

The UC Berkeley Institute of Governmental Studies,  
Richard & Rhoda Goldman School of Public Policy &  
Berkeley Program on Housing and Urban Policy  
proudly present:

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**URBAN HOMELESSNESS &  
PUBLIC POLICY SOLUTIONS :  
A ONE-DAY CONFERENCE**

**January 22, 2001  
Alumni House, UC Berkeley  
9:00 am - 6:00 pm**

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*The UC Berkeley Institute of Governmental Studies, the Richard & Rhoda Goldman School of Public Policy, and the Berkeley Program on Housing and Urban Policy wish to thank the following conference sponsors for their generous financial support: California Building Industry Association, Cal Fed Bank, Fannie Mae Foundation and the San Francisco Foundation.*

*In addition, we gratefully acknowledge the Institute for the Study of Homelessness and Poverty at the Weingart Center and the Corporation for Supportive Housing for their sponsorship, assistance and participation.*

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**URBAN HOMELESSNESS & PUBLIC POLICY SOLUTIONS :  
A ONE-DAY CONFERENCE**

**January 22, 2001  
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*Theme:* The size of the nation's urban homeless population is small relative to many other disadvantaged groups. However, the economic and social costs of resolving problems associated with urban homelessness are high and difficult to manage. During an era of national prosperity, what is preventing us from finding sustainable public policy solutions?

*Goals:*

- 1) Advance new solutions to the problems of urban homelessness as a regional action priority;
- 2) Reframe the debate about homelessness as a social problem – frame it in a way so that it is perceived as manageable and participants walk away with a clear sense of actions they can take to advance practical solutions;
- 3) Provide a framework for future research that will result in information that will be useful in the policy environment (that is, weave together what we know about policy analysis and policy development into a research framework so that academics can increase the relevancy and usefulness of the work they are doing).

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CONFERENCE PROGRAM

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- 8:30-9:00 am            Coffee & Welcome and Opening Remarks  
Bruce E. Cain, UC Berkeley  
Michael Nacht, UC Berkeley
- 9:00-10:00 am        Session I: Homeless Population Dynamics and  
Policy Implications  
*Chair:* Steven Raphael, UC Berkeley  
*Presentation:* Martha Burt, Urban Institute  
*Discussant:* Raphael W. Bostic,  
Federal Reserve Board
- 10:15-11:15 am      Session II: Economic and Housing Issues  
in Homelessness  
*Chair:* John Quigley, UC Berkeley  
*Presentation:* Brendan O'Flaherty,  
Columbia University  
*Discussant:* Edgar Olsen, University of Virginia
- 11:30 am -12:30 pm   Health Issues in Homelessness  
*Chair:* Mary Ann Mason, UC Berkeley  
*Presentation:* Walter Leginski, US Department  
of Health & Human Services  
*Discussant:* Margot B. Kushel, UC San Francisco
- 12:30-1:45 pm        Lunch Break

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2:00–3:00 pm

Session IV: Legal and Political Issues in Homelessness

*Chair:* Bruce E. Cain, UC Berkeley

*Presentation:* Gary L. Blasi, UCLA

*Discussant:* Keith Carson, Alameda County Board of Supervisors

3:15–4:15 pm

Session V: Responding to Homelessness: Policies and Politics

*Chair:* Judith Gruber, UC Berkeley

*Presentation:* Dennis Culhane, University of Pennsylvania

*Discussant:* Paul Koegel, RAND Corporation

4:30–5:30 pm

Session VI: What's to be done? Research and Action: A Roundtable Discussion with Advocates, Service Providers, and Policymakers

*Chair:* Gene Smolensky, UC Berkeley

*Panelists:*

Deborah Dennis, Policy Research Associates

Maria Foscarinis, National Law Center on Homelessness & Poverty

Carla Javits, Corporation for Supportive Housing

Patrick Johnston, Former California State Senator

Nan Roman, National Alliance to

End Homelessness

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## THE PARTICIPANTS

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**Gary L. Blasi** is Professor of Law at the University of California, Los Angeles. He came to UCLA in 1991 from the Legal Aid Foundation of Los Angeles where he served as Attorney, since 1978, and Director of the Homeless Litigation Unit, since 1985. He received his M.A. from Harvard University (1969) and was admitted to State Bar of California in 1976. He has authored a number of book chapters, including "Litigation on Behalf of the Homeless" (with Jares Preis), in *Homelessness: A National Perspective* (1992) and "The Role of Legal Aid Organizations in Helping Homeless People," in *Homelessness: A Prevention-Oriented Approach* (1992), as well as numerous journal articles. He has served as a consultant to the NAACP Legal Defense Fund, Western Center on Law and Poverty, the American Civil Liberties Union, the National Coalition for the Homeless, and the National Law Center on Homelessness & Poverty. He has held leadership positions for a number of non-profit organizations including the National Coalition for the Homeless, HandsNet, Inc., and the Los Angeles Homeless Health Care Project.

**Raphael W. Bostic** is Senior Economist in the Monetary and Financial Studies Section of the Federal Reserve Board's Division of Research and Statistics. He received his B.A. in psychology and economics from Harvard University (1987) and his Ph.D. in economics from Stanford (1995). He has a broad research agenda, with particular interests in urban economic growth and development, how banks influence community development, the role and effects of regulation in banking, wage and earnings profiles, and policy analysis generally. His most recent work explores how the Community Reinvestment Act has influenced credit flows and the behavior of lenders and credit markets. He has also focused on consumer banking issues, with special focuses on mortgage and small business lending, bank branching patterns, and credit scoring and automated underwriting. His work has appeared in a number of journals, including the *Journal of Urban Economics* and *Real Estate Economics*.

**Martha Burt** is Director of the Social Services Research Program at the Urban Institute. She received her Ph.D. in sociology from the University of Wisconsin-Madison (1972) and has since been involved in research and evaluation pertaining to a wide variety of populations and issues. Her work on homelessness began in 1983 with an examination of the administrative structure of the first two waves of FEMA's Emergency Food and Shelter Program. In 1987 she directed the first national survey of homeless individuals, the results of which are reported in *America's Homeless: Numbers, Characteristics, and the Programs that Serve Them* (1989). She also authored *Over the Edge: The Growth of Homelessness in the 1980s* (1992) and *Practical Methods for Counting Homeless People: A Manual for State and Local Jurisdictions* (1992, 1994). She is currently completing a report analyzing the results from the second national survey of homeless individuals. This survey, the *1996 National Survey of Homeless Assistance Providers and Clients*, is supported by the US Interagency Council on the Homeless and twelve federal agencies. She is also analyzing data on residential instability from the National Survey of American Families as part of the Urban Institute's Assessing the New Federalism project and writing a sequel to *America's Homeless*.

**Bruce E. Cain** is Robson Professor of Political Science at the University of California, Berkeley and Director of the Institute of Governmental Studies. He came to Berkeley in 1989 from the California Institute of Technology where he taught in the fields of California politics, political theory, and comparative government. He received his Ph.D. in political science from Harvard University (1976). His writings include *The Reapportionment Puzzle* (1984); *The Personal Vote* (1987), with John Ferejohn and Morris Fiorina; and *Congressional Redistricting* (1991), with David Butler. He has also written numerous and coedited several books, including *Developments in American Politics*, Volumes I-III, with Gillian Peele, *Governing California: Politics, Government and Public Policy in the Golden State* with Gerald Lubenow, and *Racial and Ethnic Politics in California*, Vol. II, with Michael Preston and Sandra Bass. Professor Cain has served as polling consultant for state senate races, redistricting consultant to the California State Assembly, consultant to the *Los Angeles Times*, and a commentator for numerous radio and television stations. He was elected to the American Academy of Arts and Sciences in April, 2000 and received the Zale Award for Distinction in Scholarship and Public Service from Stanford University in May, 2000.

**Keith Carson** is Supervisor for the 5<sup>th</sup> District of Alameda County. He was elected to the Board of Supervisors in 1992, on a platform dedicated to inclusive and accessible government. He brings his experience as an activist, a small businessperson, a congressional aide and a community liaison to his work as a county Supervisor. He serves as Chair of the Alameda County Economic Development Alliance for Business; Chair of the Government, Finance and Operations Committee for California State Association of Counties; Member of the Alameda County Transportation Authority; and Member of the Alameda County Waste Management Authority. He also serves as Vice-Chair of the East Bay Conversion and Reinvestment Commission Board of Directors; Chair of the Finance Committee for the Greater Oakland International Trade Center; and Member of the Oakland Base Reuse Authority.

**Dennis Culhane** is Professor of Social Welfare Policy at the University of Pennsylvania. He received his PhD in social psychology from Boston College (1990). His current work includes the impact of homelessness on utilization of publicly funded assistance programs and institutions in New York City and the dynamics of public shelter use in New York and Philadelphia. He also recently completed studies of the spatial distribution and mobility of homeless persons in New York, Philadelphia and Washington, DC. He is currently leading an effort to integrate property, neighborhood, and human services data from Philadelphia into a geographic information system to support policy analysis and program planning and evaluation. He was also recently awarded a grant from the US DHHS to study the impact of welfare reform on homelessness. Forthcoming publications include *Prevalence 1999: A Report to the Congress on the Annual Rates of Homelessness in 12 US Cities/States* and *The Public Costs of Homelessness Project: Results of a Study of the Cost-Effectiveness of Supported Housing in New York City as Compared to Continued Homelessness*.

**Deborah Dennis** is Vice President for Technical Assistance at Policy Research Associates, Inc. (PRA). She is also the Project Director on PRA's contracts and subcontracts related to homelessness and housing, including the National Resource Center on Homelessness and Mental Illness (since 1988), the Health Care for the Homeless Information Resource Center (since 1996), the CMHS Supported Housing Initiative, the CMHS/CSAT Homeless Families Program, and the CMHS PATH Technical Assistance Program. She has also been a member of the National Evaluation Team for the ACCESS Demonstration Program, the NIMH McKinney Research Demonstration Program for Homeless Persons with Serious Mental Illness, and the CMHS/CSAT Collaborative Program to Prevent Homelessness. She has written extensively on the housing, treatment, and support service needs of persons who have been homeless and who have behavioral health disorders.

**Maria Foscarinis** is Founder and Executive Director of the National Law Center on Homelessness & Poverty. She has advocated for solutions to homelessness at the national level since 1985. She is a primary architect of the Stewart B. McKinney Homeless Assistance Act and she has litigated to secure the legal rights of homeless persons. A graduate of Columbia Law School (1981), she was a litigation associate at Sullivan & Crowell, where she handled securities and antitrust matters. In 1985, she left the firm to establish and direct a Washington office for the National Coalition for the Homeless. In 1989, she left that organization to focus on legal advocacy, founding the National Law Center on Homelessness & Poverty. Her areas of special interest and advocacy within law and homelessness include the criminalization of homelessness, the right of homeless children to an education, and the right of homeless service providers to use vacant federal property. She has written widely on legal and policy issues affecting homeless persons; her work has appeared in scholarly journals, general audience publications, encyclopedias and books. She speaks and lectures regularly on law and homelessness, and is frequently quoted in the print and electronic media.

**Judith Gruber** is Associate Professor of Political Science at the University of California, Berkeley. She specializes in urban politics, public policy and American politics. Her current research focuses on consensus building groups as a means of achieving regional decision making with a particular emphasis on transportation policy. She is the author of *Controlling Bureaucracies* and holds a Ph.D. from Yale University.

**Carla Javits** is President of the Corporation for Supportive Housing. Prior to her current appointment, she served as the Program Director for the Corporation for Supportive Housing-California where she established and administered the Bay Area program. Under her leadership, the organization facilitated the provision of more than 2,000 units of supportive housing. Ms. Javits has also served as the Planning and Policy Director of the San Francisco Department of Social Services and as a program analyst in California's State Office of the Legislative Analyst where she made budgetary and legislative recommendations to the State Legislature related to social services, long-term care, homelessness and community development programs. She currently chairs the Non-Profit Housing Association of Northern California and the California Budget Project, and is a board member of Housing California. She is also the Vice President of the Jacob K. Javits Foundation.

**Patrick Johnston** is a Former State Senator in the California State Senate. He represented the people of the 5th State Senate District, which encompasses portions of Sacramento and San Joaquin Counties, for the past eight years. From 1981 through 1990, he served in the State Assembly. He was Chairman of the Senate Appropriations Committee and was also a member of the following Senate Committees: Insurance, Natural Resources, Transportation and Local Government. In the last legislative session, he focused his efforts on school safety, job training and insurance reform. Governor Wilson signed into law his bill to make zero tolerance the rule for all schools; any student caught bringing a gun, pulling a knife or selling drugs on campus must be expelled. His efforts to better prepare young people for jobs of the future included improving vocational education and requiring a report card for all training programs. He was the a leader in writing laws to prevent discrimination against people whose genetic tests indicate they may be at greater risk of disease such as diabetes, breast cancer or prostate cancer.

**Paul Kegel** is Senior Behavioral Scientist and Associate Director of RAND Health at the RAND Corporation. He received his PhD in Anthropology from UCLA and has engaged in research on mental health, substance abuse, and homelessness for 15 years. He directed an NIMH-funded study of homelessness in the Skid Row area of Los Angeles and an NIAAA-funded secondary analysis of these data which explored the epidemiology of alcoholism among this population. He was also the principal investigator of a longitudinal ethnographic study of the adaptation of homeless mentally ill adults in Los Angeles' Skid Row completed in 1991. With Audrey Burnam, he directed the NIMH-funded Course of Homelessness Study and he was also principal investigator (with Greer Sullivan) of the NIMH-funded "Public Sector Costs of the Homeless Mentally Ill Study". He is currently principal investigator of an NIAAA-funded study of the public sector costs of homeless substance abusers and is co-principal investigator of the NIMH-funded "Improving HIV Treatment for the Seriously Mentally Ill (SMI) Study."

**Margot B. Kushel** is a physician and health services researcher at University of California, San Francisco/San Francisco General Hospital. She is interested in health care delivery to the underserved, with a particular interest in homeless persons. Prior to entering medical school, she served as an aide to a Seattle City council member working on housing and health care policy. Following medical school at Yale University, she completed her residency training at UCSF/San Francisco General Hospital Primary Care Internal Medicine program and is currently a second year research fellow in the Division of General Internal Medicine at SFGH. For the past three years, she has been an attending physician in the General Medical Clinic and in the inpatient medical service at San Francisco General Hospital.

**Walter Teginski** is Senior Advisor on Homelessness in the Office of the Assistant Secretary for Planning and Evaluation (ASPE) at the US Department of Health and Human Services (DHHS). He is currently responsible for the coordination and development of policies that address homelessness throughout DHHS programs and also for assignments in the health policy arena. Prior to this two-year assignment in ASPE, he served for seven years as the chief of homeless programs for persons with mental illnesses in the Substance Abuse and Mental Health Services Administration, DHHS. That program provides homeless-targeted treatment and service resources to States and conducts research on effective treatment and service interventions for homeless persons with mental illnesses. His career in the National Institute of Mental Health was directed to improving the ability of States and localities to manage and evaluate mental health delivery systems by the application of information systems technologies. He received his Ph.D. from Vanderbilt University and had brief careers in academics and health consulting prior to joining Federal service.

**Mary Ann Mason** is Dean of the Graduate Division and Professor of Social Welfare at University of California, Berkeley. She holds both a J.D. and Ph.D. and publishes and lectures nationally on child and family law matters. Her published work includes: *An American Childhood*, edited with P. Fass (2000), *The Custody Wars: Why Children Are Losing the Legal Battles* (1999), *The Evolving Family: American Problems and Policies*, with A. Skolnick & S. Sugarman (1998) and *From Father's Property to Children's Rights: A History of Child Custody in the United States* (1994).

**Michael Nacht** is Dean and Professor of Public Policy in the Goldman School of Public Policy at the University of California, Berkeley. Before being appointed Dean in 1998, he was Professor of Public Policy and Dean of the School of Public Affairs at the University of Maryland. He earned his Ph.D. in political science from Columbia University and joined the faculty of Harvard University where he remained until 1984. At Harvard he was Associate Professor of Public Policy and Associate Director of the Center for Science and International Affairs of the Kennedy School of Government. His expertise is in U.S. national security policy, international affairs and in management strategies for public organizations. He has also served as Assistant Director for Strategic and Eurasian Affairs of the U.S. Arms Control and Disarmament Agency (ACDA), leading the Agency's work on nuclear arms reduction and ballistic missile defense negotiations with Russia. He was awarded the ACDA's Distinguished Honor Award, the agency's highest form of recognition. He participated in summit meetings with Clinton-Yeltsin and Clinton-Jiang Zemin. He has authored or edited five books and more than 50 articles on international and security affairs, most recently *Beyond Government: Extending the Public Policy Debate in Emerging Democracies*.

**Mitchell Netburn** is Executive Director of the Los Angeles Homeless Services Authority (LAHSA). For over 13 years, he has played a significant role in ensuring that government is responsive to the needs of its citizens, most recently focusing on homeless individuals and families. As Director of the Office of AIDS Discrimination Issues for the State of New York (1987-1993) he made a significant impact on decreasing discrimination against people with HIV/AIDS. He has also served as the Assistant Commissioner for Ryan White CARE Services at the NYC Department of Health, Chief Contract Officer for the Health Department and as Chief of Staff to the NYC Deputy Mayor for Education and Human Services. As First Deputy Commissioner for the NYC Department of Homeless Services (1999-2000), he was responsible for delivering quality services to an average of 23,000 individuals each night. He also expanded permanent housing opportunities; substance abuse, mental health, and medical services; the operation of shelters by not-for-profit organizations; training and employment programs; and outreach. Since he joined LAHSA, he has enhanced services at homeless facilities, increased funding, streamlined the community planning process, revised funding allocation formulas, and solidified LAHSA's leadership role in addressing homeless issues.

**Brendan (Dan) O'Flaherty** is Associate Professor in the Department of Economics and Department of International and Public Affairs at Columbia University. He received his PhD in economics from Harvard University (1980) and has been teaching at Columbia University since 1987. He also currently serves as the director of the Graduate Program in Public Policy and Administration. He served as a legislative aide to State Senator John P. Caufield (1979-86) and as an aide to the mayor of Newark, New Jersey (1985-1986). He has been a consultant to the Newark Police Department (1983-85) and the Newark Assistant Business Administrator (1983-84). He has authored numerous articles and books including: *Making Room: The Economics of Homelessness* (1996) and *Rational Commitment: A Foundation for Macroeconomics* (1985). He has been active in academic literature not only as an author but as referee for *American Political Science Review*, *Econometrica*, *Economic Journal*, *International Economic Review*, *Journal of Housing Economics*, *Journal of Labor Economics*, *Journal of Public Economics*, *Journal of Urban Economics*, *National Tax Journal*, *Quarterly Journal of Economics*, and *Urban Economics*.

**Ed Olsen** is Professor of Economics at the University of Virginia where he has also served as department chairman. He received his doctorate from Rice University and has been a postdoctoral fellow in applied urban economics at Indiana University, an economist at the RAND Corporation, a project associate in the Institute for Research on Poverty, a visiting professor in the Department of Economics at the University of Wisconsin, and a visiting scholar at the U.S. Department of Housing and Urban Development. He has been a consultant to HUD during five administrations and is currently a consultant to the General Accounting Office on a study of the cost-effectiveness of a wide range of housing program. He was on the Board of Editors of the *American Economic Review* for six years and has been on the Board of Trustees of the Southern Economic Association and the American Real Estate and Urban Economics Association. He is currently on the Editorial Advisory Board of *Housing Policy Debate*. His publications include articles on the justifications for housing subsidies to low-income households, the effects of major housing programs such as public housing, housing allowances, and rent control, and the methodology for housing policy analysis.

**John Quigley** is the Chancellor's Professor of Economics and Public Policy at the University of California, Berkeley. He also serves as I. Donald Terner Distinguished Professor at the Haas School of Business where he directs Berkeley's Program on Housing and Urban Policy. His current research interests include: the integration of real estate; mortgage and financial markets; urban labor markets; housing; and local public finance. He is the author of ten books and more than a hundred scientific publications. He serves as a consultant to numerous private firms, to a variety of US government agencies (e.g., the National Science Foundation and the General Accounting Office), to international organizations (e.g., the World Bank and the Asian Development Bank), and to several foreign governments. He serves as editor and on the editorial board of more than a dozen journals. He has served as President of the American Real Estate & Urban Economics Association and as Vice President of the Association for Public Policy Analysis & Management. He currently serves as President of the Western Regional Science Association. He is a member of the TRED Committee of the Lincoln Institute of Land Policy and is a Fellow of the Homer Hoyt Institute.

**Steven Raphael** is Assistant Professor of Public Policy in the Goldman School of Public Policy at the University of California, Berkeley. He received his Ph.D. in economics from UC Berkeley (1996). His primary fields of concentration are labor and urban economics. He has authored several research projects investigating the relationship between racial segregation in housing markets and the relative employment prospects of African-Americans. He has also written theoretical and empirical papers on the economics of discrimination, the role of access to transportation in determining employment outcomes, the relationship between unemployment and crime, the role of peer influences on youth behavior, the effect of trade unions on wage structures, and homelessness.

**Nan Roman** is President and CEO of the National Alliance to End Homelessness, a public education, advocacy and capacity-building organization with over 2,000 nonprofit and public sector member agencies around the country. She is a leading national voice on the issue of homelessness and works closely with members of Congress and the Administration to craft effective federal policy on homelessness. Under her leadership, Alliance members, representatives of government and the private sector come together educate the public about the real nature of homelessness and successful solutions. She has researched and written on the issue, is frequently interviewed by the press regularly speaks at events around the country. Her unique perspective on homelessness and its solutions comes from over 20 years of local and national experience in the areas of poverty and community-based organization.

**Eugene Smolensky** is Professor of Public Policy in the Goldman School of Public Policy at the University of California, Berkeley. He is an economist with an international reputation for research on welfare programs, welfare reform, public finance, poverty and inequality. He is the author or editor of five volumes and more than 80 articles. He is the former Dean of the Goldman School of Public Policy and has also been the Director of the Institute for Research Poverty at the University of Wisconsin-Madison. He also serves on the Board of Trustees of the Russell Sage Foundation, and the Board of the International Institute of Public Finance. He is a fellow of the National Academy of Public Administration and of the National Academy of Social Insurance.