



ROSEBURG HOMELESS COMMISSION AGENDA
Monday, February 26, 2024
Roseburg City Hall, Council Chambers
900 SE Douglas Avenue, Roseburg

*W
2-22-2024*

11:00 A.M. Regular Meeting

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: Ken Averett Shelley Briggs Loosley Keith Lowther
Gregory Brigham Michelle Moore Shaun Pritchard
Vacant

III. APPROVAL OF MINUTES

A. January 22, 2024 – Regular Meeting

IV. 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 February 26, 2024. To provide comments via Zoom, contact the City Recorder's office at 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.

V. DISCUSSION ITEMS

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

VI. BUSINESS FROM THE COMMISSION

VII. NEXT MEETING DATE: March 25, 2024

VIII. INFORMATIONAL

IX. 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
January 22, 2024**

A meeting of the Homeless Commission was called to order by Chair Larry Rich at 11:01 a.m. on Monday, January 22, 2024, City Council Chamber at 900 SE Douglas Avenue, Roseburg, Oregon.

2. ROLL CALL

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

Absent: None

Others: City Manager Nikki Messenger, City Recorder Patty Hitt, Police Captain Jeremy Sanders, Community Development Director Stu Cowie, and Management Assistant Grace Jelks

3. APPROVAL OF MINUTES

Commissioner Briggs Loosley moved to approve the December 11, 2023 meeting minutes. The motion was seconded by Commissioner Brigham and approved with the following vote: Chair Rich; Commissioners Briggs Loosley, Brigham, Moore, and Pritchard voted yes. No Commissioners voted no. The motion passed unanimously.

AUDIENCE PARTICIPATION

None.

4. DISCUSSION ITEMS

A. Messenger presented the Urban Campground – Dream Center. Discussion ensued.

Commissioner comments and questions included long-term funding and sustainability, annual operating costs, capacity on the property, clarification of the duties for full-time staff, location and security of the entrance and exits, making sure the access gate does not face the residential neighborhood, whether there will be a curfew, appreciation for the Dream Center’s willingness to provide services and take on this project, expectations to participate in religious activities, current hours of operation, appreciation to the community for sharing concerns about the location of this property, concerns about the Homeless Commission making land use decisions, support for a partnership with the Dream Center, whether the Dream Center is open to operating at a different location, the importance of case management to help people that want to

make positive changes, having people that are inside a secure campground and managed by an operator will encourage safety in the community by reducing criminality, and there is never going to be a perfect solution.

Chair Rich shared some insight into the discussions with the Dream Center, including the importance of accountability for the residents and the operators, the property has rules and expectations for the residents to make an effort to improve immediately, and expectations that the operator will fix any problem that comes up.

Messenger clarified sustainability will be a long-term issue that needs to be addressed, ARPA funds are available now, Opioid settlement funds may be an option because homelessness sometimes correlates with addictions issues, the annual operating costs is approximately \$677,400, next steps include exemption from competitive bidding or an RFP process, capacity on the property is depends on the ability to manage in smaller groups before expanding to full capacity, full-time staff will both monitor participants and work with other organizations to provide wrap around services that encourage transitioning into self-sufficiency, the property will be fenced with a gated entrance, the gated entrance will not face the residential neighborhood, the total number of current clients served by the Dream Center,

Jeremy Grammon, Dream Center Operator, provided information about the Dream Center proposal, staff qualifications, and community outreach history. Further clarification was given about the camp rules, a curfew, freedom to leave but not able to return after curfew, conversations to help participants obtain stability and increase success, service providers do have a faith-based background, there will not be an expectation to attend faith services, services have doubled since 2022 and over 1200 households are receiving services every month, 40% are homeless and 60% are low income that are struggling to meet basic needs, current hours of operation are 10:00 a.m. to 2:00 p.m., we are open to operating at a different location, and it is easier to operate at the same location as the campsite because services and relationships are already established.

Public Comments

- a. Rick Poland, property owner, spoke in opposition of the Dream Center property.
- b. Natalie Poland, business owner, spoke in opposition of the Dream Center property.
- c. Jake Hughes, Eastwood Elementary School Principal, spoke in opposition of the Dream Center property.

- d. John Poore, Roseburg School District Security Officer, spoke in opposition of the Dream Center property.
- e. Paul Halaches, resident, spoke in opposition of the Dream Center property.
- f. Kathleen Kelley, resident, spoke in opposition of the Dream Center property.
- g. Kenneth Goff, resident, spoke in opposition of the Dream Center property.
- h. Nikki Opp, Jo Lane Middle School Principal, spoke in opposition of the Dream Center property.
- i. Carolyne Goff, resident, spoke in opposition of the Dream Center property.
- j. Shawn Long, resident, spoke in opposition of the Dream Center property.
- k. Matt Hallman, resident and business owner, spoke in opposition of the Dream Center property.
- l. Judy Griggs, resident, spoke in opposition of the Dream Center property.

Commissioner Brigham moved to endorse the City's current plan to continue due diligence with the Dream Center as a potential manager, other due diligence that they have to do with other vendors that come forward, and continue due diligence with this property or others. The motion was seconded by Commissioner Briggs Loosley and approved with the following vote: Chair Rich; Commissioners Briggs Loosley, Brigham, and Moore voted yes. No Commissioners voted no. Commissioner Pritchard abstained. The motion passed (4-0-1).

B. 225 NE Bogard Street Property Discussion

The Commission ran out of time to discuss this item. Staff will bring this back to the Commission at a date to be determined.

C. Messenger presented the Evaluation of the Commission.

The Commission ran out of time to discuss this item. Staff will bring this item back to the Commission at a date to be determined.

5. BUSINESS FROM THE COMMISSION

None.

6. NEXT MEETING DATE

The next meeting is scheduled on February 26, 2024.

7. INFORMATIONAL

None.

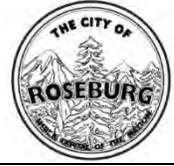
ADJOURNMENT

Chair Rich adjourned the Roseburg Homeless Commission meeting at 12:00 p.m.

Grace Jelks

Grace Jelks
Management Staff Assistant

ROSEBURG HOMELESS COMMISSION AGENDA ITEM SUMMARY



URBAN CAMPGROUND CONTRACT

Meeting Date: February 26, 2024
Department: Administration
www.cityofroseburg.org

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

ISSUE STATEMENT AND SUMMARY

At the January 2024 meeting, the Commission discussed a potential partnership with the Roseburg Dream Center to establish an urban campground on their site at 2555 NE Diamond Lake Boulevard. Since that meeting, staff has continued discussions with the RDC directors to refine the potential 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.

Shortly after the December Homeless Commission meeting, the subcommittee working on a site met with Jeremy and Hollie Grammon, the new directors of the Roseburg Dream Center. The Grammons have an extensive history working with homeless and with people in recovery from addiction and took over operation of the RDC in 2022.

The Grammons explained their vision for a managed campsite meant to provide a safe space for unhoused persons to stabilize, recover, 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. That initial proposal was presented to the Homeless Commission at the January 22, 2024 meeting. At that meeting, the Commission heard a lot of opposition from concerned citizens regarding the site. That meeting can be viewed at the following link (audience participation began about 26:30):

<https://www.cityofroseburg.org/your-government/commissions/homeless-commission/homeless-commission-videos>

Since that Commission meeting, staff has continued to communicate with RDC regarding the Diamond Lake site. The potential layout has been refined and some changes have been proposed to improve the privacy for nearby residents. The RDC directors have provided the attached set of draft rules. The Police Chief and City Manager met with the Roseburg School District Safety Coordinator and the Eastwood Elementary School Principal to better understand the concerns related to students.

The basic premise includes installing 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 attached layout includes forty-two of these structures, providing space for up to eighty-four tents. The assumption is that the camp would start with a fewer number, likely fifty tents. Assuming some (but not all) spaces would be double occupancy, the structures would likely house between 50 and 75 people. The site could be expanded or re-purposed in the future for either additional tent structures or other types of more durable structures such as conestoga huts or small wooden structures. In lieu of a fence along the shared property line with residential neighbors, a six-foot tall ultra-block wall could be constructed to provide improved privacy and reduce the possibility of noise issues.

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 50 occupants, this averages \$37.12 per day. If there are 75, it averages \$24.75 per day, not counting construction costs. This is commensurate with costs of similar operations.

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 and an ultra-block wall is just \$130,000-\$150,000. The costs associated with the pole building, carport/housing pods and floors, and supervisor trailer are roughly \$50,000. 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

The Roseburg City Council has identified this as a high priority.

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. The new directors of the Roseburg Dream Center have a history of working with the unhoused community. They 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.”

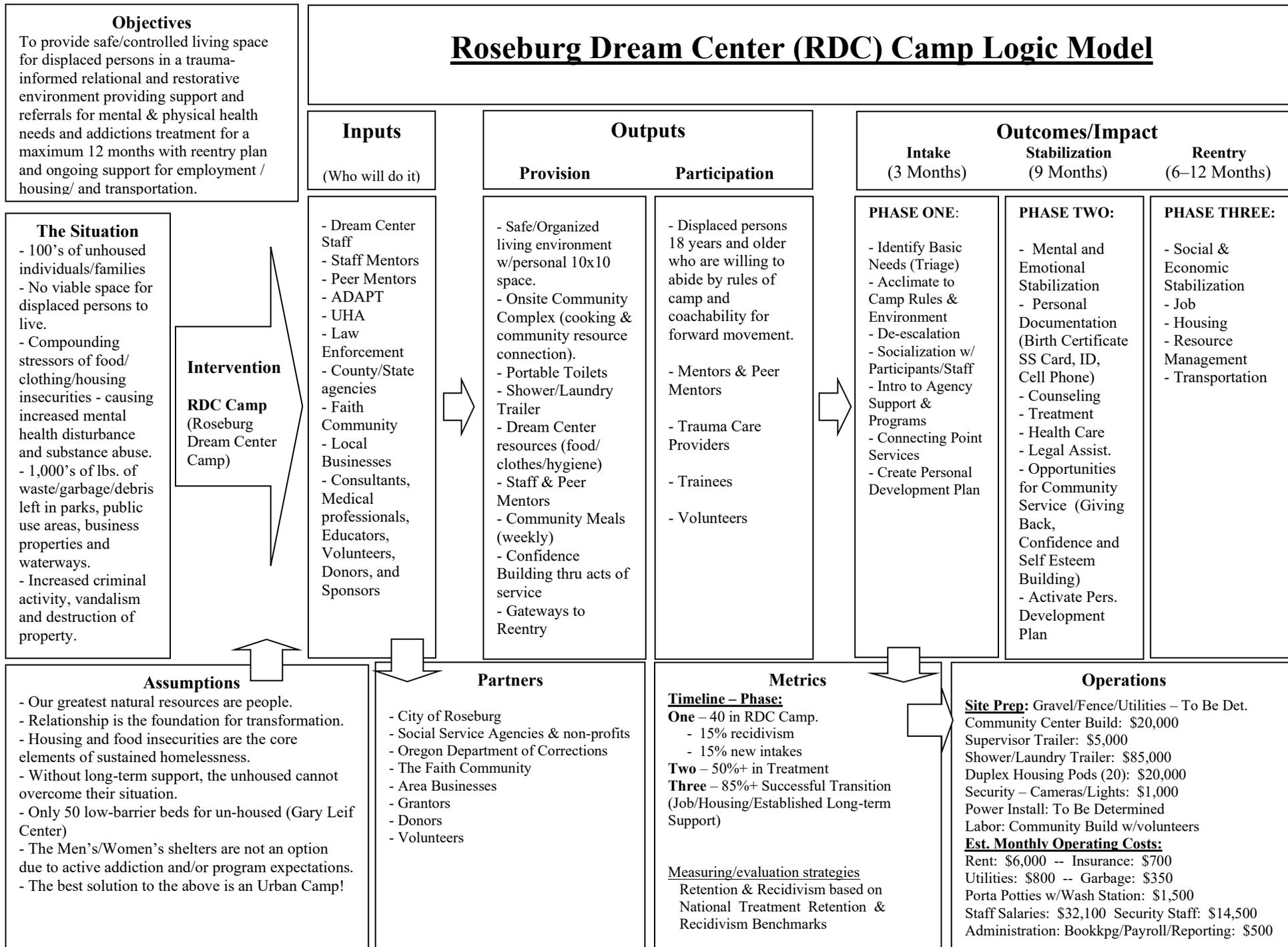
ATTACHMENTS

Attachment No. 1 - Roseburg Dream Center Camp Logic Model

Attachment No. 2 – Draft Site Layout

Attachment No. 3 - Draft RDC Urban Camp Rules

Roseburg Dream Center (RDC) Camp Logic Model



RDC URBAN CAMP

RULES

Occupants:

- Single occupancy 18 years or older
- No more than 2 adult occupants per 10'x10' allotted space
- No more than 2 pets per 10'x10' allotted space
- Families/Children will be addressed on a case by case basis

Personal Space Guidelines - Consisting of a 10'x10' partition of canopy tent or tiny hut

- No hoarding (1st offense 24 hr warning to get cleaned up/ 2nd offense 7 day eviction/ 3rd offense 30 day eviction)
- No more than one vehicle per adult in 10'x10' space (bike, cart, wagon, or other)
- No fires in personal area
- No extending tarps or structures
- No storage boxes or containers outside of 10'x10' space
- No modifications to the tent
- Area around tent must be kept clean and free of debris

Personal Pet Guidelines - Not to exceed 2 animals per Personal Space

- Animals must be on leash at all times
- Animals must not be left alone outside of personal 10'x10' space
- All animal waste must be disposed of in marked area and in proper containers
- No animals in community center
- No animals left unattended in camp
- Any problem keeping your animal quiet or in appropriate areas will result in eviction

Rules Inside Camp:

- Only approved occupants will enter camp at any time (NO GUESTS)
- Curfew 9pm (Gate Shut w/ No Re-entry...Gate will re-open at 7am)
- No Alcohol, Marijuana, or drug use of any kind
- No dealing of any kind of drugs or alcohol of any kind allowed in or near camp

- No weapons...machetes and knives should be considered tools and will be used as such. Misuse of these tools will mean confiscation or eviction.
- Fires of any size or source are absolutely prohibited
- Occupants must be able to maintain respectful behavior
- You must keep your hands to yourself
- Keep your voice down
- Stay out of other people's space
- No spitting or throwing projectiles
- No lewd or obscene behavior
- Keep areas clean and free from trash and debris
- Use facilities and services properly...the way they are intended to be used
- No defacing or destruction of property
- No stealing of any kind
- No loud noises after 10pm (yelling, personal speakers, generators, etc)

(Failure to follow these rules will result in one of the following actions...1

Warning, 24hr Eviction, 7 Day Eviction, 30 Day Eviction, or Permanent Eviction.

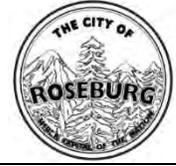
The severity of the action taken will be at the discretion of RDC Camp Facilitators)

Monitored Behavior Outside Camp:

- Loitering
- Littering
- Trespassing
- Stealing
- Vandalization of any kind
- Lewd or obscene behavior
- Linger on or around school property

(Proof of these behaviors by occupants of RDC Camp will result in one of the following actions...30 Day Eviction, or Permanent Eviction from RDC Camp. The severity of the action taken will be at the discretion of RDC Camp Facilitators)

ROSEBURG HOMELESS COMMISSION AGENDA ITEM SUMMARY



225 BOGARD STREET

Meeting Date: February 26, 2024
Department: Administration
www.cityofroseburg.org

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

ISSUE STATEMENT AND SUMMARY

At the January meeting, staff included information regarding a potential site at 225 NE Bogard Street. Due to the length of discussions regarding the Dream Center site, the Commission ran out of time prior to discussing the Bogard site. 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.

The committee originally visited the Bogard site when searching for an emergency warming shelter. Since that time, UCAN has entered into an agreement to utilize the gymnasium at St. Joseph's Catholic Church for this purpose. Since there has been such difficulty finding a site, the City continued to pursue the Bogard site as a possibility. Since that time, the Dream Center and its site have become a potential operator and location, with the potential for approximately 50 tent sites.

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

At the January meeting, the Commission received input from a number of individuals that were opposed to having any homeless facilities along the Diamond Lake Boulevard corridor, including this site and the Dream Center site. Staff anticipates those concerns will continue to be raised by abutting property owners and neighbors/citizens in general. If this site were considered for any future use, there would need to be measure in place to protect the privacy of neighbors and site users. At a minimum, 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. An qualified operator would need to be found and the 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 received quotes ranging from \$6,717 to \$7,786 per year. There will be additional operational costs that are not known at this time.

TIMING 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 – Potential layouts



BOGARD ST

LAKE ST

FLESER AVE

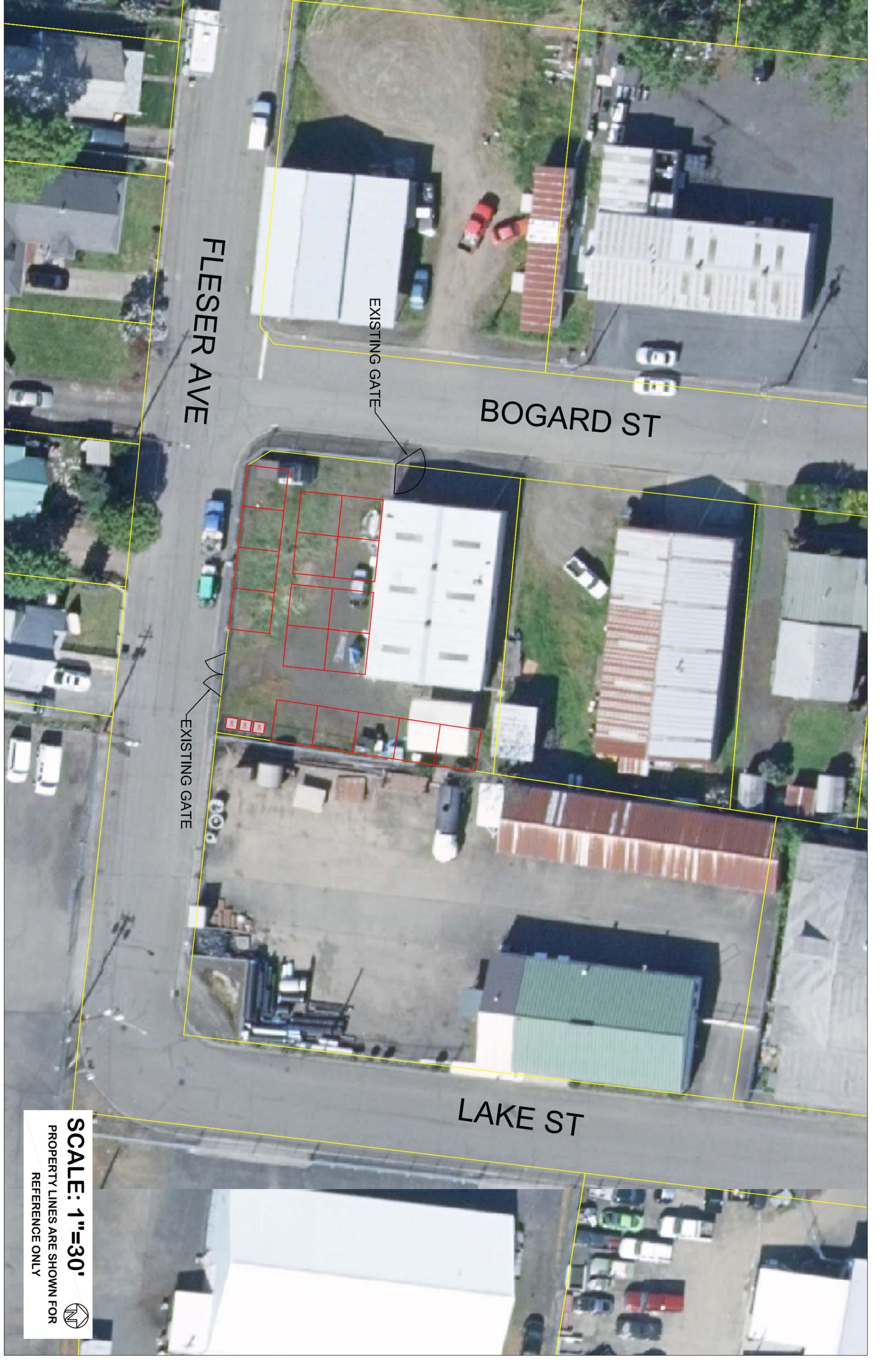
EXISTING GATE

EXISTING GATE

SCALE: 1"=30'



PROPERTY LINES ARE SHOWN FOR REFERENCE ONLY



FLESER AVE

BOGARD ST

LAKE ST

EXISTING GATE

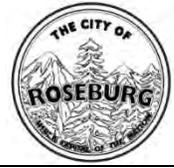
EXISTING GATE

SCALE: 1"=30'

PROPERTY LINES ARE SHOWN FOR
REFERENCE ONLY



ROSEBURG HOMELESS COMMISSION AGENDA ITEM SUMMARY



COMMISSION FOCUS/FUTURE

Meeting Date: February 26, 2024
Department: Administration
www.cityofroseburg.org

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

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. This item has been carried forward from the January 22 Commission meeting.

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. Continue on the current schedule until a future date and further review; or
4. 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.