

ARIZONA STATE LEGISLATURE  
Forty-fifth Legislature - First Regular Session

**LEGISLATIVE GOVERNMENTAL MALL COMMISSION**

Minutes of Meeting  
Wednesday, June 20, 2001  
House Hearing Room 3 - 3:30 p.m.

(Tape 1, Side A)

The meeting was called to order at 3:33 p.m. by Chairman Knapp and attendance was noted by the secretary.

**Members Present**

Leroy Brady  
John Hetzel for Norman Hintz  
Elliott Hibbs  
Donald P. Keuth, Jr.  
Senator Smith

William McMullen  
Joy Rich  
David Richert  
Representative Voss  
Tom Knapp, Chairman

**Members Absent**

John Clements

Polly Rosenbaum

**Speakers Present**

Supervisor Mary Rose Wilcox, District 5, Maricopa County  
Rich Marshall, Director, Human Services Department, Maricopa County  
Paul Winslow, Orcutt Winslow Partnership AIA  
David Smith, Administrative Officer, Maricopa County  
Neil Urban, Project Manager, Facilities Planning Department, Maricopa County  
Ethel Lane, Chairperson, Downtown Southwest Neighborhood Association  
John Saccoman, President, Capitol Mall Association  
Monsignor Edward Ryle, Director, Arizona Catholic Conference  
David Therrien, Director, XERO

**Review Master Plan**

Chairman Knapp referred to an aerial map of the Master Plan as a reminder to the Members of projects on the forefront and issues discussed at the last two meetings (Attachment 1). He indicated that if time allows, further planning may be done at the end of the meeting.

## **Presentation by Maricopa County Human Services on the Gateway Campus**

Supervisor Mary Rose Wilcox, District 5, Maricopa County, stated that since the Members reviewed the draft Maricopa County Human Services Report for a Gateway Campus at the Arizona State University (ASU) Center downtown, the county has been coordinating concepts for dealing with homelessness in the downtown area with the Maricopa Association of Government's (MAG) Continuum of Care Regional Committee for Homelessness. Yesterday, the Committee's Planning Subcommittee stressed strongly that it is considering stipulations to some U.S. Housing and Urban Development (HUD) funding and, hopefully, other funding for homelessness so people who apply for the monies work in coordination with the Gateway Campus.

Rich Marshall, Director, Human Services Department, Maricopa County, conveyed that he led a planning group that worked collaboratively with an architectural design team to shape elements of service delivery, systems knowledge, and the architectural design and layout of the campus. He indicated that the most visible concentration of homeless persons in Maricopa County exists in the downtown Capitol Mall area (about 800 to 1,000). A homeless campus already exists, but it is unsafe and uncontrolled.

Referring to a handout, he explained that the center box is considered the Homeless Continuum of Care System, a model that is nationally recognized and developed by HUD, which administers McKinney Act funds for homeless assistance projects across the country (Attachment 2). The handout shows what each community wishing to pursue McKinney Act funds needs to have in place. In this case, since late 1999, the Maricopa Association of Governments (MAG) took over the role of developing this Continuum of Care System for the county and region.

Mr. Marshall advised that the campus will touch elements of the emergency shelter, transitional housing, and supportive services. Outside the continuum, a number of other components need to be addressed on the preventative side and the back end by having more affordable housing. He reviewed handouts relating to Service Systems Model (Services Listing) *Homeless Campus* (Figure 1.1) and Service Systems Model (Organizations Listing) *Homeless Campus* (Figure 1.2) (Attachment 3), as well as Proposed Campus Providers and Services (Attachment 4).

Paul Winslow, Orcutt Winslow Partnership AIA, displayed a large graph of the area. He related that research from previous studies indicates that there is some homeless activity in the governmental area of almost every major city. He noted that this is not a homeless shelter, but a prototype campus that, hopefully, can transition into multiple locations; therefore, the scale is limited and the facilities are intended to serve only a proportion of the homeless population. He noted that the Gateway Campus was set up as follows:

- Many people utilizing services will have to wait, particularly for meals, so an effort was made to find ways to get people onto the campus so as not to be a distraction outside. There is a common area with the potential for activities to occur, thus reducing the possibility of negative interaction.
- The Healthcare for the Homeless Clinic and educational services are separate from the primary entrance for the food service providers since the clientele is not the same, so both

have easy identification and access. The food service providers, André House and St. Vincent de Paul, need to have their own presence and a place for volunteers to feel secure; therefore, a common parking area is provided for both of the entities. Central Arizona Shelter Services (CASS) shares the common area with the food service providers.

- Anybody on the campus would know there is a potential for monitoring by the police.

David Smith, Administrative Officer, Maricopa County, remarked that the basic financial concept is that support must be derived from all segments of the community or the proposal will not work. Over the next few months, a grants coordinator will matrix the variety of potential funding sources for each of the buildings on the proposed campus and other services, including housing. He indicated that the Finance Committee, which he chairs, is composed of volunteers from the private and public sector, as well as service groups on the campus. Some major charitable trusts in the community whose particular 501(c)3 mission statement includes services related to the homeless were identified. Discussions were held with the Maricopa County IDA, where he believes there is some financing potential. He said he would like to talk to State leadership about a contribution. He added that the Board of Supervisors is discussing a multi-million dollar contribution targeted to certain areas like the Healthcare Clinic, which has always been a county responsibility. He expressed a hope that the City of Phoenix, already a major participant in CASS, will participate, adding that the suburban communities also have a role to play.

He stated that an inventory of all existing homeless services countywide showed that there is not enough housing, low demand shelters, or group homes. He noted that consideration is being given to segmenting populations that represent an untoward threat to the community, such as people recently released from the Arizona Department of Corrections (ADC) or the county jail so there is not a large influx onto the campus. The working number for the campus is about 25 million and there is a \$7 million operating budget, most of which is already funded because the services currently exist.

Mr. Smith stated that a capital financing fundraising effort is needed as well as project management. The County has offered to be the project manager working under one of the 501(c)3's, so hopefully, CASS or another agency currently in the area will be the recipient of funding, perhaps, for the entire campus. The County has offered to contract with private companies in order to build the different buildings. He added that contingency plans are needed, i.e., what to do in the event there are over 100 people during the weekend.

In response to questions, Supervisor Wilcox related that the County is working on major issues such as governance and coordinating intake, assessment, and service delivery with all of the providers, but a completed plan should be available by August 2001. The Gateway Campus is part of an overall plan, and in July the Continuum of Care Committee plans to adopt a resolution to accept the campus and the responsibility to continue working on dual tracking of resources that need to be established or coordinating existing resources.

Mr. Marshall added that services will be better coordinated and integrated on the campus. He does not believe homelessness will be eliminated in the Maricopa County urban core, but in order to make the concept work, the following must be done:

- Find a way to close the front door, which all government entities have a vested interest in doing. Unless public service systems improve, the problem will not be solved.
- Close the back door by providing permanent, supportive housing for homeless people, which needs to be three to five times what is currently available.
- Build infrastructure for affordable housing for low-income people and provide jobs with livable wages.

Mr. Marshall advised Senator Smith that not much growth is anticipated in the number of meals that will be served. The Healthcare Clinic serves about 4,000 to 5,000 people per year and experiences 15,000 to 20,000 encounters so a bit of growth is factored in. Housing has no growth built in, so plans are to use existing shelter and transitional housing in the downtown area.

Senator Smith asked if drug and alcohol rehabilitation programs will be available on the campus. Supervisor Wilcox replied that it is one of the issues still under discussion. The County is coordinating with providers on what will be provided and what already exists that could be used for referrals, and an inventory compiled for the Continuum of Care Committee shows there are quite a few beds for alcohol and drug rehabilitation. She offered to return in late August or September 2001 and make another presentation when more facts should be available.

Chairman Knapp announced that the Committee will not vote on a position today because the context and amount of information heard is substantial, and the Members need some time to think about it.

Ms. Voss suggested a close look at availability of alcohol and drug abuse treatment. Mr. Marshall stated that Another Chance Program, which is run through the Healthcare Clinic, is currently the only service provider of any direct case management-type services for people who are seriously mentally ill (SMI) or need drug and alcohol treatment. The program is funded by a \$1 million dollar grant from the federal government and HUD. It is a drop in the bucket because 60 percent of people in the area have serious alcohol and drug addiction problems and 50 percent are SMI. He added that the largest gap in the Continuum of Care System is the demand for long-term residential alcohol and drug treatment programs and services for the SMI. The demand is probably ten-fold the supply. With *Arnold v. Sarn* funding, there is a \$300 million gap in addressing the problem, and until it is dealt with in a broader perspective, the problem will continue.

Ms. Voss opined that drug and alcohol treatment will not be addressed until there is a physical presence. Mr. Marshall responded that discussions were held with ValueOptions and other drug and alcohol treatment providers. One of the concerns of having residential drug and alcohol treatment programs for this clientele is that it must be extremely controlled, which means six-or-twelve-month programs, and the Gateway Campus is not designed for that level of control.

(Tape 1, Side B)

Supervisor Wilcox noted that as buildings are built, they will be phased in to make sure services do not slip through the cracks. Providers are developing strategies to combine staffing for better coordination and stretch dollars.

Mr. McMullen asked how the population from the corrections system and mental health system will be minimized. Mr. Marshall replied that for the first time ever in HUD funding of homeless services, for which this region received about \$18 million, in order to obtain those funds, any state entity must sign an agreement to work with state departments (ADC, Child Protective Services (CPS), etc.) to address issues about closing the front door and working on a plan to insure housing for people leaving public institutions. Good dialogue and outcomes are anticipated from this requirement.

Mr. Richert asked if there had been an assessment in terms of zoning categories in the area. Mr. Winslow replied that the zoning requirements were taken into consideration. Intensity of use will not be increased and he believes the campus will still fit within the parameters of the Governmental Mall ordinance. He said an attempt will be made not to impact a facility until it is created somewhere else within the confines, and any uses that might expand would be the educational units, but those are the smaller users. He clarified that he is not aware of any discussions about providing increased drug and alcohol treatment on the campus, but rather, screening and referral will probably increase and become more effective.

Supervisor Wilcox related to Mr. Richert that she would like to meet with him for guidance in relation to zoning. She added that she plans to present the Continuum of Care Strategic Plan as part of the next presentation.

Chairman Knapp indicated that the proposed plan is in direct conflict with the growth plan of the state and in the middle of a synergistic relationship between the county government as it moves west and the state government moving east. He submitted that dropping the location further south or east would be preferable.

Neil Urban, Project Manager, Facilities Planning Department, Maricopa County, responded that a number of sites were considered, but André House and St. Vincent's are interested in remaining in the area where the constituents are located. If the project is moved too far, there will be no participation and the campus concept will be lost.

### **Public Testimony**

Ethel Lane, Chairperson, Downtown Southwest Neighborhood Association, asked if anyone has considered an environmental impact study (EIS) on the neighborhood as a result of this beautiful campus. She stated that many of the citizens in the area receive supplemental security income (SSI) or Veterans Administration (VA) benefits, etc., and the more they are given for free, the more money they have to purchase drugs and alcohol. She indicated that there are two elementary schools, a Boys and Girls Club, and elderly in the area, who worked to make the city what it is today; however, the residents are barred in their homes because of the people who congregate in the neighborhood from jails, correctional institutions, and the mentally ill, and if there were a fire, they would probably burn up trying to get out. She added that it is time to let

other portions of the city carry some of the burden and encouraged the Commission to make this project as beautiful as possible somewhere else.

John Saccoman, President, Capitol Mall Association, stated that he is a resident and employee in the Capitol Mall area. He testified that the official position of the Board of Directors of the Capitol Mall Association has always been that the proposed homeless campus, including the shelter and human services, should be scattered throughout the valley to lessen the impact on neighborhoods that have really paid their dues. He related that he lives in the Woodland Historic District and the homeless situation is a serious problem. Much time and money was spent to deter drugs and prostitution, and the neighborhood is starting to turn around; however, he fears that proposal of this facility will eliminate any incentive to build facilities elsewhere. He added that until more information is obtained on the validity and evolution of the project, Association members are opposed. He asked the Commission to adopt a proposition not to have this campus in the neighborhood.

Monsignor Edward Ryle, Director, Arizona Catholic Conference, testified that he is a trustee of CASS and has seen the great work it has done over the years. Sixteen years ago, when he became a priest, he said the blessing when ground was broken for the facility. He related that over the years, he has been involved with the Phoenix Community Alliance and this is the closest the group has gotten to rationalizing services in central Arizona. He opined that the plan is a terrifically rational, systemic approach to providing services in a better integrated, more logical and efficient way. The idea of a central waiting area will help get people off the streets and the campus will be comfortable and attractive, i.e., a "vision of loveliness" given what has historically been available.

David Therrien, Director, XERO, stated that he owns property just east of the proposed project. He indicated that he deals with the homeless every day and probably has more gunshots through his building than other people in the neighborhood because mostly crack dealers sit in front of his place. He submitted that large facilities essentially create a market for drugs because even though many of the people may not have had problems with drugs and alcohol when they became homeless, they end up in an area where crack is easy to access. He opined that decentralized services throughout the city by smaller church-based organizations and other nonprofits would be more effective because it is much easier to try to integrate 10, 20 or 50 people into the community than working with hundreds of people like the situation that is being proposed. He related that there is incredible potential in this 18-block area. He has been working on providing housing for artists, cafes, etc., and he has three city blocks so far. This potential does not exist anyplace else downtown, but if the campus is approved, the potential will be destroyed.

Mr. Winslow stated that one of the reasons the campus grew in scale was due to recognition of some of the problems just mentioned. In every city, the homeless tend to congregate in government complexes because the area becomes less populated in the evenings. The idea of internally containing the homeless as much as possible in a more attractive and comfortable setting enhances the potential for them to be on the campus rather than down the street in front of someone's house. Crack dealers, etc., would be within the scope of observation and control.

Chairman Knapp related that Mr. Keuth suggested a Subcommittee, but pointed out that there are two county members and one Planning Director from the City of Phoenix on the Commission who will probably be involved in the planning process; therefore, he believes the views of the Commission are very well represented. He asked Supervisor Wilcox to let the Members know when meetings take place so they can attend if they choose. He indicated that he would like the Members to make a decision early because he does not believe it is fair to wait until it is time to obtain a building permit, which is what happened with St. Vincent's when he initially became a Member of the Commission, and he believes that was wrong.

Supervisor Wilcox thanked the Members for allowing the presentation and offered tours of any of the facilities. She agreed to invite the Members to meetings and reiterated the request to meet with Mr. Richert about zoning issues. She indicated that she will return with a full report in August or September 2001.

### **Adopt a Position Stating Mall Commissions Position on Gateway Campus in the Mall Area**

No action was taken.

Senator Smith said he will drive to the area and walk around, but expressed a need for a clear goal or mission statement of what the campus should accomplish. He added that a gateway where people will be assigned to different treatment centers brings up the issue of transportation and questioned if that has been considered. He congratulated everyone for the work that has been done and agreed with Chairman Knapp that the Members should make a decision early so the County can proceed or not.

### **Discussion**

Chairman Knapp brought up the fact that two articles appeared in the newspaper this week about plans for Gracecourt School. Mr. Richert stated that the Economic Development Department at the City of Phoenix has been working on the issue and offered to set up a presentation for the Commission.

**Mr. Keuth moved, seconded by Ms. Rich, that the meeting adjourn.**

The meeting adjourned at 5:15 p.m.

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Linda Taylor, Committee Secretary

(Original minutes, attachments, and tape are on file in the Office of the Chief Clerk. A copy of the minutes and attachments are on file with the Senate Secretary.)