who is homeless and lives in a place not meant for human habitation, for at least 1 year.

Chronic Substance Abuse: adults with a substance abuse problem that is expected to be of indefinite duration and substantially impairs the person's ability to live independently.

Commission to End Homelessness: A collaborative board of County and city government, private foundations, advocacy groups, community organizations, and other interested stakeholders that promote the success of the Ten-Year Plan to End Homelessness.

Coordinated Entry System (CES): A system to coordinate program participant intake assessment, and provision of referral.

Continuum of Care (CoC): A HUD-mandated local board of individuals and organizations working together to address homelessness on a regional basis.

Disability: A person with physical, mental, or emotional impairment, which is expected to be of long duration, and substantially impedes an individual's ability to live independently.

Domestic Violence: The act of family member, partner or ex-partner attempting to physically or psychologically dominate another.

Homeless Management Information Systems (HMIS): Computerized data base to capture client-level information on the characteristics and service needs of those experiencing homelessness.

Housing Inventory Count (HIC): The HUD-mandated annual count of homeless shelter beds available, conducted by the CoC.

U.S. Department of Housing and Urban Development (HUD): An agency of the United States Government.

Low-Threshold Emergency Shelter: A facility offering limited shelter as a safe alternative to living on the streets and provides essential services. “Low-threshold” means that individuals do not have to be drug and alcohol free, only that their behavior complies with the shelter rules.

Navigation Center: Another name for emergency shelter, emphasizing the service provided to residents to navigate to permanent housing, jobs, medical care, and other independent living skills.

Office of Care Coordination (OCC): County of Orange staff who provide support to the CoC Board and coordinate homeless program funds and services.

Permanent Supportive Housing (PSH): Long-term, community-based housing that has supportive services for homeless persons with disabilities including mental illness.

Point-in-Time Count & Survey (PIT): A community-wide effort to collect information on the number and characteristics of individuals and families experiencing homelessness.

Severely and Persistently Mentally Ill: adults with mental health problems that are expected to be life-long and substantially impairs the person’s ability to live independently.

Sheltered Homeless: individuals who are in emergency shelters, navigation centers, or other temporary housing.

Service Planning Area (SPA): Divisions of Orange County into North, Central, and South cities to coordinate homeless shelters and services on a regional basis.

Unsheltered Homeless: individuals who spent last night in the streets, a vehicle, an abandoned building, bus/train station, camping not in a designated campground, sleeping anywhere outside, or other place not meant for human habitation or stayed in friend or family’s garage, backyard, porch, shed or driveway.