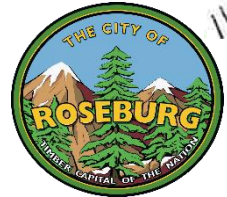


ROSEBURG CITY COUNCIL WORK STUDY AGENDA
November 17, 2025 at 5:30 p.m.
Public Safety Center (PSC) – Umpqua Room
700 SE Douglas Avenue, Roseburg, Oregon 97470



Public Online Access:

City website at <https://www.cityofroseburg.org/your-government/mayor-council/council-videos>

Facebook Live at www.Facebook.com/CityofRoseburg

Please note, there is no audience participation scheduled for this work study session.

5:30 p.m. Work Study

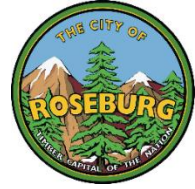
- 1. Call to Order – Mayor Larry Rich**
- 2. Roll Call**

| | | |
|--------------|------------------------|----------------|
| Tom Michalek | Andrea Zielinski | Jason Tate |
| Ruth Smith | Ellen Porter | Katie Williams |
| Zack Weiss | Shelley Briggs Loosley | |
- 3. Council Matters**
 - A. Urban Campground Opportunities and Challenges
- 4. Adjourn**

***** AMERICANS WITH DISABILITIES ACT NOTICE *****

Please contact the City Recorder's Office, Roseburg City Hall, 900 SE Douglas, Roseburg, OR 97470-3397 (Phone 541-492-6866) at least 48 hours prior to the scheduled meeting time if you need an accommodation. TDD users please call Oregon Telecommunications Relay Service at 1-800-735-2900.

ROSEBURG CITY COUNCIL AGENDA ITEM SUMMARY



URBAN CAMPGROUND OPPORTUNITIES AND CHALLENGES

Meeting Date: November 17, 2025
Department: Administration
www.cityofroseburg.org

Agenda Section: Council Matters
Staff Contact: Nikki Messenger, CM
Contact Telephone Number: 541-492-6866

ISSUE STATEMENT AND SUMMARY

At the October 13, 2025 meeting, the Council directed staff to schedule a work study session to discuss the opportunities and challenges related to establishing an urban campground.

BACKGROUND

A. Council Action History.

The City Council established the Homeless Commission in January of 2021. In May of 2021, the City learned that we would be receiving state grant funding to establish a navigation center. Much of 2021 and 2022 were dedicated to this effort, with the first phase of the Gary Leif Navigation Center opening in June of 2022, and the center becoming fully operational in September of 2023.

Beginning in February 2023, the Council worked in executive session on a specific property for a potential urban campground. This effort eventually failed in October of 2023 due to ownership issues with the property. In January of 2024, the Council began considering alternate sites, including sites on Winchester Avenue, Bogard Street, and working with the Dream Center on Diamond Lake Boulevard. Council eventually abandoned these sites after hearing opposition from area residents.

In the fall of 2024, the Council held discussions regarding whether to continue efforts to find a site for an urban campground and decided to persist. On October 2, 2024, the Council held a work study session and established broad site criteria, listed below.

1. Minimum lot size of 0.50 acres.
2. Budget of \$600,000 and under.
3. Locations not near schools, kids' bus stops, sports complexes, waterways, parks, playgrounds or in the middle of a residential neighborhood.
4. No restrictions on zoning.

In mid-2025, the Council directed staff to begin investigating the site at 1899 SE Stephens Street. After receiving public input at the September 22, 2025 meeting, the Council voted to cancel the purchase agreement for that site.

At the October 13, 2025 meeting, the Council voted to hold a work study session to discuss opportunities and challenges around establishing an urban campground.

B. Analysis.

The following is a brief analysis of the challenges and opportunities the City may encounter with the creation of an urban campground (UC).

Challenge – Oregon Law (HB 3115)

In 2021, Oregon codified much of what was found in the Ninth Circuit cases commonly referred to as “Boise” and “Grants Pass”. Oregon Law has stringent requirements regarding establishing “objectively reasonable” laws and ordinances related to people who are ‘involuntarily homeless’ sleeping and keeping warm and dry in public spaces. Oregon law includes provisions for notice periods, collection and storage of items of utility, and other requirements for removing any established campsites.

This becomes a challenge for law enforcement, especially given current staffing issues. If an urban campground were established, and the Council adopted new Prohibited Camping ordinances requiring unhoused to only use the urban campground, the practicality of law enforcement being able to enforce this would still resemble the issues we have today, with limited resources. In other words, the City’s ability to force someone to use the camp may be limited and may not produce the intended result of reclaiming public park spaces for park uses.

There may be other situations that prevent individuals from using an UC. For example:

- Someone kicked out of the UC for behavioral issues
- Restraining orders involving UC residents that prohibit co-location
- Sex offenders prohibited from being around children (if there are children in the camp)

Bottom line – inability to make someone utilize the urban campground.

Opportunity – HB 3115

Oregon Business & Industry (OBI) is currently leading an effort to put the repeal of HB 3115 on the November 2026 ballot. There is also the possibility of legislative action during the 2026 session to make changes to this legislation.

Challenge – Liability Issues

The liability issues associated with an UC can be numerous. Under the concept of State Created Danger, if the City is providing an UC, there is an expectation to ensure a certain level of safety for the residents. CIS has provided advice that any city-sponsored UC

should be managed 24/7. If Council decides to continue to pursue an UC, a decision should be made on whether it will be managed.

There is a risk that once a camp or other amenities are provided, they will need to be provided in perpetuity, regardless of funding availability. For instance, Grants Pass is in a settlement agreement that requires them to provide space for 150 homeless residents. Staff's understanding is, even if the OBI ballot initiative is successful, cities that have settlement agreements will continue to have to meet the obligations set forth in those agreements.

Opportunity – Liability Issues

During a previous legislative session, Councilor Porter put a tremendous amount of effort into introducing legislation to ensure cities have some form of immunity if providing an UC. This effort could be resurrected.

Challenge – Funding/Ongoing Operations

The costs to establish an UC vary widely depending on the site, needed improvements, and amenities. In addition, we do not currently know the cost for a qualified operator to manage a site 24/7. The City has limited funding available for these purposes. The City does not receive direct funding to provide homeless services.

Opportunity – Funding/Ongoing Operations

The City could use a portion of the Opioid Settlement funds to offset a portion of the cost. In addition, the following mechanisms could be used to help fund ongoing operations but would require extensive discussion and research prior to implementation.

- Construction Excise Tax – can be used to fund low-income housing developments/homeless services
- Payroll tax – larger cities/metro area use this mechanism which would capture more than just city taxpayers (additional research required as to viability for a city our size)
- Specialty fee on utility bill

Challenge – Land Use Regulations

According to the Land Use Development Regulations found in Chapter 12 of the Roseburg Municipal Code, Homeless Shelters are allowed *with a Conditional Use Permit* (CUP) in the PO (Professional Office) and C-3 (Heavy Commercial) zones. As previously explained, a CUP can be a lengthy process that can be appealed to the Land Use Board of Appeals. If a CUP were sought, staff would recommend running that process through the Planning Commission.

State statute (ORS 197.783) allows for an exemption from land use requirements for an emergency shelter, defined as “a building or cluster of buildings that provides shelter on a temporary basis for individuals and families who lack permanent housing.” The 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.

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 of 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.

Opportunity – Land Use Regulations

- *Update Code* – the City could explore code updates to provide additional flexibility for transitional housing.

Challenge – Neighborhood Opposition

We know this issue is not going away. The current approach, which puts public comment at the end of the process, has been unsuccessful.

Opportunity – Neighborhood Opposition

Council could consider a change in approach. Prior to implementing the "time, place, and manner" portion of the prohibited camping ordinance, a community survey was taken, and multiple public meetings (Homeless Commission and Council) to take public input on the draft ordinance prior to finalizing and adopting the ordinance. There may be a version of this process that could work going forward.

COUNCIL OPTIONS

The information above is intended to provide a starting point for Council discussion regarding this issue.

STAFF RECOMMENDATION

Staff is seeking direction from Council.