



Planning Commission Agenda

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Planning Commissioners:
Matthew Salazar, Chair
Grace Bergen, Vice-Chair
Andrew Buck
Seth Thompson
Steven Schmunk
Isaac Rhoads-Dey
Alan Stout

Join Zoom Meeting or Attend in Person

<https://us06web.zoom.us/j/4107418327?pwd=U1lPeWJxM0gxVnNDT1pPbFl0b3pTQT09>

Meeting ID: 410 741 8327 Passcode: 5417263653

Call 971-247-1195 or 877-853-5247 toll-free

Oregon Relay/TTY: Dial 711 or 800-735-1232.

Give the Relay Operator the area code and telephone number you wish to call and any further instructions

All proceedings before the Planning Commission are recorded.
To view agenda packet materials or view a recording after the meeting, go to
SpringfieldOregonSpeaks.org

May 2nd, 2023
6:00 p.m. Work Session
Jesse Maine Room and via Zoom
Jesse Maine Room is ADA accessible

CALL TO ORDER

ATTENDANCE Salazar _____, Bergen _____, Buck _____, Thompson _____, Schmunk _____,
Rhoads-Dey _____ and Stout _____.

WORK SESSION ITEM(S)

- 1) UGB Natural Resources Project Update**
Staff: Molly Markarian, Senior Planner
45 minutes

ADJOURNMENT

7:00 p.m. Planning Commission Regular Session
City Council Chambers and via Zoom
Regular Session to follow the Work Session
7:00 P.M. Approximate Time

CALL TO ORDER

ATTENDANCE Salazar _____, Bergen _____, Buck _____, Thompson_____, Schmunk_____, Rhoads-Dey _____ and Stout_____.

PLEDGE OF ALLEGIENCE

APPROVAL OF THE MINUTES OF:

- April 18th, 2023

BUSINESS FROM THE AUDIENCE

REPORT OF COUNCIL ACTION

BUSINESS FROM THE PLANNING COMMISSION

BUSINESS FROM THE DEVELOPMENT AND PUBLIC WORKS DEPARTMENT

ADJOURNMENT

Draft Planning Commission Minutes

Springfield Planning Commission Draft Minutes for Tuesday, April 18th, 2023 Work & CCI Session

Meeting held in Jesse Maine Conference Room and via Zoom

Chair Salazar called the Work Session of the Planning Commission to order at 6:00 p.m.

Planning Commissioners Present: Chair Matt Salazar, Vice Chair Bergen, Andrew Buck, Seth Thompson, Steven Schmunk, Isaac Rhoads-Dey, and Alan Stout (arriving part-way into the work session)

Absent: None

Staff: Sandy Belson, Comprehensive Planning Manager; Chelsea Hartman, Senior Planner; Sophie McGinley, Temporary Planner; Haley Campbell, Senior Planner; Sarah Weaver, Community Development Administrative Assistant; Kristina Kraaz, Assistant City Attorney

WORK SESSION ITEM(S)

1) Comprehensive Plan Map Clarification Project

Staff: Chelsea Hartman, Senior Planner

45 minutes

Chelsea Hartman / Staff: gave a presentation on the Comprehensive Plan Map Clarification Project (see PowerPoint Presentation) and responded to Commissioner questions.

An open house for the Comprehensive Plan Map Clarification Project is taking place on Thursday, May 4th:

Thurston High School Library

5:30 pm -7:30 pm

333 58th Street Springfield, Oregon 97478

ADJOURNMENT – 6:42 PM

Chair Salazar called the Committee for Citizen Involvement Session of the Planning Commission to order at 6:43 P.M.

Planning Commissioners Present: Chair Matt Salazar, Vice Chair Bergen, Andrew Buck, Seth Thompson, Steven Schmunk, Isaac Rhoads-Dey, and Alan Stout

Absent: None

Draft Planning Commission Minutes

Chair Salazar: introduced the new Commissioners Rhoads-Dey and Stout to the Commission.

PLEDGE OF ALLEGIENCE: Led by Commissioner Salazar

APPROVAL OF THE MINUTES – Approved

- March 21st, 2023

REGULAR SESSION ITEM(S)

- 1) Draft Community Involvement Strategy for Parking under CFEC Rules**
Staff: Sophie McGinley, Temporary Planner
30 Minutes

Sophie McGinley / Staff: gave a presentation on the Draft Community Involvement Strategy for Parking under the CFEC Rules that included edits from the Communications Team.

Commissioner Buck: moved to approve the Community Involvement Strategy for Parking under the CFEC rules as presented in tonight's meeting.

Commissioner Schmunk: seconded the motion.

Roll call vote:

Salazar – Aye
Bergen – Aye
Buck – Aye
Thompson – Aye
Schmunk – Yes
Rhoads-Dey – Aye
Stout – Aye

Motion carries 7:0 Absent none

- 2) Draft Community Involvement Strategy for Stormwater Requirements**
Staff: Haley Campbell, Senior Planner
30 minutes

Haley Campbell / Staff: gave a presentation about the Draft Community Involvement Strategy for Stormwater Requirements that included edits from the Communications Team.

Commissioner Stout: moved to adopt the Community Involvement Strategy for Stormwater Requirements as presented in tonight's meeting.

Commissioner Thompson: seconded the motion.

Draft Planning Commission Minutes

Roll call vote:

Salazar – Aye
Bergen – Aye
Buck – Aye
Thompson – Aye
Schmunk – Yes
Rhoads-Dey – Aye
Stout – Aye

Motion carries 7:0 Absent none

BUSINESS FROM THE AUDIENCE – None

REPORT OF COUNCIL ACTION – None

BUSINESS FROM THE PLANNING COMMISSION - None

BUSINESS FROM THE DEVELOPMENT AND PUBLIC WORKS DEPARTMENT

Sandy Belson / Staff: informed the Commission that there will be a work session on May 2nd, which will present a long-range plan for natural resources in the UGB expansion area. Lane County has delayed their deliberations on the Metro Plan Amendment to allow the sanitary sewer line extension to the Goshen Short Mountain Landfill. It appears that the Commission may have more time to consider the amendment. The Commission will be informed once the schedule for deliberations has been determined.

ADJOURNMENT – 7:38 PM

AGENDA ITEM SUMMARY

Meeting Date: 5/2/2023
Meeting Type: Work Session
Staff Contact/Dept.: Molly Markarian/DPW
Staff Phone No: 541.726.4611
Estimated Time: 45 Minutes
Council Goals: Mandate

PLANNING COMMISSION (PC)

ITEM TITLE: NATURAL RESOURCE INVENTORIES AND PROTECTIONS FOR UGB EXPANSION AREAS – PROGRESS UPDATE

ACTION REQUESTED: Review wetland, riparian, and wildlife habitat inventory results, and confirm protection approaches for significant natural resources to inform Springfield’s path forward.

ISSUE STATEMENT: Since 2020, Springfield has been working with partner agencies and stakeholders to identify and assess wetlands, riparian corridors, and wildlife habitat in the areas where the City recently expanded its urban growth boundary (UGB). With the identification and assessment phase nearly complete, staff seek confirmation from the Planning Commission on protection approaches for locally significant natural resources in preparation for further stakeholder engagement and development of draft legislative amendments for Planning Commission consideration.

ATTACHMENTS: Attachment 1: Planning Commission Slideshow
Attachment 2: Wetland and Riparian Quick Facts
Attachment 3: Briefing Memo

DISCUSSION: **Project Background:** Since the State’s acknowledgement of Springfield’s UGB expansion in 2019, Springfield has been working to define a framework for development in the areas where the UGB expanded. One of several early steps to understanding where future development may be best-sited is to identify, evaluate, and protect locally significant natural resources in these areas. In 2020, this project set out to address wetlands and riparian corridors, and in 2021 the scope broadened to include wildlife habitat assessments and Water Quality Limited Watercourses.

Commission Involvement to Date: Early in the project, the Planning Commission, acting in its capacity as the Committee for Citizen Involvement, approved the project’s [Community Engagement Plan](#). On July 17, 2020, staff updated the Planning Commission on the status of the project in a Communication Packet Memo, and the CCI amended the Community Engagement Plan in December that year. On November 8, 2021 and December 6, 2022, staff shared information about the project’s community engagement activities with the Planning Commission.

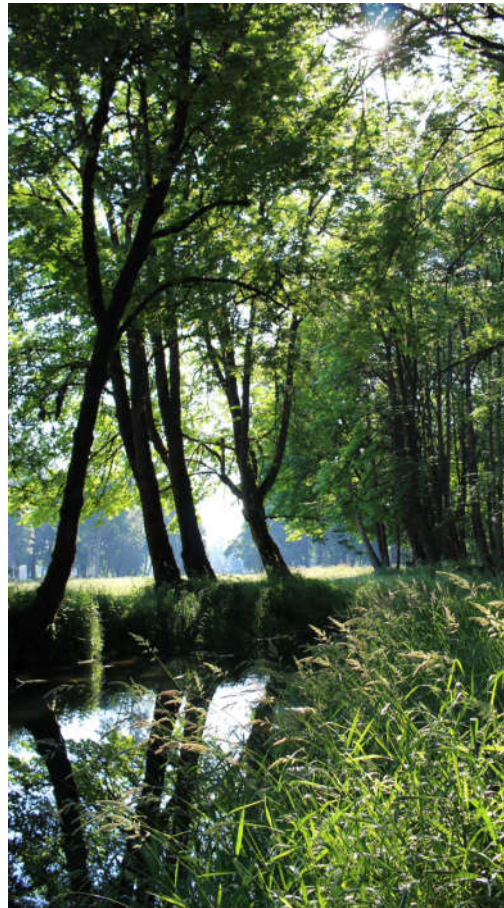
Project Status: At the work session, staff will review wetland, riparian, and wildlife habitat inventory results and confirm protection approaches in advance of further stakeholder engagement and drafting updates to Springfield’s Natural Resources Study for Planning Commission review later this year.

Next Steps: The City Council is scheduled to hold a project work session at their May 22, 2023 meeting.

Natural Resource Inventories & Protections

-for-

UGB Expansion Areas



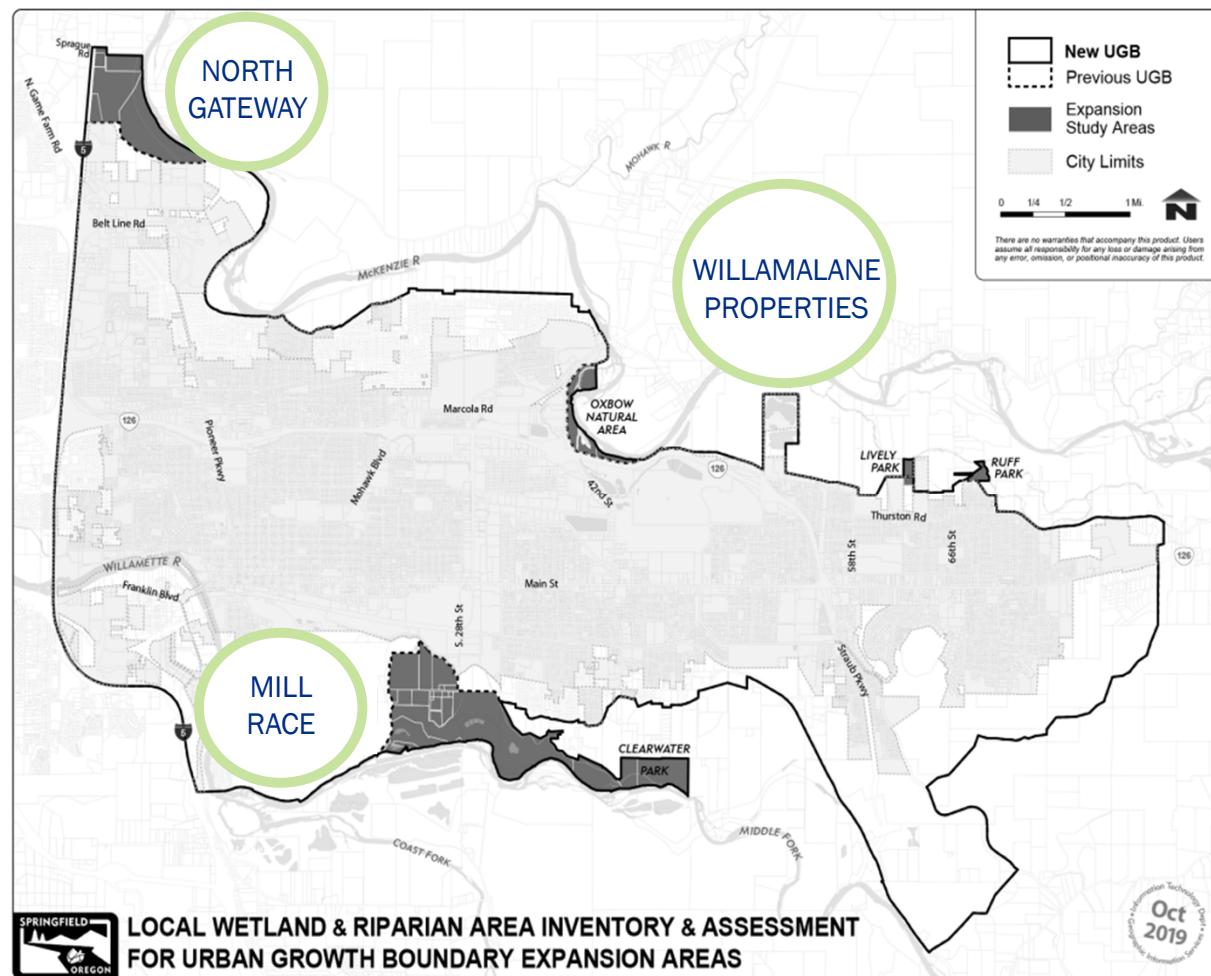
May 2, 2023 – Planning Commission – Work Session



Where

UGB expansion areas for:

- Employment land
- Public land
- Natural resource management & conservation areas



Why

Long-Term
Comprehensive Planning

Conceptual
Master Planning

Immediate (In Perspective)
Land Readiness





Who

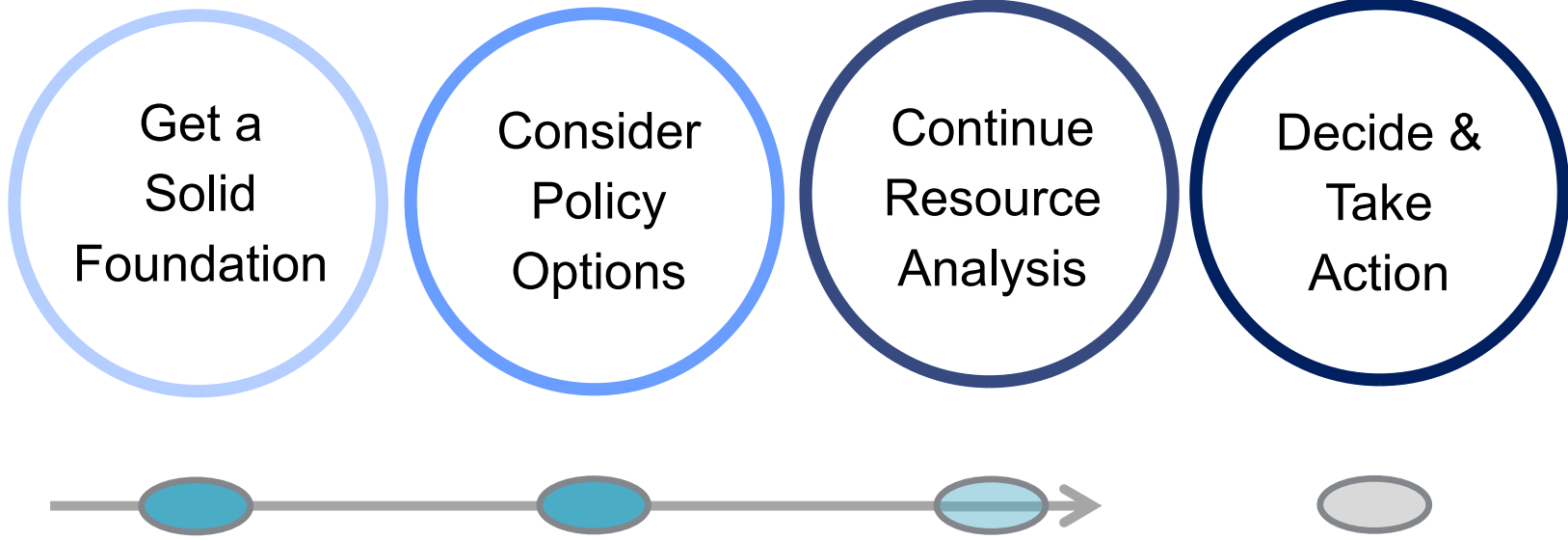
Better outcomes through:

- Partnerships
- Local knowledge





What/When

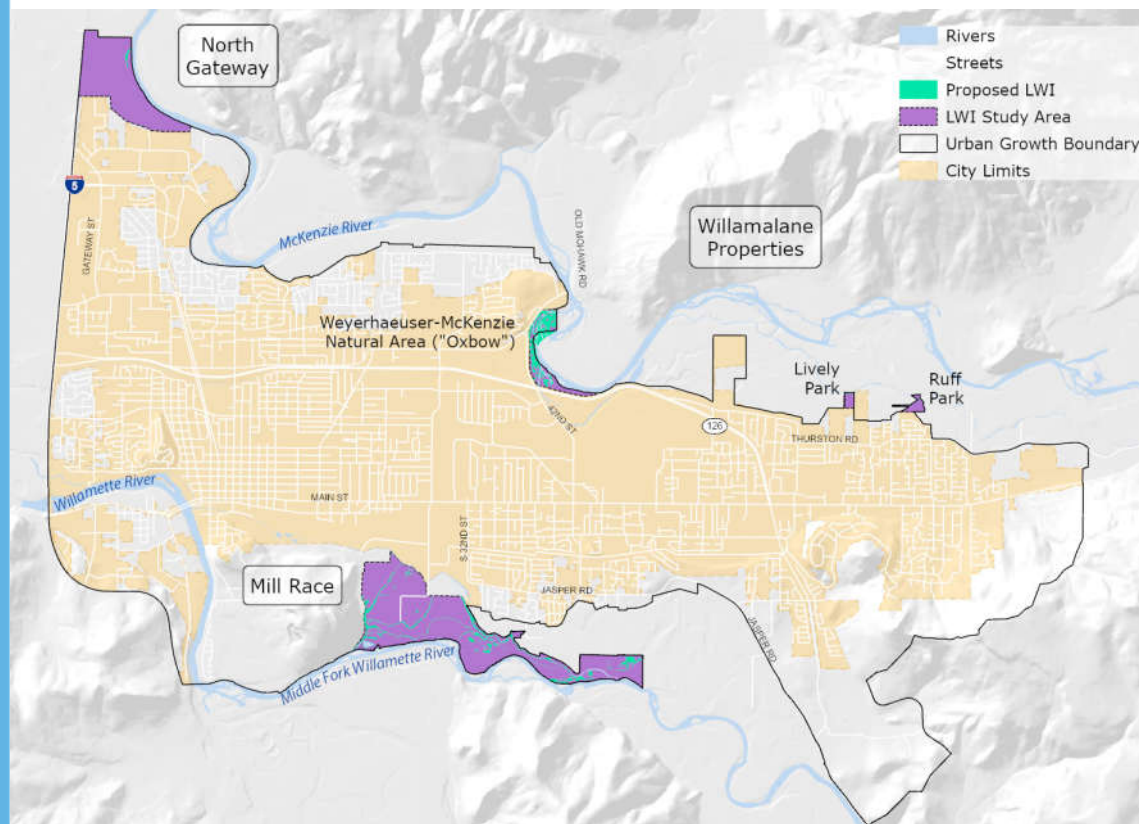




How

Local Wetland Inventory & Assessment (LWI)

- Answers questions:
 1. Where and to what extent?
 2. Is it significant?
- 30 = Total wetlands identified
 - 29 = # significant
 - 77.2 = acreage significant
 - 9.7 = % of study area





How

Local Wetland Inventory & Assessment (LWI)

- Answers questions:
 - Where and to what extent?
 - Is it significant?

Values of wetlands that help determine whether to protect:

- Hydrologic control (water absorption & flow)
- Water quality (pollutant trapping)
- Presence of wildlife & fish & quality of their habitats
- Presence of unique plants
- Educational & recreational purpose

Results:

- Water quality = most common reason
- Hydrologic control & fish habitat = next most common

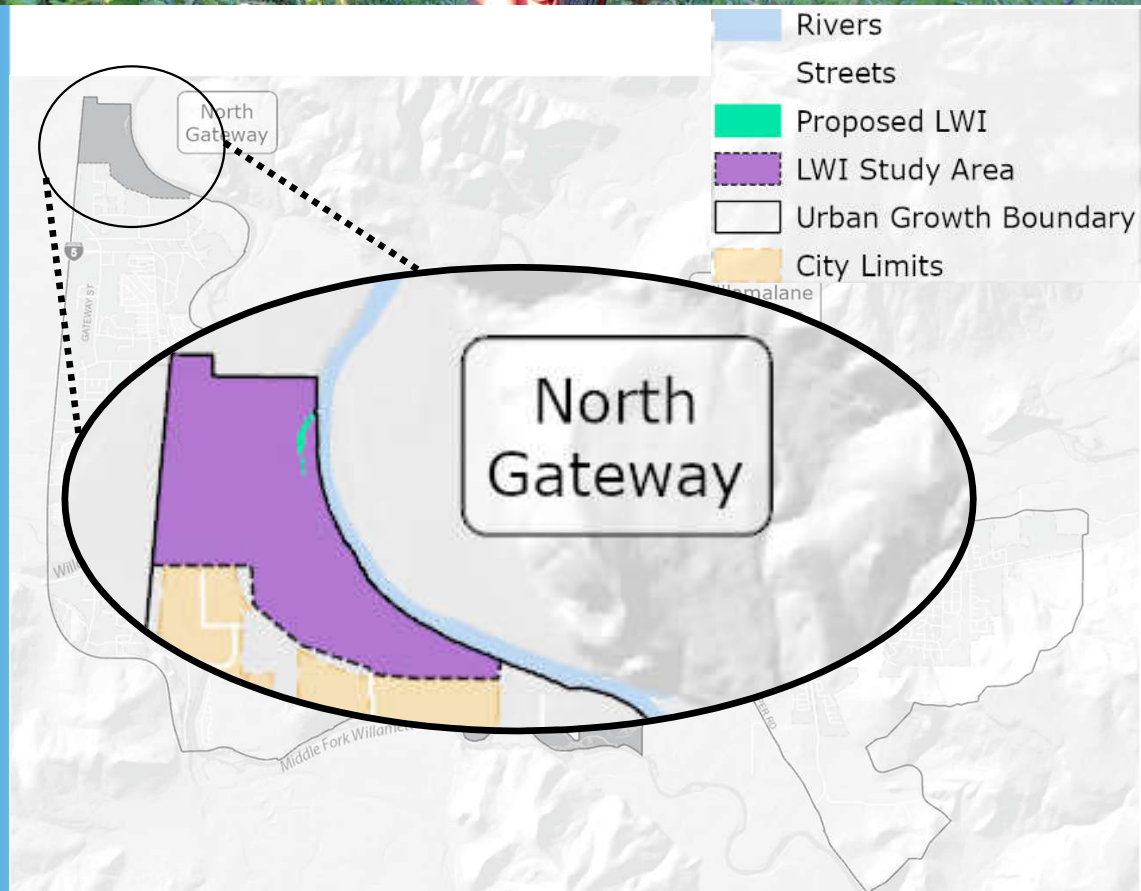




How

Local Wetland Inventory & Assessment (LWI)

- North Gateway significant wetlands:
 - Total: 2
 - Acres: 1.49
 - % of study area: <1%

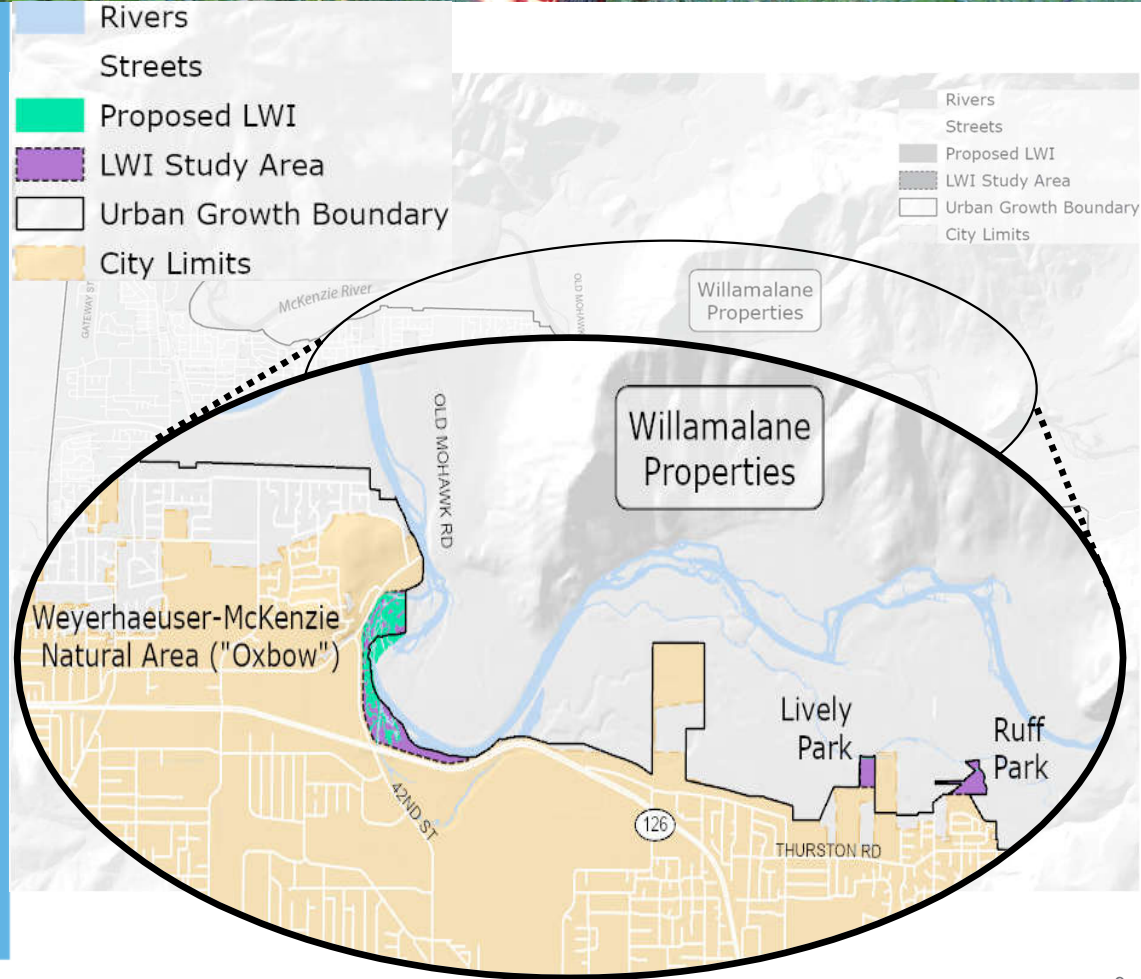




How

Local Wetland Inventory & Assessment (LWI)

- Willamalane Properties significant wetlands:
 - Total: 3
 - Acres: 33.6
 - % of study area: 44.8%

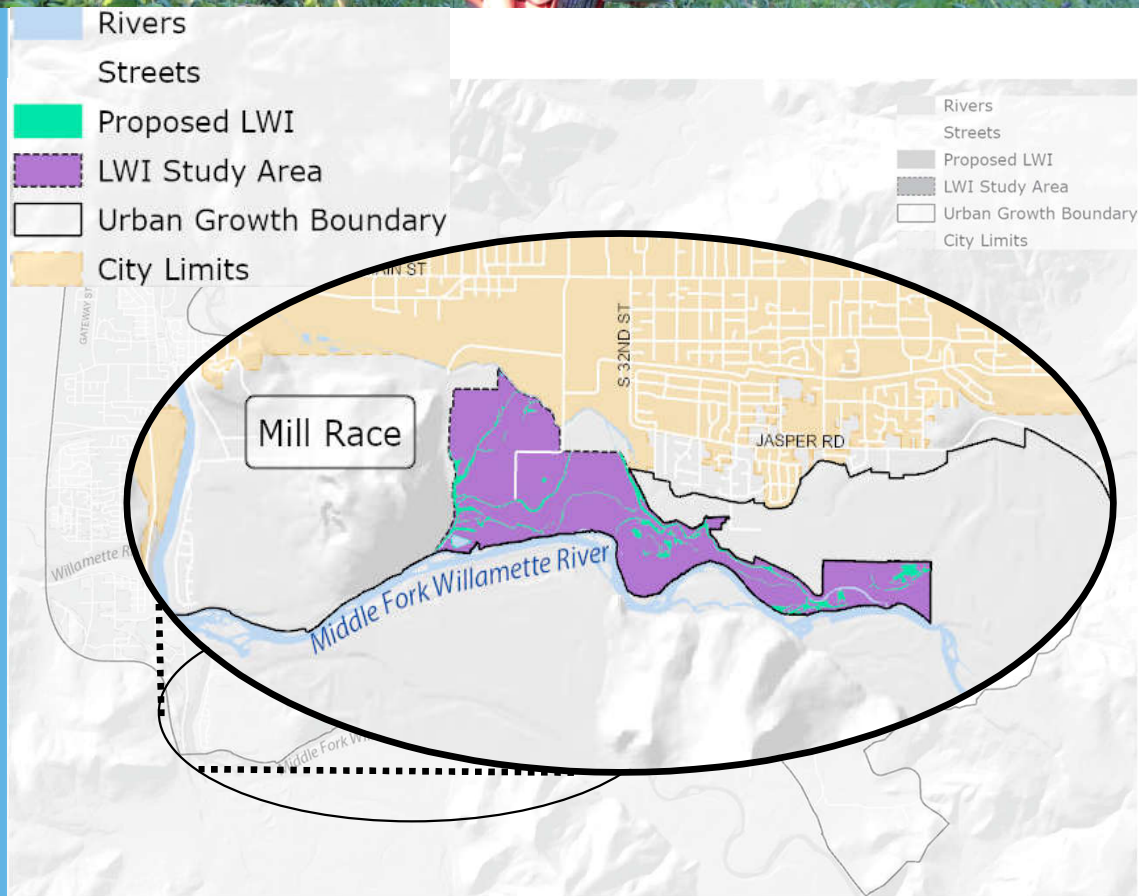




How

Local Wetland Inventory & Assessment (LWI)

- Mill Race significant wetlands:
 - Total: 25
 - Acres: 42.1
 - % of study area: 8.3%



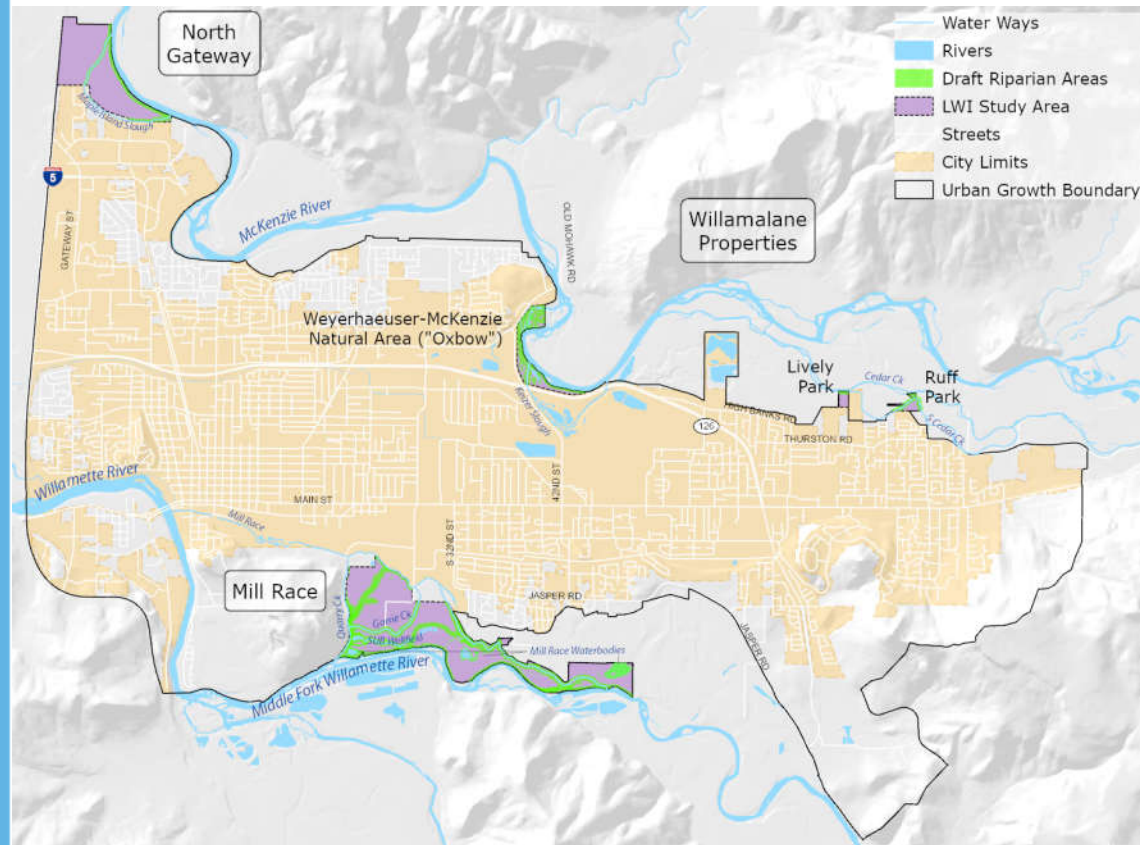


How

Riparian Corridor Inventory & Assessment

- Answers questions:
 - Where and to what extent?
 - Is it significant?
- 24 = Riparian reaches identified
 - 23 = # significant
 - 10.3* = mileage significant

* Stream centerline for some reaches exist outside study reaches and are not included in this calculation





How

Riparian Corridor Inventory & Assessment

- Answers questions:
 1. ~~Where and to what extent?~~
 2. Is it significant?
- Possible scores 0-100. Scores of 17 or higher = significant. Scores ranged from 28-90:
 - 18% moderate (17-45)
 - 52% high (45-70)
 - 30% exceptional (>70)

Values of riparian corridors that help determine whether to protect:

- Water quality (purity)
- Flood management (ability to store water during storms)
- Presence of protected species (plants, animals)
- Wildlife considerations:
 - Amount of human disturbance
 - Wildlife survival/habitat components (food, water, cover) related to type, quality, amount

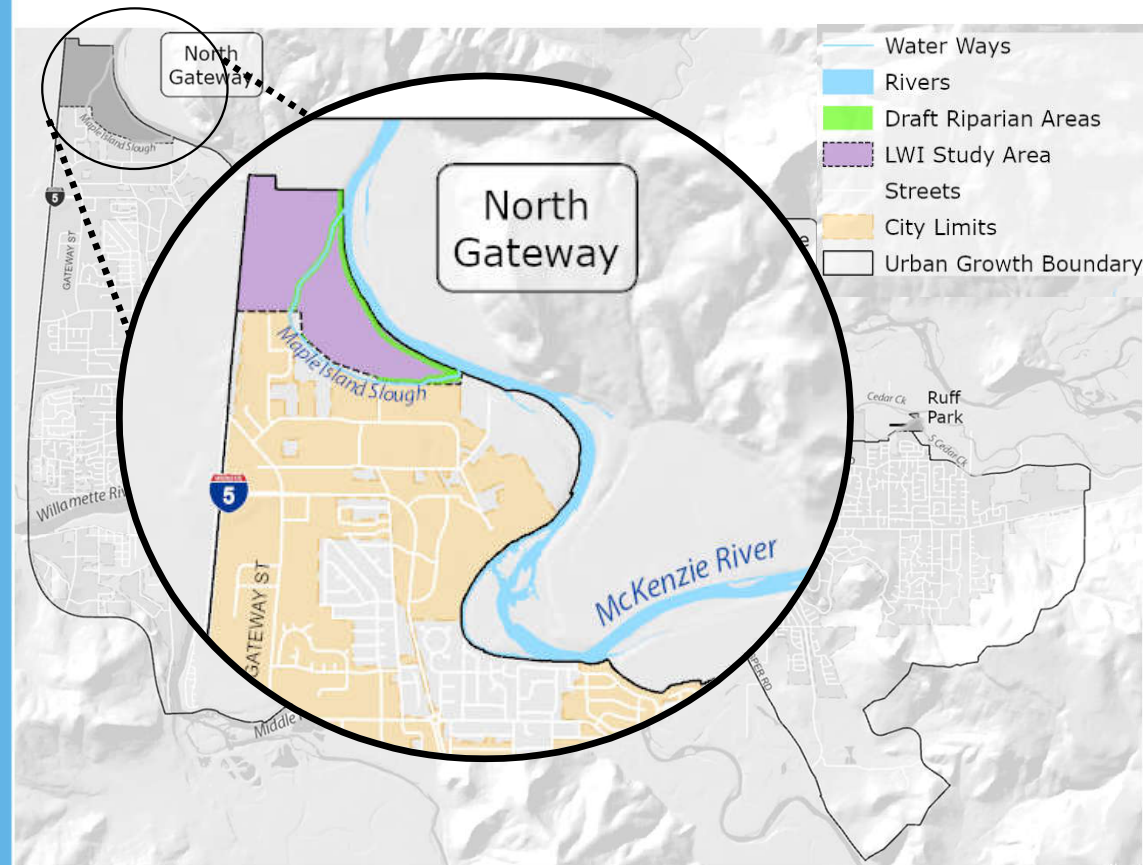




How

Riparian Corridor Inventory & Assessment

- North Gateway riparian reaches:
 - Total = 5
 - Mileage = 1.78

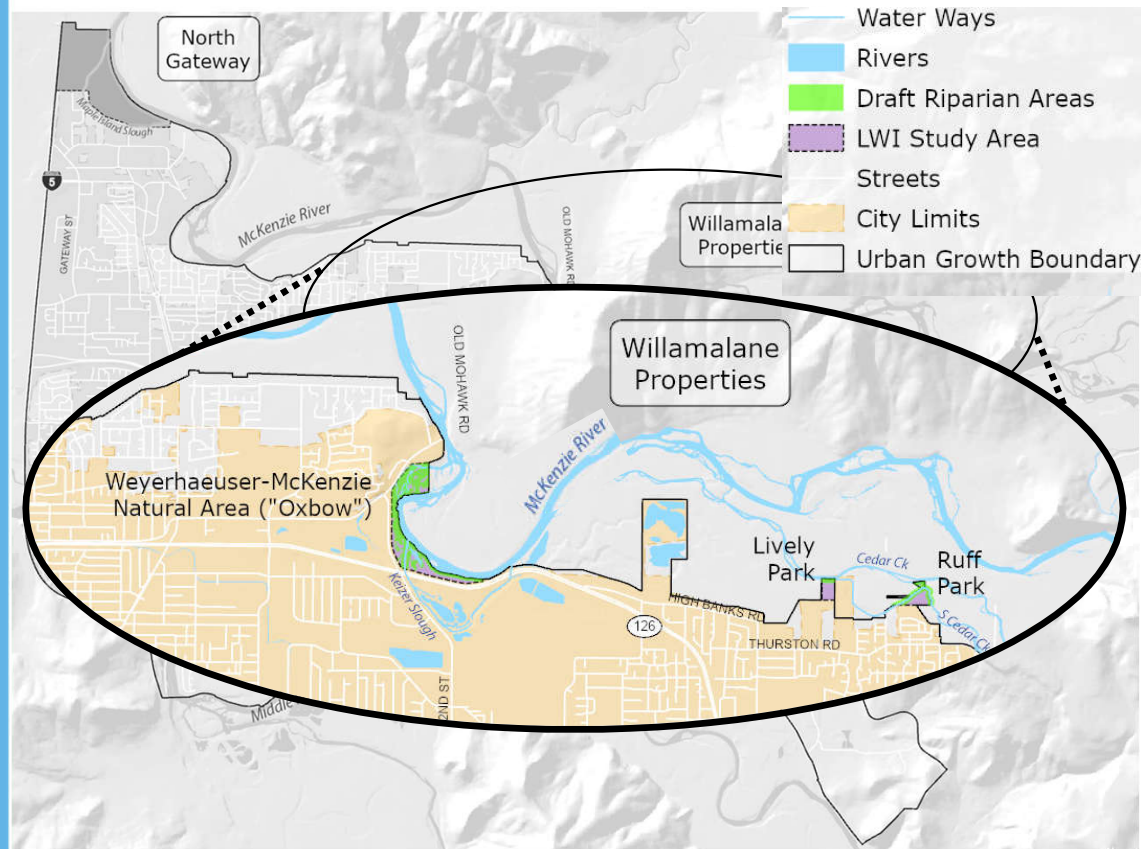




How

Riparian Corridor Inventory & Assessment

- Willamalane Properties riparian reaches:
 - Total = 3
 - Mileage = 1.27

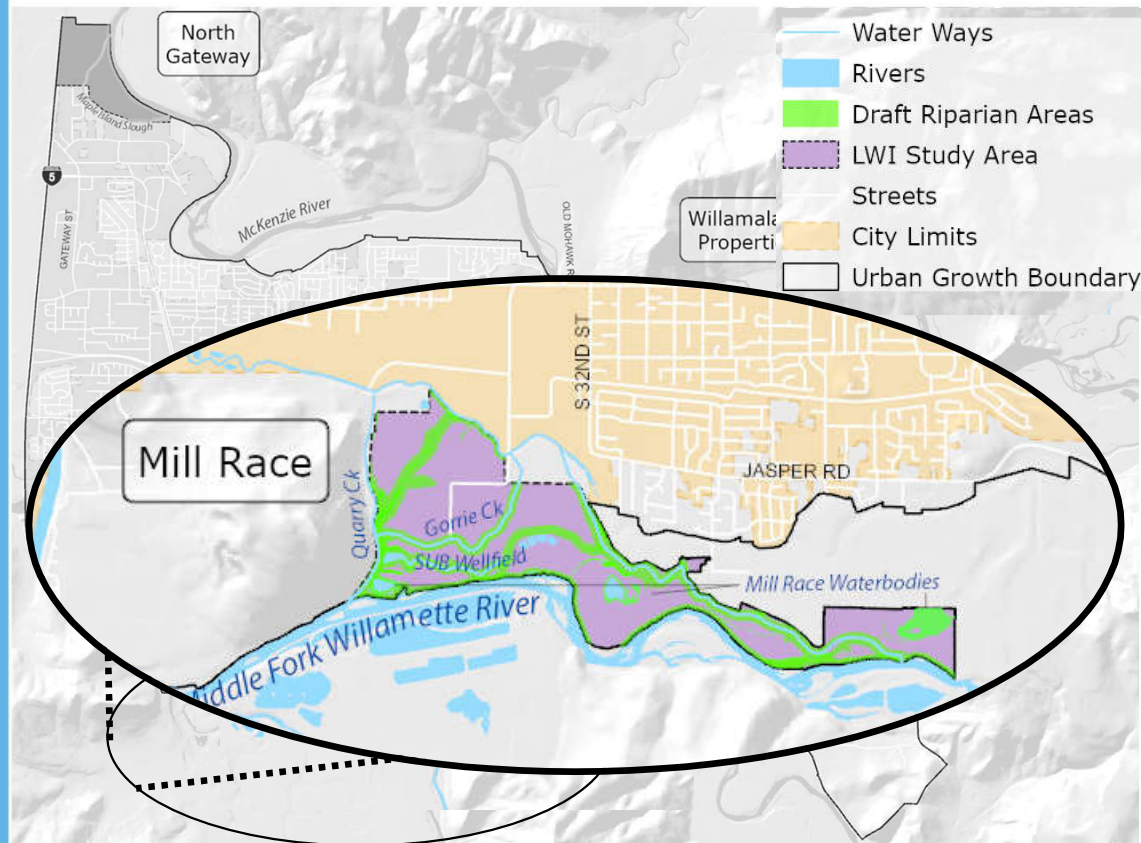




How

Riparian Corridor Inventory & Assessment

- Mill Race riparian reaches
 - Total = 15
 - Mileage = 7.28



How

Significant Wildlife Habitat Assessment

- 23 = Sensitive status species
 - 5 = Occur
 - 18 = Likely to Occur*

* ODFW tentatively has recommended reclassification/removal of 6 species as part of significance analysis

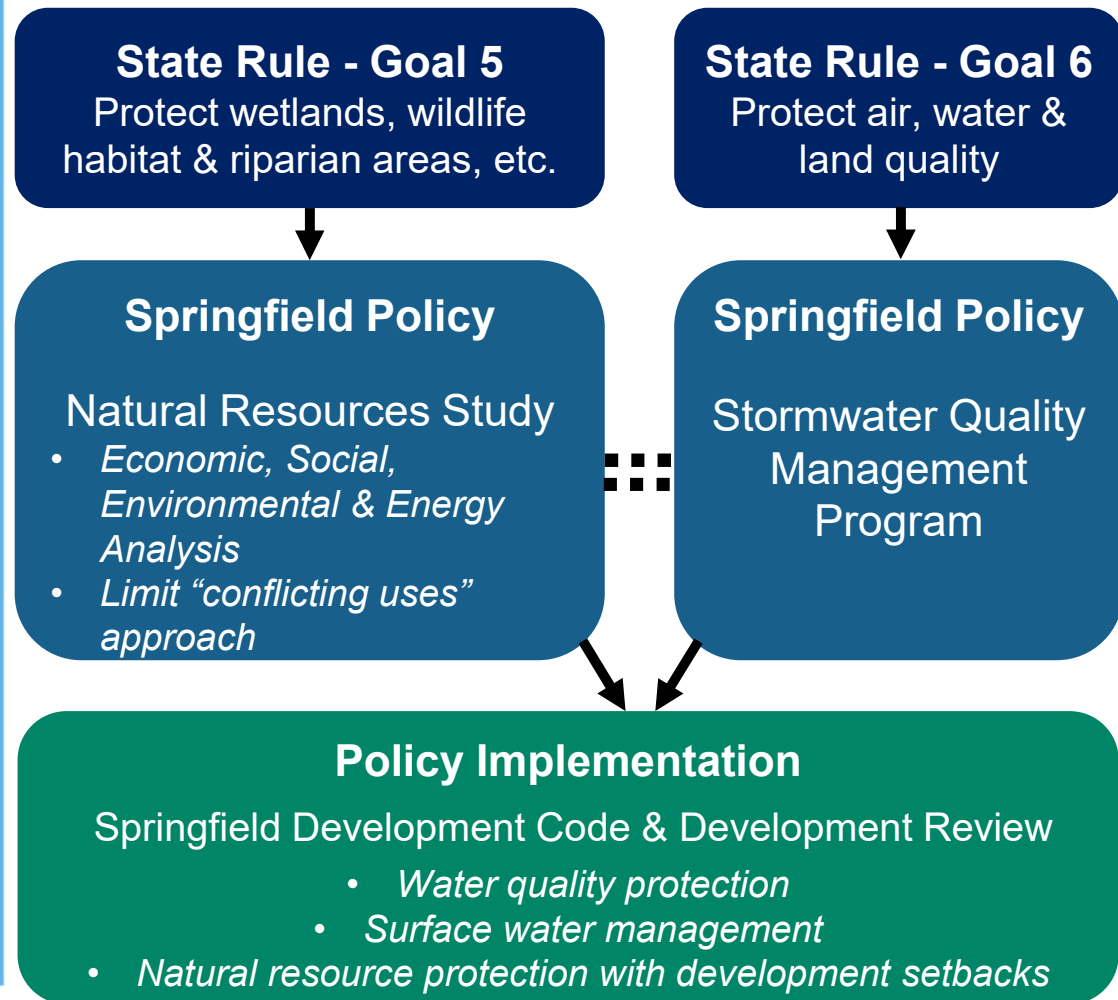




How

Policy Evaluation

- Existing regulatory framework
 - Local policy choice within parameters specified by the State





How

Policy Evaluation

- Protection approaches for newly-identified significant resources

Wetlands & Riparian Corridors

Standard Method
(current protection approach)

vs

Safe Harbor Method

Wildlife Habitat

Standard Method
(required approach)

Next Steps

Finalize Inventories & Assessments

- City Council Work Session
 - May 22, 2023

Spring/Summer

Finalize inventories & assessments

Fall/Winter

Prepare adoption materials

Winter/Spring

Hold public hearings

Stakeholder Engagement

WETLANDS & RIPARIAN CORRIDORS

WHAT ARE THEY?

WHAT DO THEY DO? WHY DOES THIS MATTER?



Wetlands are areas that are saturated by surface water or ground water, where such water occurs at a frequency and duration sufficient to support types of vegetation that are adapted for life in saturated soil conditions. Simply stated, wetlands are areas with plants and soils that are best-suited to wet conditions.



Riparian corridors are waterways and the land area directly along the waterway. When left in a more natural state, they are buffers between the water and many human impacts.

Wetlands and riparian corridors have many functions. They:

- **Equip us to handle flood emergencies:** Wetlands and riparian corridors can act like sponges and absorb floodwater. An acre of wetland can store between 1-1.5 million gallons of floodwater.
- **Enhance water quality:** The vegetation in these areas reduces erosion of areas along the bank (especially riparian areas) because of roots in the soil. Both the underground and aboveground parts of a plant keep waste and other residue like sediment out of water when it flows to a stream or river after the rain. Wetlands act as filters and purifiers because they absorb and hold water before it soaks into the ground. Wetlands can remove as much as 90 percent of solids in water.
- **Provide various species places to live:** The strips of land that follow the river are critical travel corridors because they allow animals to move freely. Shade from trees and other plants cools water to a temperature that allows aquatic-based life to survive. The waterbodies themselves serve as habitat that allows for shelter to hide, breed, or sleep. Although wetlands only make up about 5 percent of the land surface in the contiguous United States, wetlands are home to 31 percent of our nation's plant species.
- **Boost aesthetic & property values:** Market prices can sometimes reflect the "quality of life" or amenity values provided by wetlands and riparian corridors. For residential development in urban areas, the market price of properties with views of natural areas is often greater than the price of similar properties without these views.
- **Offer spaces for recreation & education:** These areas allow for great places to enjoy and learn about the outdoors. Opportunities for recreation include parks and trails. Here, classes and tours can also interact up-close with the featured educational topic.

Date: 5/2/2023

To: Planning Commission

PLANNING
COMMISSION

From: Molly Markarian, Senior Planner

BRIEFING

Subject: Natural Resource Inventories & Protections for
UGB Expansion Areas

MEMORANDUM

ISSUE: Since 2020, Springfield has been working with partner agencies and stakeholders to identify and assess wetlands, riparian corridors, and wildlife habitat in the areas where the City recently expanded its urban growth boundary (UGB). With the identification and assessment phase nearly complete, staff seek confirmation from the Planning Commission on protection approaches for locally significant natural resources in preparation for further stakeholder engagement and development of draft legislative amendments for Planning Commission consideration.

COUNCIL GOALS/

MANDATE:

Council Goals: Mandate

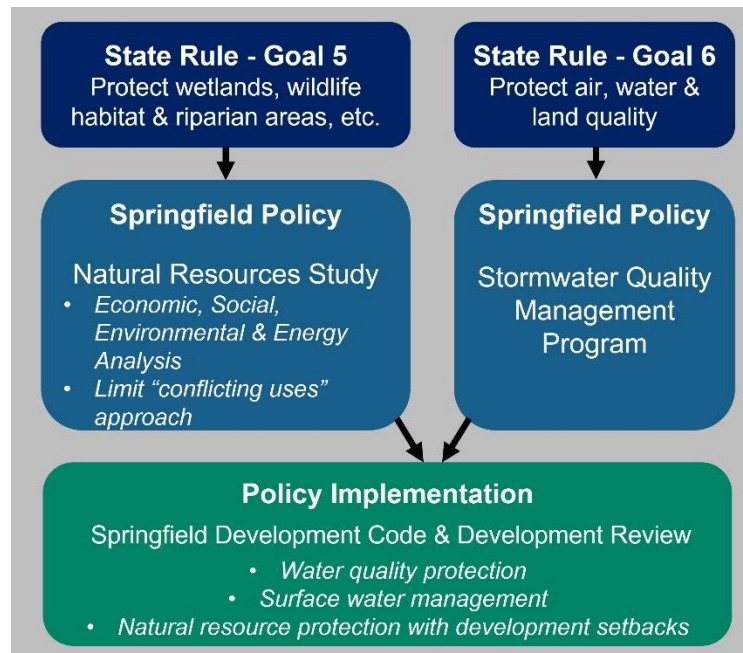
BACKGROUND:

Existing Natural Resources Regulatory Framework

Oregon Regulations

Statewide Planning Goal 5 (Natural Resources, Scenic and Historic Areas, and Open Spaces) directs local governments to protect locally significant wetlands, riparian areas, and wildlife habitat while Goal 6 (Air, Water and Land Resources Quality) requires that waste and process discharge from future development shall not threaten to violate, or violate applicable state or federal environmental quality statutes, rules, and standards.

Goal 5 establishes alternative methods for establishing protections for significant wetlands and riparian corridors¹, a “Standard” method and a “Safe Harbor” method. The “Standard” method necessitates what is called an Economic, Social, Environmental and Energy



¹ Oregon Administrative Rules (OAR) 660-023-0110(6) stipulates that local governments shall develop programs to protect wildlife habitat following the Standard method.

(ESEE) Analysis. This analysis formally lays out the justification for a decision to protect, partially protect, or not protect a resource by looking at the consequences of not allowing, partially allowing, or fully allowing uses that may be considered incompatible with natural areas ("conflicting uses").

Springfield Policies

Springfield first adopted the Springfield Natural Resource Study (NR Study) in 2002, based on a Local Wetland Inventory that was adopted in 1998. Springfield then adopted its Natural Resource Inventory in 2004 that identified riparian corridors within the UGB at that time, incorporated a Wildlife Habitat Assessment, and accounted for Water Quality Limited Watercourses².

The original NR Study used the "Standard" protection method, meaning an ESEE analysis was utilized to justify a more nuanced natural resource protection program that limits conflicting uses through development review procedures and standards. In 2011, the NR Study was updated to incorporate newly identified significant natural resources in the Glenwood area of Springfield. That update also contemplated alternative protection approaches but ultimately integrated into the City's existing regulatory framework.

Protection Considerations for UGB Expansion Area Resources

As noted above, alternative methods exist for establishing protections for significant wetlands and riparian corridors in the UGB Expansion Areas. The figure below identifies key aspects of each approach.

Though the "Safe Harbor" method is intended to be procedurally more streamlined, it results in highly prescriptive development requirements. The "Standard" approach is more qualitative, relying on the local government to demonstrate that the proposed protection program is 'adequate' by objectively balancing contending economic, social, environmental, and energy priorities. Additionally, given that Springfield has implementation (Development Code) provisions already in place, efficiencies gained in deciding which land should have placed on its use to protect significant natural resources would be offset by the effort needed to establish new development provisions. As such, staff recommends continuing to balance development priorities with natural resource protection by utilizing the "Standard" approach to protect significant wetland, riparian, and wildlife habitat sites in the UGB Expansion Areas.

² Springfield currently does not have an inventory of, or clear protection implementation, for wildlife habitat in areas outside of wetlands and riparian corridors (upland wildlife habitat). Wildlife habitat is a key function of most of Springfield inventoried wetlands and riparian areas.

Wetland Protection Approaches	
<p>Standard Method (current protection approach)</p> <ul style="list-style-type: none"> • Allow, limit, or prohibit "conflicting uses" through ESEE analysis • Time needed to complete the ESEE, but more flexibility possible in protection approach (can opt for more development potential or more resource protection) • Code requirements already in place • Concurrent update to WQLW map needed 	<p style="text-align: center;">VS</p> <p>Safe Harbor Method</p> <ul style="list-style-type: none"> • Adopt new, rigid protections restricting development <i>within</i> wetlands • However, no development setback from wetland edge • Time needed to create additional code
Riparian Corridor Protection Approaches	
<p>Standard Method (current protection approach)</p> <ul style="list-style-type: none"> • Allow, limit, or prohibit "conflicting uses" through ESEE analysis • Time needed to complete the ESEE, but more flexibility in protection approach (can opt for more development potential or more resource protection) • Code requirements already in place • Identifies more resource sites (Mill Race area) • Concurrent update to WQLW map needed 	<p style="text-align: center;">VS</p> <p>Safe Harbor Method</p> <ul style="list-style-type: none"> • Development setback more restrictive • Limited cases where setback may be larger than our existing requirements • Adopt new (State-prescribed) protections • Time needed to create additional code • Identifies fewer resource sites
Wildlife Habitat Protection Approach: Standard Method Required	

RECOMMENDED ACTION: Confirm that Springfield will follow the "Standard" approach for protecting significant wetland, riparian, and wildlife habitat sites in the UGB Expansion Areas in conformance with Springfield's existing regulatory framework.
