

ARIZONA STATE LEGISLATURE  
Forty-fifth Legislature – First Regular Session

**LEGISLATIVE GOVERNMENTAL MALL COMMISSION**

Minutes of Meeting  
Wednesday, September 19, 2001  
House Hearing Room 3 -- 3:30 p.m.

(Tape 1, Side A)

Chairman Knapp called the meeting to order at 3:32 p.m. and attendance was noted by the secretary.

**Members Present**

Senator Tom Smith  
Leroy Brady  
Elliott Hibbs  
Norman Hintz  
Donald P. Keith, Jr.

Representative Roberta Voss  
Joy Rich  
David Richert  
Tom Knapp, Chairman

**Members Absent**

John Clements  
William McMullen

Polly Rosenbaum

**Speakers Present**

Larry Chesley, House Majority Research Analyst, Military, Veteran Affairs & Aviation Committee/Native American Affairs Committee  
Jan Brewer, Supervisor/Chairman, Maricopa County Board of Supervisors  
Mary Rose Wilcox, County Supervisor, Maricopa County  
Rich Marshall, Director, Human Services Department, Maricopa County  
David Smith, County Administrative Officer, Maricopa County  
Steve Zabilski, Executive Director, St. Vincent De Paul  
Terry Davis, Executive Director/Chief Executive Officer, Phoenix Revitalization Corporation  
Monsignor Edward Ryle, Lobbyist, representing Diocese of Phoenix  
Louisa Stark, Executive Director, Community Housing Partnership (CHP); Member, Continuum of Care Committee/Combined Community Action Coalition  
(Chairman Knapp recognized persons who did not speak, pages 5, 6, and 7)  
J. Grace Ellis, representing Woodland Historic District; Capitol Weed & Seed Coalition  
Jeff Taylor, Director, The Grace Place  
Shannon Dubasik, representing Capitol Mall Association  
David M. Smith, Substance Abuse Counselor, Health Care for the Homeless Clinic  
Doug Lingner, Councilman, Phoenix City Council

Martin Shultz, Lobbyist, representing Phoenix Community Alliance (PCA)

Larry Chesley, House Majority Research Analyst, Military, Veteran Affairs & Aviation Committee/Native American Affairs Committee, advised the Members that the Arizona Department of Administration (DOA) will conduct a hard hat walkthrough of the Arizona Department of Environmental Quality (DEQ) and DOA buildings under construction on Thursday, October 4, 2001, at 3:00 p.m. Participants will meet at the DEQ building. He reported on the following items.

- Dr. Frank Scarpetti, Chief Executive Officer, East Valley Addiction Council, was asked to attend the meeting as an expert on alcohol and drug abuse treatment.
- He was unable to obtain information about housing from the United States Department of Housing and Urban Development (HUD).
- The City of Phoenix has bond funds over a four-year period, but not a lump sum up-front.

Mr. Chesley added that a law was passed last year allowing any Member of the Commission who is over 100 years old to vote by phone, proxy, etc., therefore, Mrs. Rosenbaum submitted a proxy vote on the proposed Gateway Campus.

#### **Update of Gateway Campus by Maricopa County**

Jan Brewer, Supervisor/Chairman, Maricopa County Board of Supervisors, testified that the County is working on integrating existing local providers in the downtown area in one location to provide services to the homeless in a more efficient and cost effective manner, which will benefit local neighborhoods. The proposed Gateway Campus will not solve the countywide problem of homelessness, but it is a sensible and necessary first step that recognizes that the current system of services is much too inefficient and in need of new buildings and facilities. She read an excerpt from an editorial in The Arizona Republic on September 18, 2001 encouraging the concept (Attachment 1). She asked the Members of the Commission to help the County move forward with this vital first step by approving the newly proposed homeless assistance center.

Mary Rose Wilcox, County Supervisor, Maricopa County, indicated that in August 2001, she advised the Commission of plans for a well-designed campus as part of a larger continuum of care to reduce the impact of homelessness in the Madison Street area. She noted that a Maricopa Association of Governments (MAG) Continuum of Care Committee was established more than two years ago, which is cochaired by Justice Frank Gordon and Supervisor Brewer. The Committee is composed of representatives of cities, towns, nonprofit organizations, and interested citizens with a stake in homeless issues. The Planning Subcommittee of the Continuum of Care Committee worked diligently to allocate Stewart B. McKinney funds provided to the Valley for homeless needs and developed a plan using best practices from throughout the United States. On September 17, 2001, the Planning Subcommittee voted in a consensus vote to move forward with the concept of the Gateway Campus.

She related that in all of the best practices under study, the campus is an integral part as the intake portion of the continuum of care where people are referred to other sources throughout communities. The Gateway Campus is not meant to provide the only services for the homeless, but is planned as part of the continuum of care. She anticipated that the Gateway Campus

concept will be adopted by the full Continuum of Care Committee on September 28, 2001. She added that work will continue to attempt to address and alleviate issues that cause homelessness, short and long-term needs for treating homelessness, and transitional and permanent housing for the homeless.

Supervisor Wilcox assured the Commission that if the Gateway Campus moves forward, the County will work with neighborhoods to guarantee the safety and security of residents and provide aesthetically pleasing facilities to improve the overall appearance and perception of the neighborhood. More importantly, services will be provided, not only to the homeless and poor, but the entire neighborhood and larger community in which the Gateway Campus is located. She noted that a good neighborhood document is being developed, and a neighborhood representative will be included in any governing board that is created.

Rich Marshall, Director, Human Services Department, and David Smith, County Administrative Officer, Maricopa County, gave a Powerpoint presentation on Development of A Human Service/Homeless Assistance Center (Attachment 2). The Members were provided with a Preliminary Site Plan for the Proposed Homeless Assistance Center (Attachment 3)

Steve Zabilski, Executive Director, St. Vincent De Paul, related that there is a misperception that St. Vincent's concentrates services in and around the downtown area, which is probably due to the media showing lines of people waiting for a turkey dinner at the dining room downtown around Thanksgiving and Christmas. He provided the following information:

- St. Vincent's serves over 3,000 meals per day, but the vast majority are not served downtown.
- St. Vincent thrift stores, which are located all over the State, provided \$1 million of free merchandise to individuals last year.
- St. Vincent's operates a transient aid conference for individuals who reside in Phoenix for a short period of time, but wish to return to their place of origin. If someone has a job opportunity and is able to live with a family member, a bus ticket, gasoline voucher, or sometimes, airplane transportation is provided for return to an environment with an opportunity to become more successful.
- St. Vincent's operates a medical and dental clinic for the working poor that serves people throughout Maricopa County.
- The homeless are provided with showers, counseling, haircuts, toiletries, work boots, help in obtaining jobs, and referral services throughout Maricopa County.
- Last year, more than 300,000 food boxes were provided, mostly in areas other than downtown.
- Rent and utilities are paid for people in temporary crisis situations, i.e. loss of a job, an unexpected medical bill, etc. More than \$1 million in those services was provided last year.

Mr. Zabilski noted that St. Vincent's also provides opportunities for others to be of service. Last year, 5,000 or 6,000 volunteers offered their time and talents. One of the places volunteers are relied upon is the dining room at 9<sup>th</sup> Avenue & Madison, but the facility simply needs to be replaced. It is old and was never meant to be a dining room. People line up outside and there is no room to provide counseling. The organization is often criticized for perpetuating the existing problem because nothing more than a meal is provided. Consequently, several years ago, plans began for construction of a new dining room, and a permit was obtained from the City of Phoenix. About that time, the County began the Gateway Campus effort, which he believes has

potential, especially since there is a desire to improve the facility's appearance and quality of services.

Mr. Zabalski stated that if the Gateway Campus is not approved, he plans to return to the Commission for approval to build a facility at 9<sup>th</sup> Avenue and Madison, and if approval cannot be obtained, St. Vincent's will continue to operate as it is presently does. He opined that the Gateway Campus would be good for the community, as well as those who are less fortunate; therefore, he does not know why anyone would not want to move forward when the public sector, private sector, and so many nonprofit organizations are working together for the first time.

(Tape 1, Side B)

A short video was shown regarding the concept of the Gateway Campus and a comprehensive approach that has been very successful in San Diego, California.

Supervisor Brewer stated that she has been an elected politician for 19 years. She began in the House under the leadership of Frank Kelly, for whom the Capitol Mall was an especially important project. As she moved on to the Senate and the County, the issue of homelessness grew and grew. She submitted that the Maricopa County government, the private sector, and providers are all on one page, and this is an opportunity for the Commission to make a difference for the Capitol Mall, residents, and the community. As the regional government, the County will bring people and other governments together. She implored the Members to give a positive vote on the Gateway Campus proposal.

### **Public Testimony**

Chairman Knapp submitted letters for the record from the following sources:

- Combined Communities Action Coalition with an undetermined position on the Gateway Campus (Attachment 4).
- Ruth and Les Harlan in opposition to the Gateway Campus (Attachment 5).

Terry Davis, Executive Director/Chief Executive Officer, Phoenix Revitalization Corporation, stated that the Corporation members do not object to a homeless facility as described; however, a vote at this time is somewhat premature because of unanswered questions such as:

- Specifics of the operating plan, i.e. governance, the possibility of more services in addition to existing services, length of stay, etc.
- The site plan is drafted conceptually, but there is still a question of land ownership and zoning from the City of Phoenix, etc.
- The cost of the total plan is not known and the exact sources of funding are not clear.
- It is uncertain how the budgets in place for existing organizations will be involved in ongoing operating costs or who will operate the campus.

Monsignor Edward Ryle, Lobbyist, Diocese of Phoenix, testified that he attended the groundbreaking for Central Arizona Shelter Services, Incorporated (CASS) 16 years ago when people had wonderful visions of what would happen. He has been involved in meetings since

that time about doing a better job and having a better campus, but nothing has happened. He noted that the Commission heard about the shape the buildings are in, the fact that the faith-based community is willing to raise money to improve services and build new facilities, and the County is making a major commitment. He opined that this opportunity should be taken rather than waiting another 16 years for him to return pleading that something must finally be done about the situation.

Louisa Stark, Executive Director, Community Housing Partnership (CHP); Member, Continuum of Care Committee/Combined Community Action Coalition, indicated that better facilities are needed in the central city area. She said she lives in a neighborhood about nine blocks north of the Capitol Mall that has been impacted somewhat by homelessness, and 16 years ago, the neighborhood was convinced that many other services would be provided around the valley, but nothing has happened. As a result, unfortunately, CASS has become the central attraction for services.

Ms. Stark related that most residents would like to see new services and facilities downtown, but as part of a regional continuum of care. There should be shelters and other services throughout the Valley to complement what goes on at CASS, as well as a depth of services, such as affordable housing, long-term substance abuse programs, mental health programs, etc., so people can truly integrate into the community. She suggested waiting about six months in order to develop a more regionalized perspective on what services are needed, especially emergency services.

Chairman Knapp noted that Molly Buchanan, representing herself, is in favor of the Gateway Campus.

J. Grace Ellis, representing Woodland Historic District; Capitol Weed & Seed Coalition, stated that she lives in the Capitol Mall area. She related that she is not against homeless people or taking care of people in the neighborhood, but a continuum of care is needed. Smaller facilities scattered around the Valley would be humane, not only for people using the shelters, but the people who work with them. She endorsed the idea of providing all homeless services under one roof, but for maybe 100 people. She asked the Commission to give the proposal a bit more consideration, take time to do this right, and be humane.

Chairman Knapp noted that the following persons are in favor of the Gateway Campus, but do not wish to speak:

Annette Stein, representing herself  
Darcy Bucholz, representing herself  
Chris Pinuelas, representing herself  
Kevin Tyne, representing himself

Jeff Taylor, Director, The Grace Place, testified that he was a homeless person in the downtown area who committed crimes and took drugs, but he was afforded the opportunity of recovery. He was sent to the County jail several times and ultimately released to the Salvation Army Harbor Light facility where he completed a long-term residential drug treatment program, remained for transition (which is extremely important), and returned to school. He became the head teacher in

the first Arizona Department of Economic Security's (DES) licensed day care for children of drug addicted and homeless parents.

Mr. Taylor explained that drug treatment should not be provided on the Gateway Campus because people in treatment would be mixed with people who are being assessed, and drugs would pass. Secondly, an effective treatment program should include long-term residential treatment, long-term transition, and an opportunity for clients to begin the day in chapel. He submitted that the solution is to assess the needs of the homeless population at the Gateway Campus, of which probably more than half will need long-term residential drug treatment, and perceived his organization as part of the solution in offering that treatment. He asked the Members to consider the fact that he is standing before them when he used to live in a field and was of no use to himself or others. He was given the opportunity for appropriate recovery, and as a result, his son will not be a ward of the State and will never see his father under the influence; therefore, he strongly supports the Gateway Campus.

Chairman Knapp noted that Don Chapman, Board of Directors, Capitol Mall Association, is opposed to the Campus.

Shannon Dubasik, Capitol Mall Association, indicated that she realizes homeless people are located throughout Maricopa County, but about 400 are located in and around Madison Street. Residents of the community are concerned that history may repeat itself because promises that were made in the past were not kept for a variety of reasons. She stated that while there are some good concepts identified for the Gateway Campus, there is nothing in place to prevent the City of Phoenix/Madison Street from continuing to be the sole service provider location; therefore, a yes vote is premature at this time. She added that she is willing to work with the Continuum of Care policymakers on plans, programs, and facilities to address homelessness in communities positively.

Chairman Knapp noted that Terri Leija, representing herself, is in favor of the Gateway Campus.

David M. Smith, Substance Abuse Counselor, representing Health Care for the Homeless Clinic, stated that he was a homeless person on the streets of Phoenix. He remarked that the downtown neighborhood has borne the brunt of homelessness for a long time; however, that is where services are currently provided and appears to be where services can be consolidated since it sounds like service providers are not going to move. If that is the case, he is not sure anyone can afford to miss this opportunity presented by the County to provide all of the services in a decent location and begin anew. He empathized with those who do not want the Gateway Campus in their neighborhood, but pointed out that substance abuse is rampant throughout the county, State and nation. Unfortunately, a week ago, the country was attacked in an act of terrorism; however, this country has been under attack for decades from concerns making billions of dollars from the misery of drug addiction. He opined that as a chemical dependency counselor for 13 years, the Gateway Campus offers an opportunity to funnel individuals toward facilities that will eventually be built.

Chairman Knapp noted that Bramley Paulin, Property Owner; Member, Capitol Mall Association, is opposed to the Gateway Campus.

Chairman Knapp noted that Julie Evans, Social Services Manager, Health Care for the Homeless Clinic, is in favor of the Gateway Campus.

Doug Lingner, Councilman, City of Phoenix, stated that the City is supportive of this concept, but has taken some action on its own. On March 21, 2001, the Housing and Neighborhoods Subcommittee, which he chairs, passed a resolution that was forwarded to the Phoenix City Council and passed unanimously. He related the contents of the resolution:

- The City of Phoenix agrees to continue to participate with the local government, State, and business community in a regional continuum of care in which all levels of government and the private sector share responsibility for housing and services for the homeless and low-income residents.
- Support the maintenance of CASS at its current location with improvements and enhancements, which may be achieved through the development of a campus that includes an appropriate array of housing and services at the current CASS site.
- Participate with other partners in a regional continuum of care process to ensure that physical structure and programmatic operation of a campus effectively aid in the transition of CASS residents to permanent housing.
- Utilize 2001 bond funding to support the development of a 200-bed emergency shelter outside the downtown area, which is consistent with previous City Council policies to support regional solutions to homelessness. The development of compatible shelter facilities outside the City of Phoenix are encouraged and expected.
- Support and promote State legislation for increased funding for 1) alcohol and drug abuse treatment, support for people with serious mental illness, and general mental health treatment; 2) pre-release services and community support for people released from the criminal justice system; and 3) affordable housing for special needs populations, including elderly, disabled, large families, and homeless people.
- Encourage the development of affordable housing for low-income and homeless people.
- Continue to provide homeless prevention services and support increased funding for housing for services for victims of domestic violence.
- The City of Phoenix recognizes the constitutional rights of all people, including those who are homeless.

Councilman Lingner stated that people who testified against the proposed facility did not appear to be adamantly opposed, but asked many questions, as did the City. He noted that Supervisor Brewer listed some of the partners in her closing statement, but did not include the City, which might be because City representatives have many questions. He noted that the site plan is appropriately named a preliminary site plan, pointing out that the only property the County currently controls is located west of 12<sup>th</sup> Avenue north of Jackson Street. He added that if the Commission supports the County's request, he would advocate at the Council level for funding for operational costs and some operational issues, if the County chooses to expand the concept, as long as some of the questions and issues raised are addressed.

Martin Shultz, Phoenix Community Alliance (PCA), perceived Councilman Lingner's comments as encouraging and surmised that if the Commission approves the Gateway Campus, the City would work through some of the questions that have not been answered satisfactorily. He said as one of the individuals from the private sector at Councilman Lingner's Subcommittee at the time the resolution was passed, he talked about regional aspects of the project, and the continuum of

care has been described and what is being done about the regional aspects. He noted that Mr. Taylor described a gateway, i.e. an intake center and how it would work from the perspective of a person with expertise, not only in service, but who has gone through the process.

Mr. Shultz surmised that Councilman Lingner said the City is interested in participating in ongoing funding, which is very good. He pointed out that Mr. Smith from the County can tell the Commission that there is a plan for funding involving the private sector and certain agencies will contribute to development of their locations. As far as the 2001 bond funding is concerned, Mr. Shultz said he read the document and believes the City has some flexibility with regard to how the money is used, which he talked to the City Manager about; however, it would be a decision for the City to determine after approval by the Commission.

He stated that Councilman Lingner expressed, as did others, a concern about dealing more effectively with the seriously mentally ill (SMI), drug and alcohol addiction, and pre-release from Maricopa County prison or the Arizona Department of Corrections (ADC), and the bottom line is that those three populations are being addressed very aggressively. He added that the PCA has gone through this process with the County and other jurisdictions, and the business community in Arizona supports a positive vote for the Gateway Campus.

#### **Discussion/Adopting a Position on Gateway Campus in the Capitol Mall Area**

Chairman Knapp stated that he encouraged early action because the Gateway Campus is in the concept stage and the Commission's approval is needed as planning leaders.

(Tape 2, Side A)

Mr. Hintz asked if the design would have to be approved later if the Commission approves the current request. Chairman Knapp responded that he expects that the Commission would need to approve the design.

Ms. Rich remarked that she is a County employee who has had to become very educated on this issue. This is the third time it has been before the Committee, and at first there were more questions than answers, but now, many of the questions have been answered. She said she understands the neighborhoods want guarantees and commitments, but the plan is still at the concept level. She endorsed the idea of a neighborhood contract and including a neighborhood person on the board of the governing body. She speculated that no one from the County believes this project is ready to go today, but recognizes that there is still much work ahead.

**Ms. Rich moved, seconded by Mr. Keith, that the Legislative Governmental Mall Commission support locating a Gateway Campus for social services on a site generally south of Madison and Jackson Streets and between 9<sup>th</sup> and 13<sup>th</sup> Avenues.**

Mr. Hibbs indicated that as part of any action taken by the Commission, he would like to see a commitment to continue efforts to develop a more comprehensive solution even after the Gateway Campus is developed.

Senator Smith indicated that much enthusiasm has been shown about the plan and many people coordinated efforts to get the concept started. He indicated that something should be done so another group does not have to begin working on this issue in another 16 years.

Mr. Richert agreed that something needs to be done and expressed appreciation for Councilman Lingner's comments. He indicated that he would like to add some items to the motion, which he proceeded to read (Attachment 6).

Ms. Rich stated that Mr. Richert is asking for a funding scheme that people have not been consulted about and a commitment of money on the part of the State. She added that many of the items should have been discussed/negotiated prior to the meeting.

Mr. Hibbs indicated that the fifth bulleted item begins to address the commitment he requested, but many of the items require much more discussion of the merits individually. He said he does not believe the Commission or the two legislative Members could commit the State to funding. He pointed out that the State already provides an amount of funding to the providers through various programs.

Mr. Hintz commented that much work still remains to be done. He opined that the County's plan to develop a good neighbor agreement addresses a number of the issues, but the Commission cannot make funding commitments. He stated that he has been working on the issue of homelessness with the PCA for the last eight years, and initially, nobody wanted to talk about it, but over the last few years the Continuum of Care Committee brought stakeholders throughout the region together. He noted that a commitment has been made to develop plans on a regional basis. He added that it is time to move on and allow the process to continue so stakeholders can work through questions and issues, recognizing that there is a long way to go.

Mr. Richert stated that since he will probably have to regulate much of the activity on behalf of the City, he should probably abstain from voting.

Supervisor Brewer called a point of order and remarked that as long as Mr. Richert participated in the process, he cannot abstain from voting.

Chairman Knapp said he does not know if Supervisor Brewer is correct, but if there is a dispute afterward, it will be thoroughly researched by Mike Braun, Director, Legislative Council. He added that he is impressed with the public-private partnership and the faith-based cooperative effort, as well as the comprehensive approach and research of best practices. He is concerned that this may not be the most appropriate location, but he believes the probable outcome is worthy of the risk.

Mr. Richert commented that if it is important to Supervisor Brewer for him to vote, he will vote.

**Mr. Hibbs moved, seconded by Mr. Keuth, that Ms. Rich's motion be amended by adding the following language: This motion is made with the understanding that there is a commitment by all parties to continue efforts to develop a more comprehensive solution and that among the issues to be addressed by this solution would be to develop and implement strategies to**

**get homeless with significant mental health and substance abuse problems off the streets and into appropriate treatment programs.**

Ms. Rich expressed support for the amendment.

Mr. Hintz related a concern with committing "all parties." Mr. Hibbs said he believes the private sector, Maricopa County, the State, the City of Phoenix, and neighborhoods were mentioned. He does not know a better way to describe those involved, but Mr. Hintz is welcome to include those individually. Mr. Hintz responded that as long as there is a common understanding that those who participated up to this point will be involved, he supports the amendment.

**Question was called on the amendment. The motion carried by a vote of 6 ayes and 1 nay.**

**Question was called on the motion as amended. The motion carried by a vote of 6 ayes and 2 nays (proxy vote submitted by Mrs. Rosenbaum, Attachment 8).**

Without objection, the meeting adjourned at 5:30 p.m.

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Linda Taylor, Committee Secretary  
October 3, 2001

(Original minutes, attachments, and tapes are on file in the Office of the Chief Clerk.)