



**ROSEBURG HOMELESS COMMISSION AGENDA
MONDAY, DECEMBER 11, 2023
Roseburg City Hall, Council Chambers
900 SE Douglas Avenue, Roseburg**

Handwritten: ✓
12-8-2023

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: Shelley Briggs Loosley Gregory Brigham (Adapt)
Chris Boice KC Bolton (Aviva Health)
Brent Eichman (UHA) Michelle Moore (Cow Creek Tribe of
Shaun Pritchard (UCAN) Umpqua Indians)

III. APPROVAL OF MINUTES

A. September 25, 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 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
B. Evaluation of Commission

V. BUSINESS FROM THE COMMISSION

VI. NEXT MEETING DATE: January 22, 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
September 25, 2023**

A meeting of the Homeless Commission was called to order by Chair Larry Rich at 11:01 a.m. on Monday, September 25, 2023, City Council Chamber at 900 SE Douglas Avenue, Roseburg, Oregon.

2. ROLL CALL

Present: Chair Larry Rich, Commissioners Shelley Briggs Loosley, Chris Boice, Gregory Brigham, Brent Eichman, Michelle Moore (appeared at 11:27 a.m.), and Shaun Pritchard

Absent: KC Bolton

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

3. APPROVAL OF MINUTES

Commissioner Briggs Loosley moved to approve the June 26, 2023 meeting minutes. The motion was seconded by Commissioner Boice and approved with the following vote: Chair Rich; Commissioners Briggs Loosley, Boice, Brigham, Eichman, and Pritchard voted yes. No Commissioners voted no.

AUDIENCE PARTICIPATION

None.

4. DISCUSSION ITEMS

A. Commissioner Pritchard gave an update on Navigation Center Operations. Discussion ensued.

Commissioner comments and questions included the upcoming tour of the Navigation Center.

B. Janeal Kohler gave an update on HTAG. Discussion ensued.

Commissioner comments and questions included factors contributing to the recent spike in overdoses and whether other surrounding cities have implemented Time, Place, and Manner.

Ms. Kohler clarified that having Naloxone on hand to counter overdoses has been very helpful.

CM Messenger gave an update about the grant covering the cost of operations at the Navigation Center.

C. Captain Sanders gave an update on Time, Place, and Manner. Discussion ensued.

Commissioner comments and questions included clarification of staffing issues as it relates to enforcement, complaints about a camp on the riverbank at Stewart Park, and camp establishment criteria.

Captain Sanders clarified there are six (6) officer vacancies and five (5) in training, civilian community officer positions have been created to offset law enforcement vacancies, a homeless liaison officer – temporary duty assignment was created and filled by Officer Josh Chavez, there are at least fifty (50) established camps at any given time, logistics effect cleanup efforts, shopping carts have become an issue, and camps are considered established after twenty-four (24) hours by using either a tent or bedding items.

Captain Sanders shared the duties performed by Officer Chavez during a typical week, including the process for posting camps, approximately twenty (20) camps are posted in a day, documentation, discussions with community partners, coordinating staff and equipment for cleanups on Thursdays, and outreach.

- D. Jerry O’Sullivan and Gene McVae gave an update on Adapt. Discussion ensued.

Commissioner comments and questions included appreciation for Adapt’s hard work, clarification of the services between Adapt and the Navigation Center, which service center is the better option for certain barriers, shower facilities, housing available for unhoused persons that are not experiencing substance abuse or mental health issues, and clarification of low-barrier versus no-barrier.

Messenger asked for clarification about the data on unhoused persons or those receiving services being entered into the HMIS system, which is shared among community partners. The Navigation Center will provide security, has rules for residents, and residents receive trauma-informed care.

O’Sullivan and McVae clarified that services provided by Adapt and the Navigation Center are sometimes similar but have a different focus, services are targeted to address individual needs, Adapt is focused on substance abuse and mental health treatment, both service centers should be given as options to someone looking for assistance, most cases require many approaches to address multi-faceted issues that create barriers, shower facilities are available at different locations on a rotating schedule, the Housing Authority or NeighborWorks Umpqua assist persons experiencing housing issues not related to substance abuse or mental health issues, and low-barrier means allowing individuals to access housing services that are experiencing substance or other issues with the hope of getting them assistance or treatment.

Commissioner Pritchard clarified that data entered into the HMIS system is helpful for continuum of care and future funding, the Navigation Center is low-barrier, and many people receive services or referrals that are not current residents.

Dr. Brigham stated that with the help of the County, a mobile medical clinic is coming soon to provide additional mobile services.

E. Chair Rich gave an update on the Urban Campground.

5. BUSINESS FROM THE COMMISSION

A. Commissioner Pritchard gave an update about the search for a new space and funding for the Warming Center.

B. Commissioner Pritchard gave an update on UCAN's receipt of \$1.4 million in State emergency funding for rapid housing and rental assistance.

6. NEXT MEETING DATE

The next meeting is scheduled on October 23, 2023.

7. INFORMATIONAL

None.

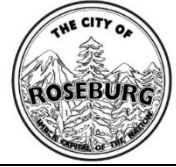
ADJOURNMENT

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



URBAN CAMPGROUND POTENTIAL LOCATION

Meeting Date: December 11, 2023
Department: Administration
www.cityofroseburg.org

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

ISSUE STATEMENT AND SUMMARY

The subcommittee working on a location for an urban campground has identified at least two potential locations. Staff is seeking input from the Commission and the public regarding the viability of these sites.

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.” While an urban campground is not technically an emergency shelter, some of the same guiding principles may be appropriate. 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 following is a brief description of two sites under consideration, including a list of “pros” and “potential negatives”.

Winchester Street Site

This site is addressed as 588, 596, and 598 NE Winchester Avenue. It is located on the southwest corner of Winchester Avenue and Shambrook Street. The site is 0.91 acres, is zoned C-3 General Commercial, and is depicted below.



Pros:

- Room for 50-60 tents and/or tiny shelters
- Relatively low purchase/startup costs
- Utilities at site – existing water and sewer connections
- Easily accessible by pedestrians or bicycle - existing sidewalks and streetlights, bike lanes on Winchester
- On the UTRANS route
- On-street parking available on Shambrook
- Existing fire hydrant
- Relatively close to services
- Could allow for phased development if appropriate
- In the Urban Renewal Area – potential infrastructure funding
- With low initial investment required, property should retain value if no longer needed

Potential negatives:

- High visibility/traffic
- Mixed residential and commercial area
- Not large enough to house entire population currently living outside

Ivan Street Site

This site consists of two parcels addressed as 222 and 232 NE Ivan Street. The parcels total 0.49 acres of property. The site includes a heated metal building that has a finished office space, a bathroom and a storage area. The building is 1480 square feet. The parcels are zoned Mixed Use.



Pros:

- Space for between 30-40 tents (15x15 sites) depending on layout.
- Existing building 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
- Flat – less grading required
- Relatively low purchase/startup costs
- Utilities – existing water and sewer connections, building has power and natural gas.
- Just off Diamond Lake Blvd. – 185 feet +/-
 - On UTRANS route
 - Lower visibility than other site – less noise from traffic, etc.
 - Sidewalks and streetlights on Diamond Lake
 - Relatively close to services
- Existing hydrant at Diamond Lake
- In Urban Renewal Area
- Low initial investment, should maintain value.

Potential negatives

- Mixed residential and commercial area

- Not large enough to house entire population currently living outside
- Limited parking
- No sidewalks from Diamond Lake Blvd. to site

Identifying a site is just the first step in the process. Prior to finalizing any purchase of a site, public input must be taken and considered. Prior to opening the campground, an operator must be identified to run the site and the site must be prepared with fencing and other improvements.

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 a solid perimeter fence. 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.

If the site or sites were to include a building or buildings, it may fit under the statutory definition of an emergency shelter. 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.

State statute pre-empts the City's code in regards to an emergency shelter under certain conditions. Under ORS 197.782, 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

Staff has drafted the attached preliminary layouts to identify the number of tent sites that may be available on each site. The drawings outline 15' x 15' sites with 20 foot-wide aisles. The sketch of the Winchester Site allows for the slope of the site, but the dimensions could be adjusted to fit additional tent sites.

FINANCIAL/RESOURCE CONSIDERATIONS

The sale price for the properties is \$225,000 each. If a sale moves forward, the City will likely use ARPA funding to purchase the property. Basic development costs are estimated

below. These same categories have been used to evaluate each property that has been considered.

596 NE Winchester						
ITEM	DESCRIPTION	UNIT	QTY	UNIT COST	TOTAL COST	Comments
1	Water Main Extension	LF	0	\$0.00	\$0.00	Shambrook and Winchester have existing water mains providing fire protection
2	Water Service	EA	0	\$0.00	\$0.00	Property has an Active 3/4" water service
3	Sewer Main Extension	LF	0	\$0.00	\$0.00	Shambrook and Winchester have existing sewer mains
4	Sewer Service Connection	EA	0	\$0.00	\$0.00	Parcel has 2 capped sewer connection, RUSA indicates stand-by fee is being paid
5	6' Fencing w/ Privacy Slats	LF	780	\$40.00	\$31,200.00	
6	Clearing & Grubbing	CY	375	\$25.00	\$9,375.00	Removal of Organics
6	General Excavation	CY	750	\$15.00	\$11,250.00	Balancing of site
7	Geo-Fabric	SY	2,200	\$2.50	\$5,500.00	
8	Base Rock	TON	750	\$25.00	\$18,750.00	
	Subtotal				\$76,075.00	
	<i>Infrastructure Improvements</i>					
9	Sidewalk Improvements	SF	750	\$13.00	\$9,750.00	Existing sidewalk is 5' wide, STD is 7' wide, also about 60 LF exceeds ADA cross slope
10	Driveway Approach Improvements	SF	420	\$18.00	\$7,560.00	Driveway approaches on Shambrook have about a 10% cross slope, 2% max ADA
11	Concrete Curb & Gutter	LF	60	\$27.00	\$1,620.00	
	Subtotal Infrastructure				\$18,930.00	
				Total:	\$95,005.00	

222 NE Ivan						
ITEM	DESCRIPTION	UNIT	QTY	UNIT COST	TOTAL COST	Comments
1	Water Main Extension	LF	0	\$0.00	\$0.00	Ivan has an exiting water main and hydrant at Diamond Lake Blvd providing fire protection
2	Water Service	EA	0	\$0.00	\$0.00	Property has 2 Active 3/4" water service
3	Sewer Main Extension	LF	0	\$0.00	\$0.00	Ivan has an existing sewer main
4	Sewer Service Connection	EA	0	\$0.00	\$0.00	Parcel has 2 capped sewer connection, RUSA indicates stand-by fee is being paid
5	6' Fencing w/ Privacy Slats	LF	600	\$40.00	\$24,000.00	Parcel is partially fenced with 6' chain link, 5' chain link and some wooden fencing, this would replace fencing in its entirety
6	General Excavation	CY	300	\$25.00	\$7,500.00	Removal of top 6" of organics
7	Geo-Fabric	SY	1700	\$2.50	\$4,250.00	
8	Base Rock	TON	550	\$25.00	\$13,750.00	6" Layer of rock on undeveloped portion of property
9	Sidewalk Improvements	SF	0	\$13.00	\$0.00	Ivan Street is currently unimproved
10	Driveway Approach Improvements	SF	0	\$18.00	\$0.00	Ivan Street is currently unimproved
11	Concrete Curb & Gutter	LF	0	\$27.00	\$0.00	Ivan Street is currently unimproved
	Subtotal				\$49,500.00	

There will be additional operational costs that are not known at this time. There could be additional capital costs associated with any amenities that may be added in the future. Initially, bathroom facilities would likely be provided by porta-potties and we would request the use of a shower trailer at least once per week. A shower/bathroom/laundry trailer or other facility may be purchased in the future. The City will pursue grant funding to alleviate the capital costs associated with the purchase and improvement costs as appropriate.

TIMING CONSIDERATIONS

The City has entered a purchase agreement for the Winchester 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 October 27 and the \$5,000 earnest money was deposited on November 7. The City has 90 days to complete due diligence and an additional 30 days to close the transaction.

The Ivan Street property was not officially for sale, but the owner offered it as a possibility. The City negotiated the purchase price with the owner, and if the City Council decides to move forward, a cash sale agreement would be completed.

COMMISSION OPTIONS

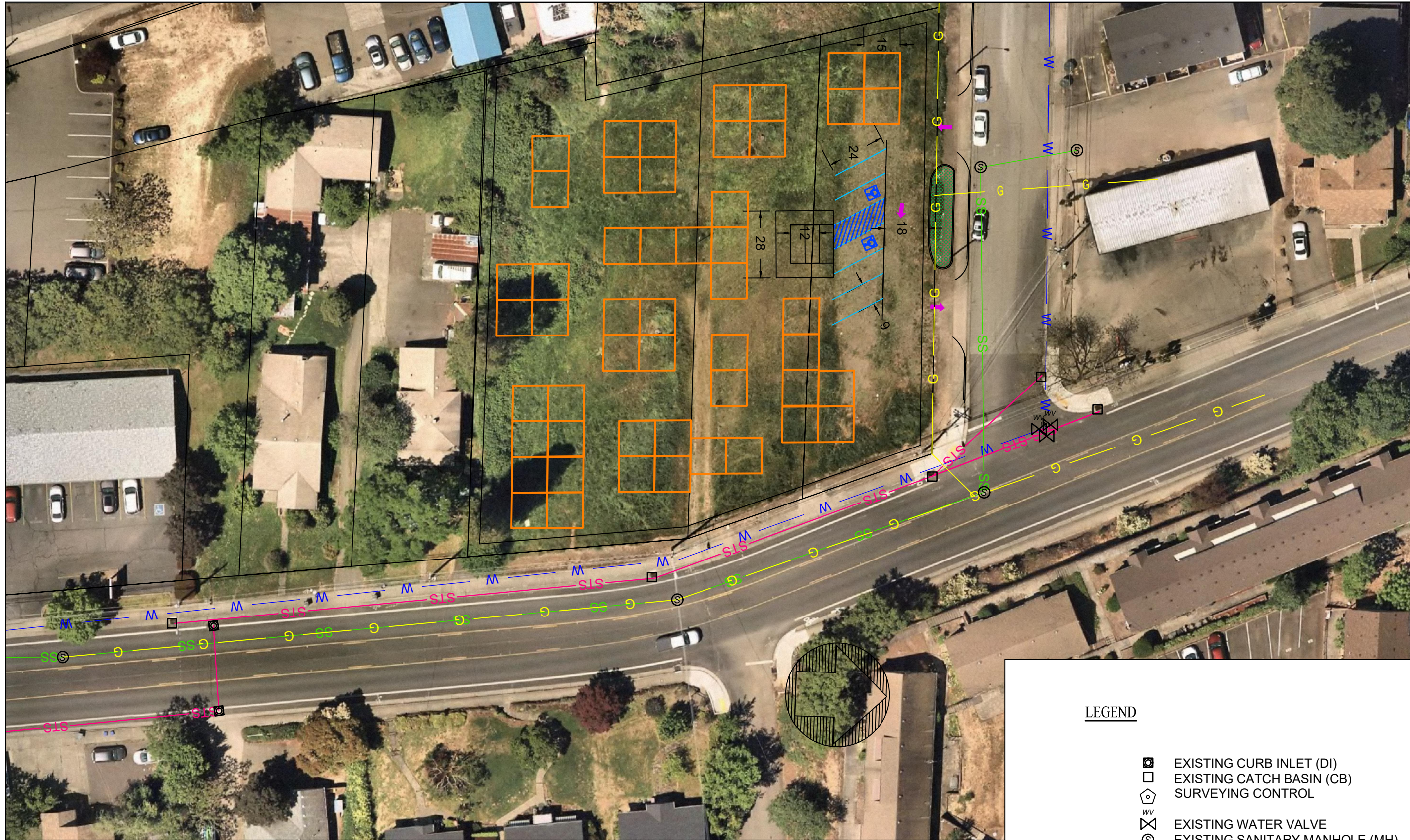
The Commission has the following options:

1. Recommend the City Council proceed with purchase of one of the properties for the purpose of establishing an urban campground; or
2. Recommend the City Council not proceed with the purchase of either property; or
3. Request additional information.

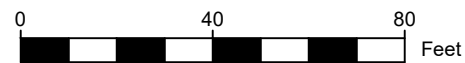
ATTACHMENTS

Attachment No. 1 - Preliminary Layouts

DISCUSSION ITEMS A - ATTACHMENT NO. 1



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



SHEET INDEX

SHEET 1: PLAN VIEW
SHEET 2: PROFILE VIEW
SHEET 3: STANDARD DETAILS

LEGEND

- ◻ EXISTING CURB INLET (DI)
- ◻ EXISTING CATCH BASIN (CB)
- ⬠ SURVEYING CONTROL
- ⊗ EXISTING WATER VALVE
- ⊙ EXISTING SANITARY MANHOLE (MH)
- ⊙ EXISTING STORM MANHOLE

- G — G GAS LINE
- W — W EXISTING WATER LINE
- STS EXISTING STORM
- — PROPERTY LINE
- SS EXISTING SEWER LINE

DESIGN:	GZV
DATE:	10/2/2023
DRAWN:	GZV
REVISIONS:	
SCALE:	1" = 40'
SHEET:	2/3

Tent Camping Site

Project #XXX

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



596 NE WINCHESTER



138 DIAMOND LAKE BLVD

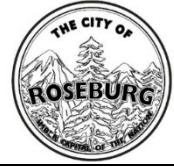
LAKE ST

IVAN ST

FLESER AVE

IVAN

ROSEBURG HOMELESS COMMISSION AGENDA ITEM SUMMARY



COMMISSION FOCUS/FUTURE

Meeting Date: December 11, 2023
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.

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.