



ROSEBURG HOMELESS COMMISSION AGENDA  
Monday, January 22, 2024  
Roseburg City Hall, Council Chambers  
900 SE Douglas Avenue, Roseburg

CA  
1-19-2024

11:00 A.M. Regular Meeting

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**NOTE: IT IS UP TO EACH OF YOU AS COMMISSIONERS TO CALL 541-492-6866 AND LET STAFF KNOW BEFORE THE DAY OF THE MEETING IF YOU WILL NOT BE ATTENDING. THANK YOU.**

**I. CALL TO ORDER**

**II. ROLL CALL:**

Chair: Larry Rich  
Commissioners: Shelley Briggs Loosley      Gregory Brigham      Shaun Pritchard  
Michelle Moore      Vacant      Vacant  
Vacant

**III. APPROVAL OF MINUTES**

A. December 11, 2023 – Regular Meeting

**AUDIENCE PARTICIPATION** – *Comments on Agenda Items Only can be provided in person during the meeting, virtually through Zoom or hand delivered to City Hall, 900 SE Douglas Avenue in Roseburg, prior to 10:00 a.m. on the day of the meeting.* To provide comments via Zoom, contact the City Recorder's office at [info@cityofroseburg.org](mailto:info@cityofroseburg.org) to get the link to the meeting. Comments must include the person's name and address for the record. The Commission reserves the right to delay any action requested until they are fully informed on the matter.

*Each speaker will be allotted a total of 4 minutes. All testimony given shall be new and not have been previously presented to Commission. A total of 15 minutes shall be allocated for the "Audience Participation" portion of the meeting.*

**IV. DISCUSSION ITEMS**

- A. Urban Campground Contract – Dream Center
- B. 225 NE Bogard Street Property
- C. Evaluation of Commission

**V. BUSINESS FROM THE COMMISSION**

**VI. NEXT MEETING DATE:** February 26, 2024

**VII. INFORMATIONAL**

**VIII. ADJOURNMENT**

Please contact the City Administration Office at least 48 hours prior to the scheduled meeting date if you need accommodations in accordance with the Americans with Disabilities Act.  
TDD users, please call Oregon Telecommunications Relay Service at 800-735-2900.

**MINUTES OF THE ROSEBURG  
HOMELESS COMMISSION MEETING  
December 11, 2023**

A meeting of the Homeless Commission was called to order by Chair Larry Rich at 11:01 a.m. on Monday, December 11, 2023, City Council Chamber at 900 SE Douglas Avenue, Roseburg, Oregon.

2. ROLL CALL

Present: Chair Larry Rich, Commissioners KC Bolton, Shelley Briggs Loosley, Gregory Brigham, Brent Eichman, Michelle Moore, and Shaun Pritchard

Absent: Chris Boice (resigned)

Others: City Manager Nikki Messenger, City Recorder Patty Hitt, Police Captain Jeremy Sanders, Community Development Director Stu Cowie, Management Assistant Grace Jelks, and The News Review – Reporter Drew Winklemaier

3. APPROVAL OF MINUTES

Commissioner Briggs Loosley moved to approve the September 25, 2023 meeting minutes. The motion was seconded by Commissioner Brigham and approved with the following vote: Chair Rich; Commissioners Briggs Loosley, Bolton, Brigham, Eichman, Moore, and Pritchard voted yes. No Commissioners voted no.

4. DISCUSSION ITEMS

A. City Manager Messenger presented Urban Campground potential locations. Discussion ensued.

Commissioner comments and questions included impact on operating costs for multiple sites, the total number of sites necessary to accommodate the City's entire homeless population, clarification of whether both properties are under consideration versus picking just one, and how law enforcement efforts would change or be impacted after the urban campground and rules are implemented. This problem is not going to be solved in the immediate future, but we are looking at ways to manage these issues using tools, such as, increased services and adding a campground. The Commission expressed appreciation for community residents and business owners sharing their thoughts and concerns about these properties and felt compelled to explore other sites.

Commissioner Pritchard shared concerns about the City supporting multiple sites, which will impact available funding for the Navigation Center.

Messenger clarified that costs associated with running multiple sites is definitely a concern that needs more evaluation and hopefully grant funding will be an option, but is not guaranteed. Staff would like input about both properties.

Captain Sanders clarified there are approximately 100 unhoused individuals in the City at any given time, but that number changes frequently. There are a lot of unknown answers about the urban campground's possible on impact on criminal activity, patterns, and behaviors in certain neighborhoods. Being homeless does not create criminal behavior and only time will tell about whether adding an urban campground will be a positive or negative impact.

The Commission agreed to hear public comments about item no. 4a.

#### AUDIENCE PARTICIPATION

1. James Walker, resident and business owner, spoke in opposition of the Winchester Street property and proposed a new location.
2. Shirley Kahn, resident, spoke in opposition of the Winchester Street property.
3. Jacqueline Pratt, resident, spoke in favor of building an urban campground but only if there are services available to help the homeless population.
4. Elia Arellano, resident, spoke in opposition of the Winchester Street property.
5. George Gibby, resident, spoke in opposition of the Winchester Street property.
6. Sheila Anderson, Team Smiles, spoke about working with the homeless population and providing a safe place for them to go.
7. Dan Langdon, rental property owner, spoke in opposition of the Winchester property.
8. Natalie Poland, resident and rental property owner, spoke in opposition of the Winchester Street property.
9. William Wright, Dairy Queen owner, spoke in opposition of the Winchester Street property.
10. Wendi Patterson, resident and dental office representative, spoke in opposition of the Winchester Street property.
11. Erika Franklin, resident, spoke in opposition of the Winchester Street property.
12. Paul Logan, resident, spoke in opposition of helping the homeless population unless there is a stipulation to accept services and do better.
13. Wayne Ellsworth, Umpqua Heart, clarified that survey results indicate there are over 300 unhoused individuals, ongoing projects, and possible future projects that support housing by the organization.

Commissioner Bolton moved to not recommend the Winchester Street property and remove it from consideration. The motion was seconded by Commissioner

Briggs Loosely and approved with the following vote: Chair Rich; Commissioners Briggs Loosley, Bolton, Brigham, Eichman, Moore, and Pritchard voted yes. No Commissioners voted no.

B. Evaluation of Commission

This item was set over to the next meeting.

5. BUSINESS FROM THE COMMISSION

None.

6. NEXT MEETING DATE

The next meeting is scheduled on January 22, 2024.

7. INFORMATIONAL

None.

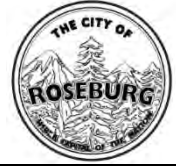
ADJOURNMENT

Chair Rich adjourned the September 25, 2023, regular meeting of the Roseburg Homeless Commission at 12:03 p.m.

*Grace Jelks*

Grace Jelks  
Management Staff Assistant

# ROSEBURG HOMELESS COMMISSION AGENDA ITEM SUMMARY



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## URBAN CAMPGROUND CONTRACT

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**Meeting Date: January 22, 2024**  
**Department: Administration**  
**[www.cityofroseburg.org](http://www.cityofroseburg.org)**

**Agenda Section: Discussion Items**  
**Staff Contact: Nikki Messenger**  
**Contact Telephone Number: 541-492-6866**

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### ISSUE STATEMENT AND SUMMARY

The sub-committee working on establishing an urban campground has been meeting with the directors of the Roseburg Dream Center to discuss a potential partnership utilizing their site. The issue for the Commission is whether to forward a recommendation to the City Council to proceed with negotiating a contract to establish an urban campground.

### BACKGROUND

When the Homeless Commission formed in 2021, the first task identified was to find a warming shelter. Working with community partners, warming and cooling shelters have been occurring since that time. The location of the warming shelter has moved a few times, but UCAN recently entered into an agreement with St. Joseph's Catholic Church to host the emergency shelter in their gymnasium. While there are no guarantees, we are hopeful that this can be a long-term solution for warming and cooling. The next priority was to establish the Navigation Center. The City received grant funding in 2021 and opened the first phase in June of 2022. The second phase, the congregate shelter, was finalized and opened in September of 2023. The next priority, which has been ongoing, is the establishment of an urban campground.

At the December Homeless Commission meeting, James Walker indicated he might have a viable location during the audience participation portion of the meeting. Mayor Rich was able to follow up with him and learned that he leases property to the Roseburg Dream Center. Mr. Walker indicated that the property, located at 2555 NE Diamond Lake Blvd., has additional ground available and that the Dream Center may be amenable to allowing an urban campground in that space. On December 20, the sub-committee working on a site met with the Roseburg Dream Center directors, Jeremy and Hollie Grammon, and the property owner, James Walker at the site. The Grammons explained their vision for a managed campsite meant to provide a safe space for unhoused persons to stabilize, prepare and work towards reentry into social and economic stability, including housing. After a lengthy discussion about expectations (theirs and ours), the Grammons agreed to put together a proposal outlining the costs associated with their model.

Staff received the attached proposal on January 15 and met with the Grammons on January 17 to discuss. The proposal starts with 40 tent sites. Once the site is graded and prepped, this will be accomplished by installing twenty 20' x 10' carport style tent structures on raised wooden platforms. The carports would be divided in half and provide two spaces each. Occupants could either use the entire 10' x 10' area as a tent or utilize their own tent inside

the carport. All belongings would have to be contained within the space. The camp would start with twenty of these structures, providing space for up to forty tents. Assuming some (but not all) spaces would be double occupancy, the structures would likely house between 40 and 60 people. The site could be expanded in the future for either additional tent structures or other types of more durable structures such as conestoga huts or small wooden structures.

The proposal includes construction of a pole building to be used as a common space and for food storage and prep, a supervisor camp trailer, porta potties, utilities, garbage service, and the eventual purchase of a shower/laundry trailer. The proposal includes full time staffing and private, trauma informed security at night.

### **FINANCIAL/RESOURCE CONSIDERATIONS**

The total estimated monthly costs are \$56,450. This includes funding for 24/7 supervision accomplished with six full time staff. It also includes private security consisting of two people trained in trauma informed response, 12 hours per day (6 pm – 6 am), 7 days per week. It includes 3 regular and 1 ADA porta potty and one handwashing station, all serviced twice per week and a large dumpster serviced weekly. Other overhead costs include insurance, utilities, rent and bookkeeping.

If there are 40 occupants, this averages \$46.40 per day. If there are 60, it averages \$30.93 per day. This is commensurate with costs of similar operations. A flyer for the 410 Garfield Safe Sleep Site (ALL IN – supported project) indicates a cost of \$45.33 per bed per night, not including the cost to the City of Eugene to lease the privately owned building and site (flyer attached for reference).

#### **Startup costs:**

A preliminary estimate for grading, rocking, installing storm drainage, extending the water and the sanitary sewer lines and installing a 6' chain link fence with privacy slats is just under \$120,000. The costs associated with the pole building, carport/housing pods and floors, and supervisor trailer are roughly \$46,000. A shower/laundry trailer may cost in the neighborhood of \$85,000. These costs are rough estimates and will continue to be refined as the plans are developed. The Dream Center staff are also contacting local businesses and suppliers about potential donations to lower or offset costs.

ARPA funds may be available for the initial year of operations. Long term funding will need to be identified to sustain the ongoing operation.

### **TIMING ISSUES**

A preliminary discussion is scheduled for the January 22 City Council meeting. If approved, the site could be ready by June.

### **COMMISSION OPTIONS**

The Commission has the following options:

1. Forward a recommendation to the City Council authorizing staff to negotiate a contract with the Roseburg Dream Center to establish an urban campground. Since this will require an exemption from competitive bidding, this will require public notification and a public hearing prior to award; or

2. Request more information; or
3. Recommend the Council direct staff to issue a Request for Proposals for an urban campground on private property; or
4. Not recommend proceeding with a contract with the Dream Center.

### **STAFF RECOMMENDATION**

Staff has consistently advocated that any city-sponsored urban campground should be managed in order to mitigate the potential for negative impacts to the surrounding property owners and the residents within the camp. Staff is fully aware that ultimately, that is a City Council decision, after receiving input from the Commission. The Roseburg Dream Center has a history of working with the unhoused community. The new directors have a vision that involves not just providing a place for people to be, but providing an opportunity for them to work towards independence. Staff believes they meet the criteria outlined in state statute for operating an emergency shelter and could qualify for the corresponding land use exemption. Having a camp that is managed 24/7 is expensive and long term funding will need to be identified. Staff recommends the Commission forward a recommendation to the City Council to take the necessary steps to move forward with a contract with the Roseburg Dream Center to operate an urban campground.

### **SUGGESTED MOTION**

***“I move to recommend the City Council authorize staff to take the necessary steps to move forward with a contract with the Roseburg Dream Center to operate an urban campground, including the exemption from competitive bidding.”***

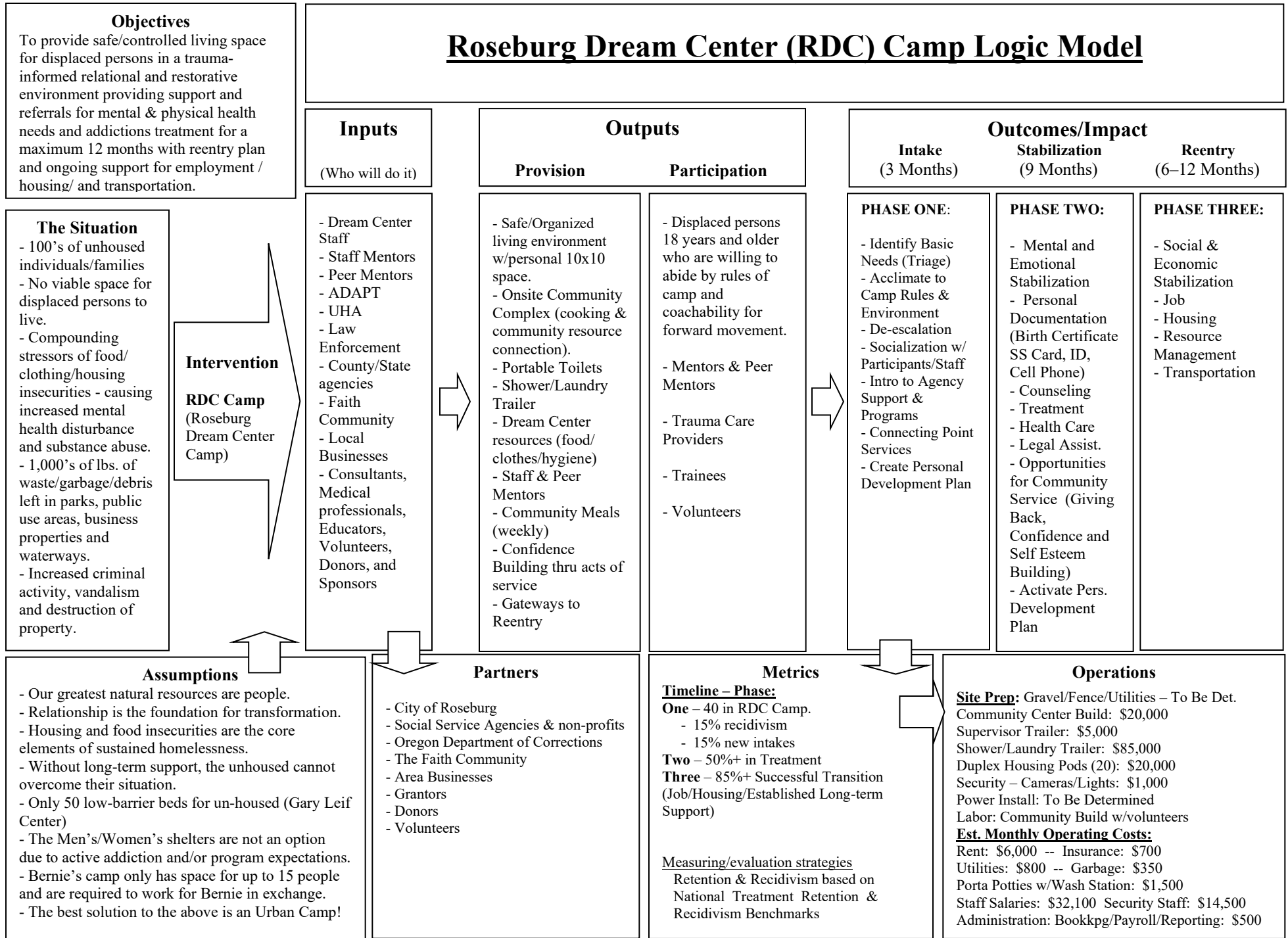
### **ATTACHMENTS**

Attachment No. 1 - Roseburg Dream Center Camp Logic Model

Attachment No. 2 - Site Map

Attachment No. 3 - 410 Garfield Safe Sleep Site (ALL IN-supported project) informational flyer

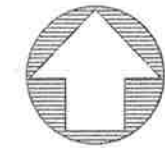
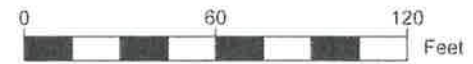
## Roseburg Dream Center (RDC) Camp Logic Model







ONE CALL NUMBER FOR  
UTILITY LOCATIONS, 1-800-332-2344  
CALL 48 HRS. BEFORE YOU DIG



LEGEND

- CURB INLET (DI)
- CATCH BASIN (CB)
- SURVEYING CONTROL
- WATER VALVE
- SANITARY MANHOLE (MH)
- STORM MANHOLE

- STORM LINE
- WATER LINE
- SEWER LINE
- GAS LINE

DESIGN:	RGH
DRAWN:	GZV
SCALE:	1"=30'
SHEET:	2/3

DATE: 1/4/2024

REVISIONS

Urban Tent Sites

Project 24PW??

CITY OF ROSEBURG  
Public Works Department  
Dawn Easley- DIRECTOR  
Street Department





## 410 Garfield Safe Sleep Site (ALL IN-supported project)

<b>Operator</b>	St. Vincent de Paul Society of Lane County
<b>Opening Date</b>	February 22, 2022; upgraded to emergency shelter through ALL IN
<b>Capacity &amp; Type</b>	86 canopy-style tents inside an upgraded warehouse building, plus 6 Conestoga huts located outside for people with pets
<b>Site details:</b>	Privately-owned site being leased by City of Eugene
<b>Cost:</b>	\$45.33 per bed per night, operations and services only

### Program info:

- 24/7 staffing
- Possessions must fit within 2 storage totes inside people's tents
- Each tent & hut has its own small heater, plus there is a pellet stove in the common area
- Tents & huts are inspected three times daily for safety
- On-site showers and one meal per day are provided, as well as additional donated food supplies
- Case management services provided by St. Vincent de Paul
- The site stays full with a long waiting list



### FY23 Program Data

*Total unduplicated individuals served: 231*

*Chronically homeless: 52%*

*Gender: 70% male, 29% female, 1% no single gender*

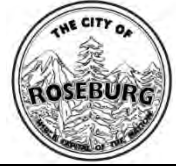
*Race: 4% Black; 1.6% Asian; 5% Indigenous; 8% multiple races*

*Length of Stay: 73% of stayers have been there more than 3 months*

*Exit Destinations: 23% to permanent housing; another 4% to improved temporary destinations*



# ROSEBURG HOMELESS COMMISSION AGENDA ITEM SUMMARY



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225 BOGARD STREET

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**Meeting Date: January 22, 2024**  
**Department: Administration**  
**[www.cityofroseburg.org](http://www.cityofroseburg.org)**

**Agenda Section: Discussion Items**  
**Staff Contact: Larry Rich/Nikki Messenger**  
**Contact Telephone Number: 541-492-6866**

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## ISSUE STATEMENT AND SUMMARY

The subcommittee working on a location for an urban campground has identified another potential location. Staff is seeking input from the Commission and the public regarding the viability of this site.

## BACKGROUND

A subcommittee consisting of Mayor Larry Rich, Commissioner/Councilor Shelley Briggs Loosely, City Manager Nikki Messenger, and the City Recorder (previously Amy Sowa, currently Patty Hitt) have been evaluating potential locations for an urban campground. Several sites have been considered. For many reasons, this is a difficult process.

Oregon statute (ORS 197.782) defines an emergency shelter as “a building or cluster of buildings that provides shelter on a temporary basis for individuals and families who lack permanent housing.” Staff has been using the statutory requirements as guiding principles. Statute includes the following requirements for an emergency shelter that a City is required to approve:

- a. Includes sleeping and restroom facilities for clients;
- b. Will comply with applicable building codes;
- c. Is located inside an urban growth boundary or in an area zoned for rural residential use as defined in ORS 215.501;
- d. Will not result in the development of a new building that is sited within an area designated under a statewide planning goal relating to natural disasters and hazards, including flood plains or mapped environmental health hazards, unless the development complies with regulations directly related to the hazard;
- e. Has adequate transportation access to commercial and medical services; and
- f. Will not pose any unreasonable risk to public health or safety.

In addition to those basic principles, staff has been seeking a location that is not close to a school, daycare or park and with limited exposure to residences. Another challenge has been finding a location that is safely accessible by pedestrians and has utilities available, in order to ensure fire protection and the ability to provide additional buildings and/or facilities in the future if appropriate.

A number of sites have been visited and evaluated. Challenges have included distance to services without sidewalks and/or streetlights, lack of utilities, owners unwilling to sell for this purpose, proximity to schools or residential neighborhoods, cost (purchase and development) and other issues.

The subject site is located at 225 NE Bogard Street. The site includes a 2,400 square foot heated building with an office space and bathroom. It was first identified when the committee was looking for a temporary warming shelter this winter. The property is 0.25 acres and is zoned Mixed Use. This zone does not currently allow for homeless shelters, but could meet the statutory exemption if a qualified operator were involved.

State statute pre-empts the City's code in regards to an emergency shelter under certain conditions. Under ORS 197.783, a local government is required to approve an application for the development of an emergency shelter if it meets the requirements outlined above and is operated by:

1. A local government
2. An organization with at least two years; experience operating an emergency shelter using best practices that is:
  - A. A local housing authority
  - B. A religious corporation
  - C. A public benefit corporation (as defined in ORS 65.001), whose charitable purpose includes the support of homeless individuals, that has been recognized as exempt from income tax under section 501(a) of the Internal Revenue Code for at least three years before the date of the application for a shelter;
3. A nonprofit corporation partnering with any other entity described in this subsection

If all of the statutory requirements are met, local governments are required to approve the use, regardless of any local land use regulations that may be in place.

Staff has drafted the attached preliminary layouts to identify the number of tent sites that may be available on each site. The sketch below outline 10' x 10' sites.



#### Pros:

- Existing building – 2,400 sf – with office and bathroom, could be used for operator, storage of belongings, common area, etc.
  - Because it does have a building, may fit the statutory zoning exemption
    - Would require an operator meeting the statutory requirements
  - Could serve as warming center if needed
- Room for 26+/- tents and/or tiny shelters outside
- Flat – little to no grading required
- Corner lot with on-street parking on both frontages
- Just off Diamond Lake – 312 ft. +/-
  - sidewalks and streetlights to the Bogard
  - on UTRANS route
  - relatively close to services
- In the Urban Renewal District boundary

#### Potential negatives

- Residential uses in Mixed Use zone across Fleser Street
- Portions of the property are in the floodplain and flood insurance may be recommended
- Relatively small with limited number of tent sites available
- No sidewalk from Diamond Lake on east side of Bogard
- No qualified operator currently identified

Staff anticipates a number of concerns will be raised by abutting property owners and neighbors/citizens in general. In order to protect the privacy of neighbors and campground users, staff would recommend installation of privacy slats in the existing perimeter fence. Since it is a corner lot, staff would need to evaluate how to meet safe site distance requirements. The campground operator would need to establish rules and 'hours of

operation' to ensure the campground does not become a nuisance based on noise, trash and other challenges that have been identified as potential concerns.

### **FINANCIAL/RESOURCE CONSIDERATIONS**

The sale price for the property is \$325,000. If a sale moves forward, the City will likely use ARPA funding to purchase the property. Staff has not completed the estimate for any other related improvements at this time. Staff has inquired about the cost of flood insurance and is awaiting that quote. There will be additional operational costs that are not known at this time.

### **CONSIDERATIONS**

The City has entered a purchase agreement for the property and an escrow account has been opened. The purchase agreement is contingent upon final approval by the City Council in a public meeting. The purpose of entering into the purchase agreement is to lock in the price and establish a timeline for making a final decision without the pressure of potentially losing the site to another buyer. The City's offer was officially accepted on January 2, 2024 and the \$5,000 earnest money was deposited on January 3. The City has 90 days to complete due diligence and an additional 30 days to close the transaction.

### **COMMISSION OPTIONS**

The Commission has the following options:

1. Recommend the City Council proceed with the purchase of the property; or
2. Recommend the City Council not proceed with the purchase of the property; or
3. Request additional information.
4. Take no action and forward to Council for a decision.

### **ATTACHMENTS**

Attachment No. 1 - Aerial Photo of site





**First American Title**

270519AB02700  
225 NE Bogard St  
Roseburg, OR 97470



# Aerial



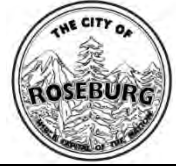
Subject

Taxlot

4/13/2023

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# ROSEBURG HOMELESS COMMISSION AGENDA ITEM SUMMARY



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## COMMISSION FOCUS/FUTURE

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**Meeting Date:** January 22, 2024  
**Department:** Administration  
**[www.cityofroseburg.org](http://www.cityofroseburg.org)**

**Agenda Section:** Discussion Items  
**Staff Contact:** Larry Rich, Nikki Messenger  
**Contact Telephone Number:** 541-492-6866

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### ISSUE STATEMENT AND SUMMARY

The Homeless Commission has been in place for just under three years. The Mayor and staff are seeking input regarding the Commission's future.

### BACKGROUND

The Homeless Commission was established by the City Council in late 2020 and began meeting in January of 2021. The Commission's duties are outlined in the Roseburg Municipal Code as follows:

#### **2.20.030 Duties—Responsibilities.**

The duties and responsibilities of the Commission shall include, but not be limited to, the following:

- A. Research current practices related to addressing the needs of the unhoused population.
- B. Make recommendations to the City Council on addressing the needs of the unhoused population.
- C. Review and recommend to the City Council the terms and conditions for contracts and working relationships with private and public agencies regarding services for the unhoused.
- D. Receive and consider comments and suggestions from the general public and local businesses regarding homelessness.

The Commission has been involved with a number of discussions and decisions over the past three years. Recently, Commission members have expressed concern over the future of the Commission and their role in it. Some of these concerns relate to the fact that most of the 'work' that goes into the commission agendas is produced by staff. Other comments have related to the number of meetings that have been cancelled and/or devoted to updates from community partners without any action items for the Commission.

At the first meeting, the Commission identified the short-term priority of finding a site for a warming center and longer term goal of opening a low barrier shelter. With the help of community partners, a warming shelter was established. There have been some bumps in the road, but thanks to Shaun Pritchard's work, a new location has been secured. And in 2022, the Gary Leif Navigation Center opened its first phase. The project was completed and the second phase opened this fall.



Since inception, the Homeless Commission has been involved with a number of discussions and/or decisions that have been forwarded to Council for final action. A few highlights include:

- Reviewed proposed municipal code language regarding warming fires, time/place camping restrictions
- Worked on immediate needs
- Reviewed the Community Homeless Assessment performed by Rogue Retreat
- Made recommendations concerning the site purchase, construction contract, and operational contract for the navigation center
- Reviewed and recommended policies for Tent Camping and Vehicle Camping sites
- Reviewed and recommended changes to the proposed Time, Place, and Manner regulations prior to adoption by Council
- Authorized acceptance of grants to fund the navigation center
- Received regular updates from community partners
- Received public input on a variety of topics

By having discussions at both the Homeless Commission and the City Council, the public has the opportunity to hear the information and comment in multiple forums. City staff often lacks the expertise provided by the Commission members that work in the social service industry. As with most commissions, the Homeless Commission does not have 'final say' on decisions, as that responsibility resides with the City Council.

### **COMMISSION OPTIONS**

Now that the Navigation Center is open and operating and we are getting closer to establishing an urban campground, it may be appropriate to reconsider the Commission's mission and role. We want to be respectful of everyone's time and the many things that each of you have on your plate. Options may include:

1. Going to quarterly meetings, with special meetings held as needed; or
2. Allowing 'assigned' positions to be reassigned within each organization; or
3. Other suggestions the Commission may have.

### **STAFF RECOMMENDATION**

Staff is seeking input from the Commission. Depending on the Commission's recommendations, updates may need to be made to the municipal code.