



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

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April 18th, 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) **Comprehensive Plan Map Clarification Project**
Staff: Chelsea Hartman, Senior Planner
45 minutes

ADJOURNMENT

7:00 p.m. Committee for Citizen Involvement

In Person in the Jesse Maine Room and via Zoom

**This meeting 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:

- March 21st, 2023

BUSINESS FROM THE AUDIENCE

REGULAR SESSION ITEM(S)

- 1) **Draft Community Involvement Strategy for Parking under CFEC Rules**
Staff: Sophie McGinley, Temporary Planner
30 Minutes
- 2) **Draft Community Involvement Strategy for Stormwater Requirements**
Staff: Haley Campbell, Senior Planner
30 minutes

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, March 21st, 2023 Work & Regular Session

Meeting held in Jesse Maine Conference Room and via Zoom

Jesse Maine Room is ADA accessible

Regular Session to follow the Work Session

7:00 P.M. Approximate Time

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

Planning Commissioners Present: Chair Matt Salazar, Andrew Buck, Seth Thompson, and Steven Schmunk

Excused Absence: Grace Bergen

Staff: Sandy Belson, Comprehensive Planning Manager, Sarah Weaver, Community Development Administrative Assistant; Kristina Kraaz, Assistant City Attorney

Chair Salazar: introduced the newly nominated Commissioner Rhoads-Dey to the Commission.

WORK SESSION ITEM(S)

1) Climate Friendly and Equitable Communities Rules

Staff: Sandy Belson, Comprehensive Planning Manager

50 minutes

Kristina Kraaz / Staff: gave the Commissioners a status update on the City's appeal of the Climate Friendly and Equitable Communities Rule-Making (C-FEC). She confirmed that the appeal is centered around how the Executive order was carried through by the DLCD and not the Executive Order itself. Until the appeal has been decided the City will be implementing the Rules as they have been adopted.

Sandy Belson / Staff: confirmed that the City supports the objectives and goals of the C-FEC Rules and is in the process of implementing them. It is the technicalities of how the Rules were prepared that is being appealed. She continued by giving the Commission an overview of the current status of implementation of the Rules, specifically on the topics: Parking, climate friendly areas, scenario planning, alternative dates, and timeline extensions.

ADJOURNMENT – 6:48 P.M.

Chair Salazar called the Regular Session of the Planning Commission to order at 6:49 P.M.

Draft Planning Commission Minutes

Planning Commissioners Present: Chair Matt Salazar, Andrew Buck, Seth Thompson, and Steven Schmunk

Excused Absence: Grace Bergen

PLEDGE OF ALLEGIENCE: Led by Commissioner Schmunk

APPROVAL OF THE MINUTES – Approved

- February 7th, 2023

REGULAR SESSION ITEM(S) - None

BUSINESS FROM THE AUDIENCE – None

REPORT OF COUNCIL ACTION

Commissioner Schmunk reported on the February 13th, 2023 meeting.

Chair Salazar reported on the March 6th, 2023 meeting.

Commissioner Thompson reported on the March 13th, 2023 meeting.

BUSINESS FROM THE PLANNING COMMISSION - None

BUSINESS FROM THE DEVELOPMENT AND PUBLIC WORKS DEPARTMENT

Sandy Belson / Staff: informed the Commissioners about the next Planning Commission meeting in April. The meeting on April 4th, 2023 will be a Joint Work Session and Public Hearing with the City of Eugene and Lane County Planning Commissions. She recommended that the Commissioners attend virtually, if possible.

ADJOURNMENT – 7:01 p.m.

AGENDA ITEM SUMMARY

Meeting Date: 4/18/2023
Meeting Type: Work Session
Staff Contact/Dept.: Chelsea Hartman/DPW
Staff Phone No: 541-726-3648
Estimated Time: 45 Minutes
Council Goals: Provide Financially Responsible and Innovative Government Services

PLANNING COMMISSION (PC)

ITEM TITLE: COMPREHENSIVE PLAN MAP CLARIFICATION PROJECT

ACTION REQUESTED: Provide feedback to staff on drafts of the property-specific Springfield Comprehensive Plan Map ([web map](#) and PDF) and on the potential adoption approach.**ISSUE STATEMENT:** As part of continuing to develop the Springfield Comprehensive Plan, a key step is to create a map that shows existing plan designations for each property in Springfield by interpreting and clarifying the Eugene-Springfield Metropolitan Area General Plan (Metro Plan) Diagram. The map will add greater certainty with a solid visual understanding of existing plans and policies and will streamline the land use research process with better property lookup tools.**ATTACHMENTS:** Attachment 1: Briefing Memo
Attachment 2: 2004 Metro Plan Diagram
Attachment 3: Advisory Body Membership
Attachment 4: Advisory Body Discussions Summary
Attachment 5: Draft Springfield Comprehensive Plan Map ([web map](#) and PDF)**DISCUSSION:** The process to create a Springfield Comprehensive Plan map has involved property research, letters to property owners for areas that required clarification and interpretation, discussions with the project's Technical Resource Group (TRG) and Project Advisory Committee (PAC), and learning from other jurisdictions. Planning Commission provided feedback on [November 1, 2022](#) followed by guidance from City Council on [November 28, 2022](#) on potential mapping options for how to approach creating the map. In winter 2023, initial draft maps were shared with the TRG and PAC and their feedback informed the refined drafts that are being shared with Planning Commission and during outreach for review and feedback.

Several technical and policy considerations informed the creation of the property-specific Springfield Comprehensive Plan Map. Planning Commission feedback on the draft maps and on the potential adoption approach will inform refinements and next steps as staff begin to prepare materials for the adoption process later this year.

Outreach efforts underway include mailings to property owners, an online and in-person open house, an online survey, a news release, fliers, and other strategies from the Community Engagement Plan. A summary of feedback received during outreach will be shared with PAC and TRG. To prepare for adoption of the map, staff are drafting text amendments and supporting materials that will be shared during a Planning Commission work session prior to a joint public hearing with Lane County as part of the adoption process later this year.

Date: 4/18/2023
To: Springfield Planning Commission
From: Chelsea Hartman, Senior Planner
Subject: Comprehensive Plan Map Clarification Project

BRIEFING
MEMORANDUM

ISSUE:

As part of continuing to develop the Springfield Comprehensive Plan, a key step is to create a map that shows existing plan designations for each property in Springfield by interpreting and clarifying the Eugene-Springfield Metropolitan Area General Plan (Metro Plan) Diagram. The map will add greater certainty with a solid visual understanding of existing plans and policies and will streamline the land use research process with better property lookup tools.

COUNCIL GOALS/

MANDATE:

Provide Financially Responsible and Innovative Government Services

BACKGROUND:

For decades, Eugene and Springfield shared a comprehensive plan: the Eugene-Springfield Metropolitan Area General Plan (“Metro Plan”). The Metro Plan was created as the sole, long-range plan (a public policy and vision document) for metropolitan Lane County, including Springfield and Eugene. Both cities recently established separate urban growth boundaries based on a determination of land supplies needed to meet anticipated growth. As a result, comprehensive planning is evolving toward city-specific plans.

Moving from one comprehensive plan structure to another is resource-intensive, so Springfield is developing the Springfield Comprehensive Plan in phases. A key step is to create a property-specific Springfield Comprehensive Plan Map that clarifies the boundaries of plan designations on the Metro Plan Diagram, which was adopted as an 11” x 17” paper map shown in Attachment 2. The Metro Plan Diagram is a “broad brush,” graphic depiction of projected land uses and major transportation corridors but does not meet today’s needs for showing which plan designations apply to each property within the region.

Project Initiation & Direction

Initiating the Comprehensive Plan Map Clarification project was a high priority at City Council’s [April 5, 2021](#) work session, particularly with the project’s purpose and goals in mind. In November 2021, the Oregon Department of Land Conservation and Development (DLCD) awarded funding for the project. The Planning Commission in its role as the Committee for Citizen Involvement provided direction on the [Community Engagement Plan](#) on [March 1, 2022](#). Staff have provided regular updates to the Planning Commission throughout the process.

Why this Work Matters

- **Local Ownership & Decision-Making:** The property-specific Comprehensive Plan Map will show plan designations for each property within Springfield’s land use jurisdiction and will become part of the Land Use Element (a chapter) of the Springfield Comprehensive Plan.
- **Better Service:** The map will provide timely, accurate information with property research tools that are convenient, quick to access, and easy to use—ultimately providing confidence in decisions. In addition to a PDF map, there will an online interactive map that is free to access, similar to the current draft [web map](#). Users will be able to identify a plan designation

for specific properties throughout Springfield with this tool without reliance on staff for basic answers.

- **Large Projects on the Horizon & Requirements:** Springfield must adopt a Housing Capacity Analysis by December 2025. Having an accurate Comprehensive Plan map on which to base the inventory of buildable residential lands to inform the Housing Capacity Analysis is a desirable first step that this project will address.
- **Barriers Identified:** Research during this project will identify conflicts between a property's zoning and its plan designation. Understanding the magnitude of this barrier to development can help the City determine the priority of addressing that issue.

Process to Inform the Draft Map

Staff have approached this project with a mix of policy and technical research and through informed conversations to seek input on mapping approaches.

- Staff interviewed seven cities across Oregon about their mapping decisions.
- Staff conducted detailed research for properties that required clarification or interpretation of the Metro Plan Diagram, including ensuring Springfield's draft map reflects refinement plans and any adopted changes to the Metro Plan Diagram since it was adopted in 2004. Given the scale of the Metro Plan Diagram, it wasn't clear where to exactly draw the line between plan designation colors, so staff researched all properties that appeared to be near more than one color on the Diagram. References for property research included previous land use decisions (e.g., staff reports and adopted ordinances), the City's permit database, and refinement plans.
- As part of research, staff sent early letters to property owners to seek their knowledge and confirm the understanding of the plan designation for areas that required interpretation. Postcards are also being mailed to all owners of properties that were researched to let them know a draft map is available for review and feedback.
- A Technical Resource Group (TRG) and Project Advisory Committee (PAC) have provided insight on desired outcomes for the map through a series of four meetings each. Their roles are to provide suggestions to staff, but they do not vote on a recommendation to Planning Commission or Council. The TRG represents a variety of agencies who work with Springfield. The PAC, appointed by the Springfield Committee for Citizen Involvement, is comprised of people with experiences and perspectives that range from Springfield's residents at-large who are committed to serving the community to professionals in land use planning (some of whom also live in Springfield). A list of TRG and PAC membership is in Attachment 3 and a summary of the discussions is in Attachment 4.

DISCUSSION:

Earlier discussions with the TRG and PAC informed questions about potential mapping options that were presented to Planning Commission and City Council. Planning Commission provided feedback on [November 1, 2022](#) followed by guidance from City Council on [November 28, 2022](#) on options for how to approach creating the map. Decision-makers provided general feedback in support of staff recommendations on several key topics, including:

- Do not designate public rights-of-way.
- For refinement plan areas, show most of the refinement plan designations in detail for the interactive map. For the PDF map, create a simplified map and legend by consolidating Mixed-Use designations into one and consolidate designations similar to Parks and Open Space, Public Land, etc. Do not amend refinement plan text.
- Show Nodal Development Areas as "overlays" and treat Nodal Development Areas the same way across Springfield for consistency.
- Allow for some flexibility in the boundaries with clear parameters (e.g., property line adjustments, land divisions, large development areas, and lines between properties designated Public Land, Government & Education, Parks & Open Space, and similar designations).

Based on property research and following this guidance, staff created initial draft maps to share with the TRG and PAC in winter 2023 to discuss suggestions for refining the drafts before broader community outreach. Both the TRG and PAC provided positive feedback on the PDF map since it was simpler with a consolidated legend and symbology. Both groups provided suggestions to make the web map look more similar to the PDF map and encouraged staff to explore options to further simplify the map and legend while maintaining the intent of adopted refinement plans. TRG and PAC feedback informed the revised PDF map in Attachment 5 as well as the updated [web map](#).

Consolidating similar designations as Public Land and Open Space

Based on TRG and PAC feedback, staff are proposing a slight shift from the initial guidance from Planning Commission and City Council, which focused on retaining most of the refinement plan details while not amending refinement plan text. Upon further review of refinement plan text, staff are proposing to consolidate designations such as Government & Education, Public Land, Public/Semi-Public, Public Land & Open Space, and Parks & Open Space under one combined “Public Land and Open Space” designation. This approach will simplify the map and legend while honoring the original intent of refinement plans. This approach will require minimal text amendments to reflect the change in any designation names to Public Land and Open Space.

Flexibility with clear parameters

In November 2022, Planning Commission and City Council provided guidance to staff to allow for some flexibility in plan designation boundaries with clear parameters. This approach balances interests of providing some level of certainty for development sites (which an entirely “set in stone” map would provide) while accommodating for unknown or changing circumstances of the development process by allowing a defined level of flexibility. The Metro Plan currently allows room for interpretation of boundaries, though it has been criticized for its ambiguity creating the need for lengthy and costly land use application processes along with potentially contentious outcomes. Specifying how flexible and where the plan designation boundaries can shift addresses the issues presented by the Metro Plan and allows the findings of Springfield’s Buildable Land Inventories to remain valid.

The property-specific map will not show areas where flexibility is allowed, however, a general note may be provided. Staff are working to draft language to describe how and when flexibility will be allowed to include in the Springfield Comprehensive Plan and Development Code. Locations and situations where flexibility could apply include:

- Large sites with split (multiple) plan designations where specific plan designation boundaries can be assigned at later steps of the project (e.g., master plans) when development teams determine siting of infrastructure and buildings based on topography and drainage
- Areas near Public Land and Open Space designations
- Property Line Adjustments, Land Divisions, and Replats, if applied for under a Type 2 procedure

Staff will continue discussions on how and when to allow flexibility, including vetting ideas with staff from DLCD to learn about related case law and how other jurisdictions have approached this topic.

Adoption Approach

During the TRG and PAC discussions, there was interest in understanding how the map will be adopted and how it will be maintained map over time. City staff have been discussing an adoption approach, which includes:

- Adopt a Land Use Element with the property-specific map and supporting language as part of the Springfield Comprehensive Plan that replaces the Metro Plan Diagram and chapter II-G for land within Springfield's UGB.
- Adopt PDF maps at a scale sufficient to determine the plan designations of particular taxlots and the precise location of plan designation boundaries. Document supporting details such as:
 - Table describing taxlots with split plan designations
 - Summary of methodology and findings for how staff clarified and interpreted plan designations
- Related text amendments to implement guidance from Planning Commission and City Council (e.g., language about not designating rights-of-way) in the Metro Plan, Springfield Comprehensive Plan, refinement plans, and Development Code.

During the TRG discussion, DLCDC staff offered to meet with City staff to provide insight on how to adopt and maintain the map and how to allow for some flexibility in plan designation boundaries with clear parameters. In addition to seeking feedback from Planning Commission on the potential adoption approach during this work session, staff will vet the approach with staff from DLCDC, Lane County, and Eugene to discuss potential tradeoffs.

Next Steps

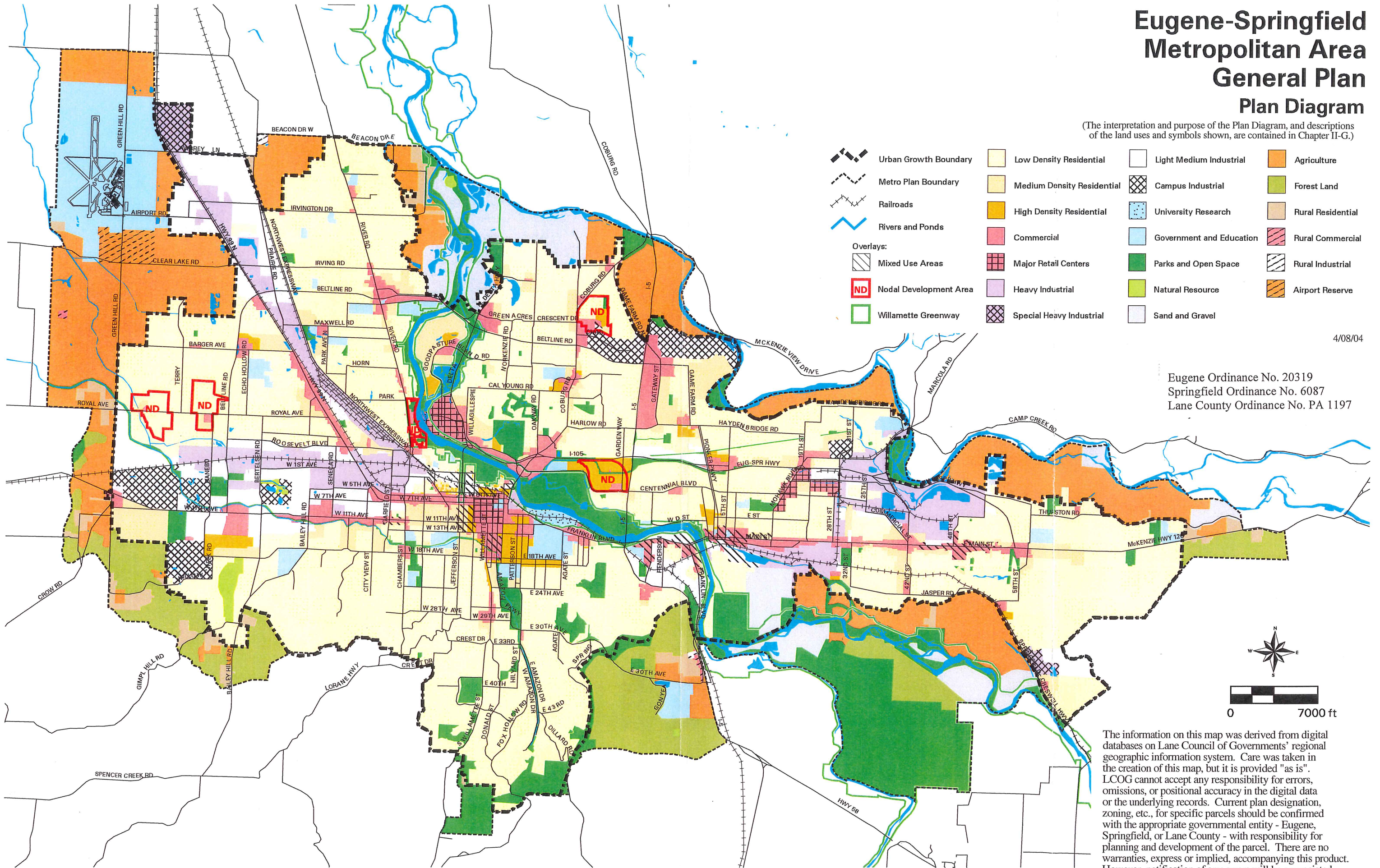
The draft maps are being shared using strategies from the Community Engagement Plan, including mailings to selected property owners, an online and in-person open house, an online survey, and sharing about the input opportunities using social media, a news release, and fliers at the Development Center counter. A final meeting with the PAC will be held to share a summary of feedback received during outreach. The TRG is a more technical-focused group and opted for the outreach summary to be shared via email. Staff will continue to have individual follow ups with TRG members as needed. To prepare for adoption, staff are drafting text amendments and supporting materials that will be shared during a Planning Commission work session prior to a joint public hearing with Lane County as part of the adoption process later this year.

RECOMMENDED ACTION:

Provide feedback to staff on drafts of the property-specific Springfield Comprehensive Plan Map ([web map](#) and PDF) and on the potential adoption approach.

Eugene-Springfield Metropolitan Area General Plan Plan Diagram

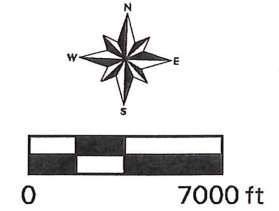
(The interpretation and purpose of the Plan Diagram, and descriptions of the land uses and symbols shown, are contained in Chapter II-G.)



- | | | | | | | | |
|------------------|------------------------|--|----------------------------|--|--------------------------|--|-------------------|
| | Urban Growth Boundary | | Low Density Residential | | Light Medium Industrial | | Agriculture |
| | Metro Plan Boundary | | Medium Density Residential | | Campus Industrial | | Forest Land |
| | Railroads | | High Density Residential | | University Research | | Rural Residential |
| | Rivers and Ponds | | Commercial | | Government and Education | | Rural Commercial |
| Overlays: | | | Major Retail Centers | | Parks and Open Space | | Rural Industrial |
| | Mixed Use Areas | | Heavy Industrial | | Natural Resource | | Airport Reserve |
| | Nodal Development Area | | Special Heavy Industrial | | Sand and Gravel | | |
| | Willamette Greenway | | | | | | |

4/08/04

Eugene Ordinance No. 20319
 Springfield Ordinance No. 6087
 Lane County Ordinance No. PA 1197



The information on this map was derived from digital databases on Lane Council of Governments' regional geographic information system. Care was taken in the creation of this map, but it is provided "as is". LCOG cannot accept any responsibility for errors, omissions, or positional accuracy in the digital data or the underlying records. Current plan designation, zoning, etc., for specific parcels should be confirmed with the appropriate governmental entity - Eugene, Springfield, or Lane County - with responsibility for planning and development of the parcel. There are no warranties, express or implied, accompanying this product. However, notification of any errors will be appreciated.



Comprehensive Plan Map Clarification Project

Advisory Body Membership

Project Advisory Committee

- Alexis Biddle, 1000 Friends of Oregon*
- Carrie (Morgan) Driggs, University of Oregon
- Earl McElhany, At-Large
- Katie Keidel, Metro Planning
- Phil Farrington, CDC Management Corp.
- Rick Satre, The Satre Group
- Sean Maxwell, At-Large
- Zach Galloway, TBG Architects + Planners

*No longer working for 1000 Friends of Oregon or serving on the PAC.

Technical Resource Group

- City of Eugene
- Oregon Department of Land Conservation and Development
- Lane Council of Governments
- Lane County
- Springfield Public Schools
- Springfield Utility Board
- Willamalane Park and Recreation District



Comprehensive Plan Map Clarification Project

Discussions Summary

A Project Advisory Committee (PAC) and a Technical Resource Group (TRG) helped the City of Springfield with policy and technical questions for this project by providing feedback at a series of meetings held in 2022 and 2023. This document captures key takeaways and highlights recommendations made during these meetings. Each meeting held to date is summarized below (organized in reverse chronological order).

The PAC consists of people who live or work in Springfield as well as several land use planning experts in the private sector. The TRG consists of staff from Lane Council of Governments, Lane County, City of Eugene, Springfield Public Schools, Springfield Utility Board, Willamalane Park and Recreation District, and the Oregon Department of Land Conservation & Development. Both groups play an advisory role and have not been asked to come to consensus or make a recommendation about the questions discussed.

Key Takeaways for Project Advisory Committee & Technical Resource Group's 4th Meetings

The PAC and TRG met in late February and early March 2023 to review updated Comprehensive Plan Map drafts and to provide insight and suggestions to staff on desired outcomes for the map.

User Friendliness of Comprehensive Plan Draft Products

COMPREHENSIVE PLAN MAP PDF

Springfield staff noted the PDF version of the map is a simplified illustrative version of the map, making it easier to read and engage with, but necessitating further investigation through use of the interactive map to see the full detail of designations (differences appear primarily due to the nuances of each of the refinement plans).

Both PAC and TRG members provided predominantly positive feedback on the PDF map. Following are key takeaways:

- Combining of similar categories makes the map much more readable,

- The map strikes a good balance of accessibility while incorporating necessary detail (though it needs disclaimers that it's illustrative and not a full representation of what's been adopted)
- The PDF map needs clear reference to its relative incompleteness in portraying ALL plan designation nuance. The map needs very clear reference to the interactive map for obtaining a complete picture of plan designation nuances.
- There was some concern that map viewers still might miss that crucial point and draw inaccurate conclusions.
- Staff emphasized that the whole project is being processed as a Post Acknowledgment Plan Amendment (PAPA), that they have been working with property owners on particularly nuanced interpretation and clarifying the map to reflect current adopted plan designations. Staff clarified that no property boundaries will change because of this work. Staff also noted they are assembling a list of more subjective plan and zone conflicts that may be addressed at a future time.

INTERACTIVE (WEB-BASED) COMPREHENSIVE PLAN MAP

Both groups had more feedback on the interactive map.

- Members in both groups expressed a desire to see an interactive map that looked more similar to the static PDF map. This included a desire for more general simplicity, but also greater consistency with symbology (colors, fills, outlines). Another key issue was the larger legend in the interactive map. Springfield staff noted that they had some short-term and permanent limitations with the formatting of the map, but plan to incorporate many of the suggested symbology changes in follow up versions.
- The map would be more user friendly with better grouping/ordering of categories (even if the large list is maintained).
- Springfield staff noted that some of the distinction between the PDF and Interactive Map is intentional. The Interactive Map presents unique and additive value by being customizable, catering to varying levels of curiosity. The interactive map can look at different scales so it's easier to share the full detail of what's been adopted, which caters to different users' interests in what they want to see, while the illustrative PDF map is more simplified for legibility.
- Both groups expressed desire for the interactive map to include tax lots lines. Also requested was the addition of waterways and of hyperlinks or other ready access to other resources (like RLID). Some pointed out that the static PDF shows the Willamette River Greenway and this should also be shown on the interactive map. Staff explained that the tool allows for identification of the tax lot presently when clicking on a property but does not show tax lot lines. Staff noted that while some additional information can be added, other information is problematic for a public facing resource due to their proprietary nature. Staff also want to make sure they only show detail they have confidence about – noting, for example, that they are still doing research on the Willamette Greenway in Springfield.

- Some who work with this map will exploit any lack of clarity. Things must be clear. Maintaining user-friendliness and the amount of content in the map will be an important question of balance for the City.

Clarifying the Truth, Today and Going Forward

WHAT IS BEING ADOPTED?

Both groups were very interested in understanding what would ultimately be adopted as the plan designations, or as one participant put it: “pinning down the truth” for the purposes of plan-based decision making and unitization. This included questions about which map is being adopted (static vs interactive) and other nuances like the process for maintaining it. Is it a dynamic map that is adopted? Is it a table related to another layer maintained by someone else (e.g., cadastral)? What is proposed for adoption, and how does this truth get maintained in an authoritative way?

- Springfield’s initial thinking was to adopt the interactive map since that’s the best reflection of what’s currently adopted but recognizes the tradeoffs in doing so. A decision is yet to be made.
- Springfield staff reiterated the objective nature of the project. Springfield staff do not intend to be in the position of drawing arbitrary lines for the purpose of this project. The City is utilizing the most authoritative existing information. Wherever possible, the City takes advantage of data already out there that is vetted/adopted/widely accepted.

MAINTAINING FLEXIBILITY

- Springfield staff are still internally discussing the questions posed about adoption. Ideally, the goal is to adopt it at a property specific level. Also trying to figure out how to adopt it in a way that allows us to update the map without having to do a plan amendment when tax lot lines shift. Trying to balance that we want it to be property specific but also keep it updated and maintained without making an intense land use process every time.
- Springfield notes that the technology is getting better for dynamic maintenance. The City is committed to setting the foundation for what’s coming next with improvements in technology and developing clear procedures for map maintenance.
- City of Eugene staff are in the same position. They are currently working on urban reserves and considering potential leeway with where those boundaries are. How do we adopt something but figure in maintenance and how we update? Is it in cycles? How do we incorporate shifts over time?
- DLCD noted that this a complex question. DLCD is very interested in helping Springfield get this right and offered to bring DLCD expertise to bear in vetting different options and legal pitfalls. DLCD offered to meet with City staff to provide guidance to provide flexibility to implement plan/zone changes, but at the same time not giving anyone the idea that we’re just rubber-stamping things.

Key Takeaways for Project Advisory Committee & Technical Resource Group Meetings 1 through 3

The Project Advisory Committee and Technical Resource Group each met three times from July through October 2022 to discuss key technical and policy questions and to provide insight and suggestions to staff on desired outcomes for the map. The Project Advisory Committee consists of people who live or work in Springfield as well as several land use planning experts in the private sector. The Technical Resource Group consists of staff from Lane Council of Governments, Lane County, City of Eugene, Springfield Schools, Springfield Utility Board, Willamalane Park and Recreation District, and the Oregon Department of Land Conservation & Development.

Following is a list of questions and a high-level summary with key takeaways from discussions held by each group. Both groups play an advisory role and have not been asked to come to consensus or make a recommendation about the questions discussed.

Overlays

NODAL DEVELOPMENT

Many of the Nodal Development areas throughout Springfield incorporate Nodal Development as base designation instead of having a Nodal Development overlay apply. Staff are researching the extent of the designations' adoption history and appropriate terms (whether overlays or base designations). The term "Nodal Development Overlay" for a plan designation likely no longer makes sense for the majority or all of these areas.

- a. What about making Nodal Development part of a property's base designation name and moving away from using the term "overlay" for this plan designation (not zoning) when we adopt the Comprehensive Plan map?
- b. Would a separate map of Nodal Development areas in general make better sense as opposed to putting this information on the Comprehensive Plan map?
- c. For areas where Nodal Development overlays (not base plan designations) may still apply, how would this overlay show up best on the Comprehensive Plan map? Do you like the outline approach of the Metro Plan Diagram (shown in red) when considering there are other overlapping sets of information in this example (e.g., the diagonal lines for a Mixed-Use overlay)?



Note: This may not be a question for the PDF version of the map we adopt if we choose the "holes" option for the areas of our map within neighborhood refinement plans. However, this will matter for our online interactive version of the map.

- d. Would your thoughts on display differ between a PDF version and an interactive, Geographic Information Systems (GIS) web research tool?

PROJECT ADVISORY COMMITTEE DISCUSSION SUMMARY

- Initial general agreement that it would be better to show what was officially adopted – helpful from a user perspective to know that in addition to the base designation there is something else applied to the property that needs research
- However, desire for a consistent approach across Springfield where possible, with preference for representing as an overlay so the base designations are familiar (residential, commercial, etc.) and so map maintenance/display is easier

TECHNICAL RESOURCE GROUP DISCUSSION SUMMARY

- Point is to make the map clear to property owners about what they can do
- Some liked idea of compressing/flattening to bring any areas with Nodal Development overlays into the base plan designation while others liked the idea of overlays
- There was also conversation about the benefits of the map reflecting what is adopted
- Eugene will likely retain Nodal Development overlay as documentation but ideally would not retain Nodal Development as overlays and instead implement them through base plan designation and new zoning to remove layers of complexity

WILLAMETTE GREENWAY

The project team is leaning toward continuing to show the Willamette Greenway on Springfield's future Comprehensive Plan map. Can you think of reasons to not continue to show it on the map? What is your preference?

- a. If we show it, would a line/outline or as another type of shape or symbol be best?
- **Note:** The Metro Plan Diagram currently shows it as a solid green line:



PROJECT ADVISORY COMMITTEE DISCUSSION SUMMARY

- Agreement that the Willamette Greenway should stay on the map, and that a green outline is perfect
- Suggestion to coordinate with City of Eugene so that there are commonalities across both cities' GIS and there is consistency in map display across jurisdictions

TECHNICAL RESOURCE GROUP DISCUSSION SUMMARY

- Approach in Eugene is to continue to show since it's currently on the Metro Plan diagram; trying to be specific that they're clarifying where the boundary is and not changing it
- General agreement that showing it on the Comprehensive Plan Map is a good idea / helpful to partners, acknowledgment that display may be different between GIS and PDF
- Ideas for display included solid line, diagonal stripes / hatched

Neighborhood Refinement Plans

REFINEMENT PLAN DISPLAY

Should the Springfield Comprehensive Plan map show information about the adopted refinement plans? Is there potential to make things easier and clearer by incorporating that information onto the map, or would it be best to leave things separate? Options (and tradeoffs) to consider for these questions are:

- **Option 1:** Apply the Metro Plan Diagram designations as currently named with property lines, but not for the properties where an adopted refinement plan applies. The map would show outlines where the refinement plan boundaries are around white space (basically "holes").
- **Option 2:** Apply the Metro Plan Diagram designations as currently named with property lines for *all* properties throughout Springfield without showing any information about refinement plans. This option would mean no boundary lines or "holes" for where the refinement plan boundaries are to clue people into a need to look elsewhere for more information.
- **Option 3:** Bring all various refinement plan designations into the map where applicable without changing any names of the refinement plan designations. All variations of designations (e.g., Mixed Use 2, 2a, 2b, 3) would be brought over onto the map.
- **Option 4:** Bring the refinement plan designations into the map where applicable but consolidate designation names to streamline and minimize the legend items. This option may require amending the text of affected refinement plans.

PROJECT ADVISORY COMMITTEE DISCUSSION SUMMARY

- General agreement that the ideal outcome is for consistent lexicon = Option 4, with acknowledgment that it would require some additional work (refinement plan amendments)
- Interim possibility that could be achieved now (no refinement plan research for needed text changes) = Option 3

- From user perspective, simplicity and navigability are key – having things link is preferred, collapsing and consolidating differences

TECHNICAL RESOURCE GROUP DISCUSSION SUMMARY

- General preference for Options 3 and 4 over Options 1 and 2
- People liked Option 3 because it shows existing conditions without the need to refer to other maps or amend refinement plans, while Option 4 would create more work but would be the most streamlined/legible for the public in general
- Keep in mind original purpose of the project – Option 3 aligns better with “we’re just clarifying and cleaning up,” while Option 4 may cross a line into “we’re amending refinement plans”
- Several supported Option 3 to complete work sooner with the possibility of moving to Option 4 later to create something that’s easier to read
- From Eugene’s perspective, Option 3 seems the most straightforward for Springfield to document existing conditions on one map, but also need to think about need to amend the Comprehensive Plan map every time you amend a refinement plan designation

Addressing Gaps

RIGHTS-OF-WAY DISPLAY

Should Springfield designate public rights-of-way (e.g., streets)? If so, should the map show designations for public rights-of-way, or should the map show rights-of-way in white/as blank space?

- a. Should there be a written policy to reflect the map approach?
 - **Note:** The Metro Plan shows many rights-of-way as designated
 - **Note:** Designations for rights-of-way are shown on the Glenwood Refinement Plan Diagram. Explanation for result: The local street network was conceptual, so it did not make sense to use actual right-of-way as a boundary for the districts/designations.
 - **Note:** Currently, the zoning map shows some rights-of-way as zoned, but the approach is inconsistent throughout Springfield.
- b. Should our decision on whether or not to designate public rights-of-way match how we handle zoning in public rights-of-way?

PROJECT ADVISORY COMMITTEE DISCUSSION SUMMARY

- No reason to show from a public-facing, user standpoint; Metro Plan currently shows as black lines in some areas
- Appears no legal reason from planning documents to show, and like consistency with approach to zoning when right-of-way vacations occur
- If City willing to make administrative/text changes, not designating or showing on the map is another step toward user-friendliness and map modernization

- Misleading to show a designation color over right-of-way on the map – start with a blank slate

TECHNICAL RESOURCE GROUP DISCUSSION SUMMARY

- Eugene generally does not zone right-of-way so is planning to not designate
- Important to think about clear definition of whether plan designation applies to property boundary or to the centerline of right-of-way; also define designations (and zoning) elastically to account for when property lines adjust
- Distinguish between map data maintenance and map cartography – just because right-of-way centerlines go to middle doesn't mean you have to show that way on map

DESIGNATING WATER RESOURCES

Please refer to the [May 22, 2022 memo from the City Attorney's Office](#) for guidance on the City's approach to assigning plan designations (or not) to streams and rivers. For properties adjacent to and including these water areas, this guidance would result in plan designations applying to the edge of a property up to the ordinary high watermark for navigable waterways (Willamette and McKenzie Rivers) and to the centerline of a stream for non-navigable waterways (e.g., the Mill Race, creeks). Are there reasons we should consider an alternative approach?

PROJECT ADVISORY COMMITTEE DISCUSSION SUMMARY

- Agreement with recommendation in the memo

TECHNICAL RESOURCE GROUP DISCUSSION SUMMARY

- No objections to recommendation in the memo
- In GIS, meanings of "ordinary high water" and "centerline" seem conceptually simple but can be difficult to pin down in practice – suggestion to establish an official adopted way to determine ordinary high water and centerline over time; there can be a delay between cartography and legal descriptions changing (sometimes not properly changed for years)

DISPLAYING WATER RESOURCES

Plan designations must generally apply to waterbodies that are not navigable waterways (e.g., naturally occurring wetlands, artificially created ponds). Should the map show these water resources in the spirit of an interest in providing useful information, or keep them off?

PROJECT ADVISORY COMMITTEE DISCUSSION SUMMARY

- Including landmarks improves map legibility, but there should be a limit to which waterways are shown on the map to avoid unnecessary clutter; if showing, need clear criteria for what is/is not shown
- Potential confusion if someone looks at map and thinks they're looking at a complete list of water resources; concern could be addressed with a note on the map stating that the waterways aren't exhaustive and/or directing viewer to other relevant resources
- Suggestion to try showing waterbodies as an experiment on draft map for review and discussion

TECHNICAL RESOURCE GROUP DISCUSSION SUMMARY

- In general, more context is better to help orient as long as map remains legible
- Distinction between interactive web map, where layers can be toggled on and off, and PDF, where legibility is important and can be more difficult
- There may also be situations where people need more information on how water resources (e.g., wetlands) impact developability of a property, although this can make maps become complex quickly and it's important to note that there are different implications for data maintenance.

Tradeoffs of Specificity v. Generalization

FLEXIBILITY OF PLAN DESIGNATION BOUNDARIES

Any examples of where it might help to leave the plan designation boundaries flexible? In other words, not precisely define where the plan designations fall in an area of Springfield by showing tax lot lines (e.g., outside city limits but within the pre-expansion UGB areas, publicly owned land, etc.)?

PROJECT ADVISORY COMMITTEE DISCUSSION SUMMARY

- General agreement that this flexibility (or ambiguity as emphasized) is not beneficial
- Only time this seems beneficial is when moving waterlines affect a property line

TECHNICAL RESOURCE GROUP DISCUSSION SUMMARY

- Some support for keeping designations vague/flexible in some cases (e.g., open space along waterways, EmX/transit corridors, public land/use, government, parks/open spaces/natural areas)
- Eugene has taken the approach to adopt a specific plan designation for properties inside the UGB but outside city limits that only applies upon annexation
- Counterpoints: Specificity important, especially if related to a Buildable Lands Inventory or land needs analysis justifications; specificity also fits better with Statewide Planning Goal 14: Urbanization

Data Coordination & Ongoing Boundary Changes

OTHER AGENCY INFORMATION

How do we address designations made based on other agencies' information? For example, the Natural Resource designation in the North Gateway UGB expansion area was based on the extent of the floodway established by FEMA. Do we shift the designation once we get new information, or do we leave it as-is based on the date adopted?

PROJECT ADVISORY COMMITTEE DISCUSSION SUMMARY

- The Project Advisory Committee was not asked to discuss this question (the Project Advisory Committee's lens was more policy/user-experience focused)

TECHNICAL RESOURCE GROUP DISCUSSION SUMMARY

- Discussed idea of including language in Springfield's Comprehensive Plan stating how line is to be determined and resource being used

MINOR SHIFTS OVER TIME

How should we handle minor shifts to property boundaries over time for maps like our Comprehensive Plan Map, which are “for information only” and are not official survey or plat maps that come from property line adjustments or land divisions? Specifically, what leniency should the GIS team have to make minor adjustments to the map's features as they change over time? Examples of minor shifts considered for this situation: if a river meanders or if there is a slight difference in how property lines show up on a computer screen due to electronic adjustments.

- Any advice on which legally authoritative documentation to use to let GIS make these changes without having to formally adopt amendments to the map every time? For example: By ordinance? Text in the Comprehensive Plan document? Text in the Development Code or Municipal Code? Or a combination of these sources?
- Related to shifting water boundaries: Could we follow a tax map as opposed to a deed if the County has a mechanism to recognize that change? How might we handle this with Assessment & Taxation? Or, could we follow the Department of Geology and Mineral Industry's updates to its channel migration study?

PROJECT ADVISORY COMMITTEE DISCUSSION SUMMARY

- The Project Advisory Committee was not asked to discuss this question (the Project Advisory Committee's lens was more policy/user-experience focused)

TECHNICAL RESOURCE GROUP DISCUSSION SUMMARY

- Put language in Springfield's Comprehensive Plan so that there's no process where you have to guess intent of map's lines; include processes relating to map/data maintenance
- Lines based on other agencies' determinations have different levels of precision and it's not always clear – include understanding of precision in language

Accessible Information

IMPROVEMENTS TO USER EXPERIENCE

What about your experience with finding information about a property's land use planning requirements would you like to improve, whether on the City's interactive map ([MapSpring](#)), PDF maps, or requests for information from staff?

PROJECT ADVISORY COMMITTEE DISCUSSION SUMMARY

- Discussion centered on user-friendliness and navigability of Springfield's website
- Agreement that MapSpring is an excellent tool that should be easy for people to find
- Ideally, click on a parcel and it opens a set of links to all relevant plans and resources

TECHNICAL RESOURCE GROUP DISCUSSION SUMMARY

- The Technical Resource Group was not asked to discuss this question (the Technical Resource Group's lens was more technical/agency focused)

LEGIBILITY

What are your recommendations (if any) for displaying map information clearly and understandably for a wide variety of audiences and needs?

PROJECT ADVISORY COMMITTEE DISCUSSION SUMMARY

- Using standard colors across jurisdictions and planning professions (e.g., American Planning Association land use color categories), including some landmarks, and using a uniform lexicon would help legibility
- Translate jargon and simplify language

TECHNICAL RESOURCE GROUP DISCUSSION SUMMARY

- Utilize tools to ensure ADA accessibility
- Where possible, minimize text and rely more on iconography, color, symbols
- Continue to make maps that can be viewed as a PDF and printed in addition to providing interactive maps

OUTREACH

What are your recommendations (if any) for spreading the word about the project when a draft map is available for public review and comment?

- **Note:** The goal is to have this occur well before the adoption/public hearing process.
- **Note:** The City has an approved Community Engagement Plan [available for reference](#).

PROJECT ADVISORY COMMITTEE DISCUSSION SUMMARY

- General agreement that the City should promote this tool and make it widely available. Ideas included:
 - Update to City Council
 - Promote on project website
 - Share through online newsletters
 - Share to interested parties, including local architects, planners, contractors, builders, realtors
 - Staff speaking tour to affiliated development professionals, focus/interest groups
 - Include info about it in other outreach/tabling events
 - Promote on social media (e.g., LinkedIn)

TECHNICAL RESOURCE GROUP DISCUSSION SUMMARY

- City of Eugene has had some success using virtual information sessions (record live Q&A and post on website with a survey or a way for people to interact with it on their own time); drop-in sessions and virtual office hours are also helpful
- Partner with planned events (e.g., school events, grocery stores, etc.)
- Important to identify underserved communities that may generally be out of the loop

DRAFT

04-10-23

Task 3: DRAFT Springfield Comp Plan Diagram

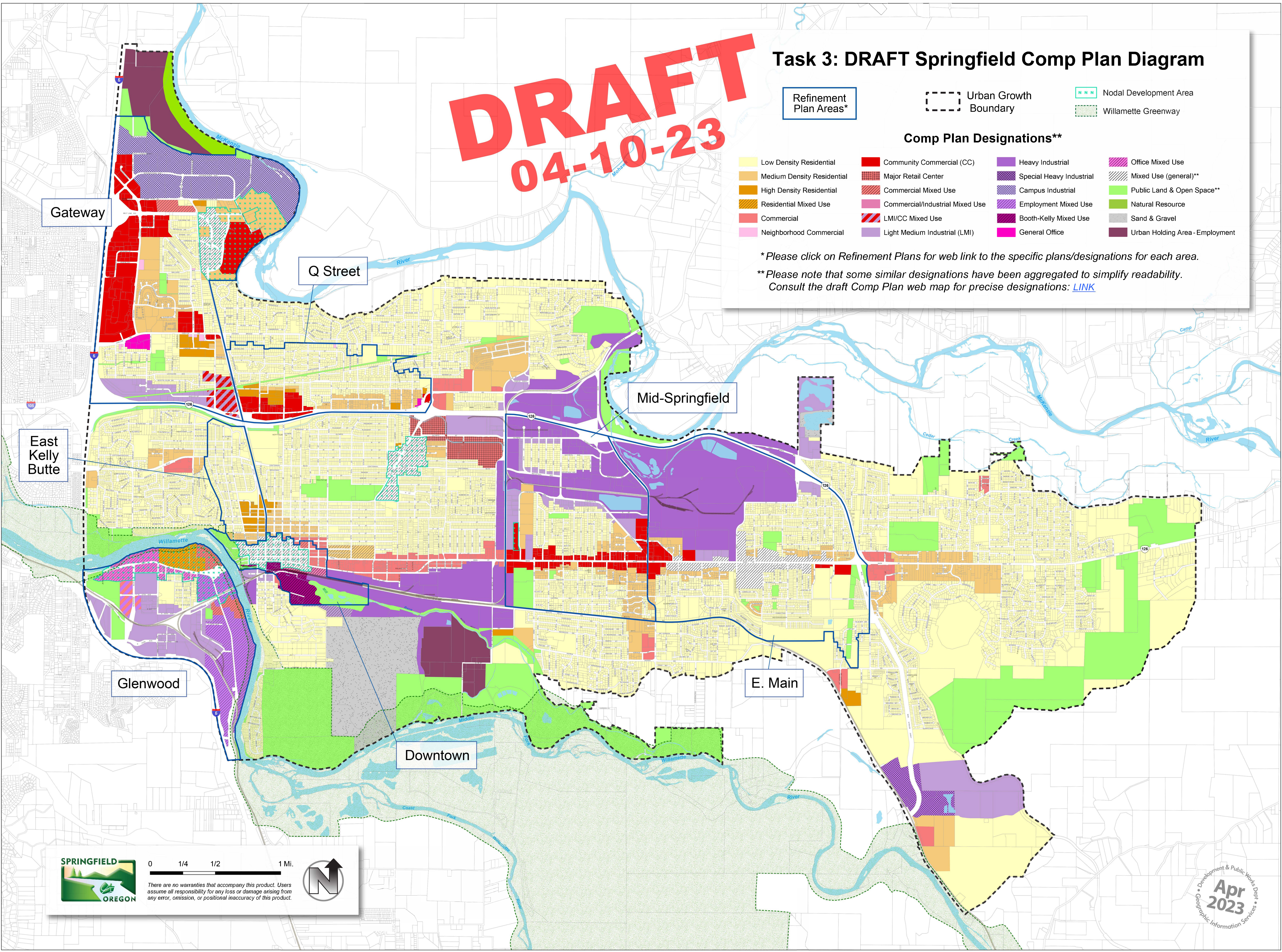
Refinement Plan Areas*	Urban Growth Boundary	N N N Nodal Development Area	Willamette Greenway
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Comp Plan Designations**

<ul style="list-style-type: none"> Low Density Residential Medium Density Residential High Density Residential Residential Mixed Use Commercial Neighborhood Commercial 	<ul style="list-style-type: none"> Community Commercial (CC) Major Retail Center Commercial Mixed Use Commercial/Industrial Mixed Use LMI/CC Mixed Use Light Medium Industrial (LMI) 	<ul style="list-style-type: none"> Heavy Industrial Special Heavy Industrial Campus Industrial Employment Mixed Use Booth-Kelly Mixed Use General Office 	<ul style="list-style-type: none"> Office Mixed Use Mixed Use (general)** Public Land & Open Space** Natural Resource Sand & Gravel Urban Holding Area - Employment
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* Please click on Refinement Plans for web link to the specific plans/designations for each area.

** Please note that some similar designations have been aggregated to simplify readability. Consult the draft Comp Plan web map for precise designations: [LINK](#)



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There are no warranties that accompany this product. Users assume all responsibility for any loss or damage arising from any error, omission, or positional inaccuracy of this product.

Development & Public Works Dept.
Apr 2023
Geographic Information Services

AGENDA ITEM SUMMARY

Meeting Date: 4/18/2023
Meeting Type: Work Session
Staff Contact/Dept.: Sophie McGinley/DPW
Council Goals: Mandate
Estimated Time: 30 Minutes

**SPRINGFIELD
COMMITTEE FOR CITIZEN INVOLVEMENT**

ITEM TITLE: Climate Friendly and Equitable Communities Rulemaking Parking Requirements Community Involvement Strategy Review

ACTION

REQUESTED: Staff request input on and approval on the Draft Citizen Involvement Strategy for required updates to the Development Code to comply with the state's requirements for on-site parking.

ISSUE**STATEMENT:**

In response to Executive Order 20-04, the Department of Land Conservation and Development (DLCD) adopted administrative rules that have wide ranging requirements for metropolitan areas in Oregon. The City of Springfield is mandated to comply with these requirements affecting land use and transportation.

This agenda item focuses on the community involvement aspect of implementing the Climate Friendly and Equitable Communities (CFEC) rules that require the city to remove all onsite parking requirements for development. The rules also require amendments to the standards for parking lots.

This work session with the Committee for Citizen Involvement (CCI) will present a Draft Community Involvement Strategy for review and approval by the CCI. Due to the CFEC Parking Rules being prescriptive, there is limited opportunities for the public to affect the amendments. Thus, the City plans for limited engagement on this project. Instead, the Community Involvement Strategy outlines opportunities for best informing the public throughout the project and through the code amendments adoption process.

ATTACHMENTS: Attachment 1: Draft Community Involvement Strategy

**DISCUSSION/
FINANCIAL
IMPACT:**

At this meeting, staff will provide an overview of the project, highlight the content of the Community Involvement Strategy, and will be available for questions.

Some questions for discussion include, but are not limited to:

1. Are the proposed involvement strategies sufficient?
 2. What additional Key Messages should be included?
 3. Are there additional opportunities to involve the community given limited the limited resources available?
-



Climate Friendly and Equitable Communities (CFEC) *Parking Rules Implementation*

Community Involvement Strategy

The Community Involvement Strategy will serve as a guide for project communication and outreach for the 2023 Climate Friendly and Equitable Communities Parking Rules Implementation project. It describes the activities that the City of Springfield will implement to provide opportunities to understand the proposed code amendments and provide meaningful input when there are choices in how to comply with the rules.

Introduction

In March 2020, Governor Kate Brown issued Executive Order 20-04 directing state agencies to take actions to reduce and regulate greenhouse gas emissions and mitigate the impacts of climate change while also centering the needs of Oregon's most vulnerable communities. In response, the Oregon Land Conservation and Development Commission directed the Department of Land Conservation and Development (DLCD) to draft updates to Oregon's transportation and land use planning rules. The Commission adopted the Climate Friendly and Equitable Communities (CFEC) permanent rules on July 21, 2022.

These rules set new standards for land use and transportation plans in Oregon's eight metropolitan areas - Albany, Bend, Corvallis, Eugene-Springfield, Grants Pass, Medford-Ashland, Portland Metro, and Salem-Keizer. The intent is to encourage walking, biking, taking the bus, and switching to electrical vehicles. The rules also state an intent to require that the city allow more dense developments in areas of "high quality transit service", bring different land uses (housing, employment, shopping, and parks) close together, and make them walkable.

This project is implementing a state mandate consisting of prescriptive rules with little room for flexibility. While there was some degree of flexibility regarding compliance with the parking provisions, the Springfield City Council directed staff to proceed with the option that makes providing on-site parking voluntary for new developments. The code amendments will generally maintain existing parking standards that will continue to apply to provided parking, making some amendments to those standards as required by the CFEC rules.

The Community Involvement Strategy describes activities that the City of Springfield will implement to ensure that interested and affected parties receive pertinent information and have adequate opportunities to respond to the CFEC Parking rules implementation code amendments and any required amendments to policies within Springfield Transportation System Plan. The Community Involvement Strategy highlights the expected outcomes and is



designed with the public, decision makers, technical advisors, and the project team in mind as the intended audience.

Community Involvement Goals

Throughout this project, we are committed to sharing information and gathering input.

The Community Involvement goals are to:

- Comply with requirements of the City's Citizen Involvement Program.
- Explain that this work is occurring based on the state's rules to reduce greenhouse gas emissions and is not policy driven by the City.
- Provide the Springfield community opportunities to be informed about the project and provide input on the proposed code amendments where the rules allow for flexibility.
- Communicate complete, accurate, understandable, and timely information to the community and partners throughout the CFEC Parking Implementation project.
- Demonstrate how input has influenced the process and is incorporated into the final code amendments.
- Explain the requirements for on-site parking that go into effect after the elected officials adopt the code amendments.

Key Messages

The use of key messages throughout project communications is helpful in maintaining consistent messaging about the project goal and project objectives. These messages are to be used both on written communications and as talking points.

Key messages within the Community Involvement Plan can be updated to include feedback and themes from the various phases of the project.

- The State of Oregon is not meeting its targets for reduction in greenhouse gas emissions. The CFEC rules focus on reducing greenhouse gas in the transportation area, specifically by reducing the use of single-occupant vehicles.
- The CFEC rules require that the City greatly reduce or eliminate any requirements for on-site parking in conjunction with new development.
- The City Council chose the approach of not requiring any on-site parking with new development rather than developing a complicated, staff intensive process to create new programs to manage parking that result in limited on-site parking requirements.
- Developers will continue to have the option of providing on-site parking.
- The City of Springfield is committed to a user-friendly Development Code.



Timeline

<i>Feb. – May 2023</i>	Assemble internal Springfield CFEC code amendments project team, obtain approval of the Community Involvement Strategy from the Committee for Citizen Involvement, and draft code amendments.
<i>June. – Aug. 2023</i>	Conduct community involvement and Planning Commission public hearing.
<i>Sept. – Nov. 2023</i>	City Council and Board of County Commissioners meeting to read a proposed adopting ordinance, hold a public hearing, and conduct deliberations.
<i>December 2023</i>	Notice of Adoption.
<i>January 2024</i>	Implementation of new parking requirements

Community Involvement Process

Decision-Making Groups

City of Springfield Planning Commission: The Springfield Planning Commission will provide recommendations to the City Council on the draft project materials. They also serve as the Committee for Citizen Involvement and will approve the project's citizen involvement. Throughout the process, the Planning Commission will conduct joint work sessions that are open to the public. In the final phase, a public hearing will provide an official opportunity for community input on the fully drafted ordinance before it is recommended to the City Council.

City of Springfield City Council: The Springfield City Council has oversight and decision-making responsibilities for the Project. The Springfield Project Core Team will provide briefings to the City Council and solicit feedback and guidance on an as needed basis. The City Council and Board of Commissioners jointly hold the ultimate local authority on the approval and adoption of the final code amendments.

Lane County Board of Commissioners: The Lane County Board of Commissioners will co-adopt the code amendments with the City Council. The City Council and Board of Supervisors jointly hold the ultimate local authority on the approval and adoption of the final code amendments.

Staff Advisory Group



The role of the Staff Advisory Group is to provide the Project Core Team with support necessary to develop code revisions by:

- Establishing a forum to identify, discuss, and resolve technical issues and concerns.
- Establishing a forum to maintain interdepartmental and interagency communication.
- Providing data and information, as requested.
- Reviewing and providing feedback on draft work products in a timely manner.

Community Members

Springfield community members will have multiple opportunities to provide input at key points throughout the project as outlined in the Community Involvement Tactics.

Community Involvement Tactics	Purpose	Timeline	Level of Community Involvement
Project page on Springfield Oregon Speaks	Provide project information in one location.	Ongoing	Inform
E-updates	Establish online sign-up mechanism and share periodic project updates.	Ongoing	Inform
Social Media updates	Build overall awareness and promote project activities and findings.	Ongoing	Inform
Factsheet/FAQs	Provide information about the project and answer common questions.	As needed, to be scoped with each phase	Inform
Key messages	Convey main points of project.	As needed	Inform
Media release	Announce timely information	As needed	Inform
Staff Advisory Group	Collect input and feedback options to consider for Ordinance updates.	Ongoing	Consult, gather input, receive feedback
Public Hearing	Provide notice (newspaper, on-line) and hold hearings	Adoption Phase	Receive feedback



Community Involvement Tactics	Purpose	Timeline	Level of Community Involvement
	to receive public comment on draft material.		

Community Involvement Strategies

The strategies listed below highlight the specific communication approaches that are anticipated to be used throughout the CFEC parking code amendments.

Involvement by Project Phase

Ongoing Involvement

- A **project** page on Springfield Oregon Speaks will debut and include project background information, input opportunities, and upcoming project dates.
- An **e-updates** list will be open for sign-up and information regarding phases and events.
- The **Staff Advisory Group** will provide project direction.
- **Social media** content will be posted and shared.
- **Comment forms** will receive community feedback on draft content.

Phase 1: Code Writing and Community Involvement

Phase 1 will include the drafting of draft amendments for the Development Code and Transportation System Plan. It will also begin informing and engaging Springfield community members.

Phase 1 Community Involvement

- A **Factsheet** will be shared with the community via the project webpage. Factsheets for this phase include: Overview of CFEC parking rules and Key Messages.
- **FAQs** will be posted to the project webpage addressing common project questions.

Phase 2: Final Compilation and Review

Phase 2 will compile all draft development code and Transportation System Plan amendments into a consolidated draft ordinance. It will also include the public input, review, and public hearings on the draft ordinance leading to final adoption.

- **FAQs** will be posted to the project webpage addressing common project questions.
- A **comment form** will receive community feedback on draft content.
- **Public Hearings** will be held to adopt the modernized development code.



- The project will conclude and information including a **media release** will announce the new parking requirements.

Phase 3: Implementation of New Requirements

Phase 3 will focus on applying the newly adopted policies and parking standards.

- A **handout** of the new parking requirements explaining what has changed and how to comply

DRAFT

AGENDA ITEM SUMMARY

Meeting Date: 4/18/2023
Meeting Type: Work Session
Staff Contact/Dept.: Haley Campbell, DPW
Staff Phone No: 541-726-3647
Estimated Time: 30 minutes
Council Goals: Mandate

**SPRINGFIELD
COMMITTEE FOR CITIZEN INVOLVEMENT**

ITEM TITLE: MUNICIPAL SEPARATE STORM SEWER SYSTEM (MS4) – POST CONSTRUCTION RUNOFF AMENDMENTS: COMMUNITY INVOLVEMENT STRATEGY

ACTION REQUESTED: Staff request input on and approval on the Draft Citizen Involvement Strategy for required updates to the Development Code for the Municipal Separate Storm Sewer System (MS4): Post Construction Runoff project.

ISSUE STATEMENT: The Oregon Department of Environmental Quality issued a permit to the City of Springfield to regulate pollution from stormwater released to surface water, including the McKenzie and Willamette Rivers. As part of the permit, the City is required to review and update post-construction stormwater management requirements to include a site performance standard, review and update requirements for large development and redevelopment sites, and review and update code and remove barriers to low impact development and green infrastructure (i.e. swales, rain gardens, previous pavements, etc.). Staff has prepared a Community Involvement Strategy for this process for the Committee for Citizen Involvement’s approval.

ATTACHMENTS: 1. Municipal Separate Storm Sewer System – Post-Construction Runoff Amendments: Draft Community Involvement Strategy

DISCUSSION: To promote and enhance meaningful opportunities to work with community members on the City’s planning projects, Springfield’s Committee for Citizen Involvement evaluates and approves Community Involvement Plans. These Plans propose actions to seek an effective exchange of information during the formation and adoption of amendments to land use regulations.

Staff proposes the following Community Involvement Strategy for the MS4 – Post-Construction Runoff Amendments:

- Notice posted on the City Website and Springfield Oregon Speaks
- Notice posted on Social Media
- Information presented to the target audience at workshops
- Feedback requested from the Staff Advisory Team
- Springfield Planning Commission Public Hearing
- Springfield City Council and Lane County Board of Commissioners Joint Public Hearing

At this meeting, staff will provide an overview of the project, highlight the content of the Community Involvement Strategy, and will be available for questions.

Some questions for discussion include, but are not limited to:

1. Are the proposed involvement strategies sufficient?
 2. What additional Key Messages should be included?
 3. Are there additional opportunities to involve the community given the limited resources available?
-



Municipal Separate Storm Sewer System:

Post-Construction Runoff Amendments

DRAFT Community Involvement Strategy

The Community Involvement Strategy will serve as a guide for project communication and outreach for the Post-Construction Runoff Amendments required by the City's Municipal Separate Storm Sewer System permit. It describes the activities that the City of Springfield will implement to provide opportunities to understand the proposed code amendments and provide meaningful input.

I. INTRODUCTION

Background

In accordance with the 1972 Federal Clean Water Act, the Oregon Department of Environmental Quality (DEQ) issued a permit to the City of Springfield called a Municipal Separate Storm Sewer System (MS4) permit. The permit regulates pollution from stormwater released to surface water, including the McKenzie and Willamette Rivers. The current MS4 permit characterizes Springfield's stormwater drainage system, establishes goals, policy and implementation actions; and measures, reports, and adaptively manages the City's water resources and stormwater runoff. The permit implements and enforces post-construction site runoff controls within the Springfield Urban Growth Boundary, including unannexed areas through an intergovernmental agreement with Lane County. The post-construction site runoff control program reduces discharge of pollutants and addresses stormwater runoff from new development and redevelopment. For general information on the City of Springfield's approach to protecting clean water and managing the stormwater system, see <https://springfieldstreams.org>.

Regulations for post-construction stormwater runoff are contained in the Springfield Development Code and the Engineering Design Standards and Procedures Manual (EDSPM).

II. PURPOSE OF THE MS4 POST- CONSTRUCTION RUNOFF AMENDMENT PROJECT

The purpose of the MS4 Post-Construction Runoff Amendment Project is to update the Springfield Development Code to comply with Oregon DEQ's requirements of the City, including requirements to regulate post-construction site runoff and minimize barriers to low impact development and green infrastructure under the City's MS4 Permit. These amendments would allow and encourage the use of stormwater treatment facilities including swales, rain gardens, and pervious pavements and strengthen requirements that address stormwater quality issues and improve the quality of water in the City's drinking water protection areas.

The project objectives are to:

- 1) Review and update enforceable post-construction stormwater management requirements in ordinance or other regulatory mechanism that includes a site performance standard.
- 2) Review and update post-construction requirements for development and redevelopment, especially for project sites that create or replace 5,000 square feet or more of impervious area.
- 3) Review development code and remove barriers to low impact development and green infrastructure.

III. THE STRATEGY

Per Section II.A.1.b.(2) of the City of Springfield's Citizen Involvement Program, the Springfield Committee for Citizen Involvement (CCI) is charged with:

"The preparation and adoption of legislation or other programs necessary to implement adopted plans. In this context the citizen involvement program must provide the opportunity to participate in the preparation and adoption of such legislation or programs."

Outreach Goals

1. Comply with the requirements of the City's Citizen Involvement Program.
2. Increase awareness of the regulatory requirements affecting post-construction development.
3. Explain that this work is occurring based on state and federal regulations and is not policy driven by the City.
4. Increase awareness and garner support for the proposed green infrastructure improvements that impact the MS4 Permit, and ultimately the McKenzie/Willamette Rivers and the City's Drinking Water Protection program.
5. Seek feedback on the proposed development code and EDSPM changes from the development community/citizens and share with the Staff Advisory Team and DEQ.

6. Demonstrate how input has influenced the process and is incorporated into the final code amendments.
7. Explain the requirements for stormwater management that go into effect after the elected officials adopt the code amendments.

Target Audience

Given the technical nature of the amendments, coordination and notice will be focused on the following:

1. Development professionals, especially those who design and create structures for managing stormwater (developers, builders, landscape architects, engineers, and realtors, including the Springfield Board of Realtors and Lane County Homebuilders Association).
2. Homeowners who take pride in their properties and take an interest in the installation of green infrastructure.
3. Environmental organizations and individuals who care about the environment.

There will also be opportunities for general public comment.

Key Messages

For The Community at Large

- The Springfield community cares about clean water. Anywhere that rain lands in Springfield, there are standards in place to keep water clean and control water pollution. These standards come from the 1972 Federal Clean Water Act. Rain carries pollutants to our local rivers and underground to our drinking water supplies. Your choices, including the installation of green infrastructure at home and work, help prevent water pollution and make our community a more livable place.
- Through the Development Code and Engineering Design Standards and Procedures Manual, the City will encourage site planning that enhances the attractiveness and natural functions of the city's water features.
- The City's permit with DEQ is to reduce pollution (including habitat and aesthetic concerns) from stormwater runoff to waters of the state and protect the City's clean drinking water by monitoring and implementing practices and programs that improve surface and groundwater quality.

For the Professional Audience and Environmental Organizations

- Through the MS4 permit, the Oregon DEQ requires the City of Springfield to set and enforce standards for development.

- The City can reduce the negative environmental impact of development on our public waterways and drinking water system by removing or reducing barriers to low-impact development (i.e. porous pavement, green roof, filtration/infiltration planters, swales, and rain gardens).
- Updated code standards for onsite stormwater controls will need to either retain at least the first inch (possibly more) of rainfall on site or propose a combination of on-site retention and water quality treatment to meet City standards.
- Require that privately-owned and maintained stormwater undergo ongoing operations and maintenance requirements after construction and occupancy.

Tactics for Adoption Process

The Community Involvement Strategy for the MS4 Post-Construction Amendment Project will follow the requirements of a legislative decision to amend the Springfield Development Code. Those requirements consist of posting notice in the newspaper and on the city’s website. A project page on Springfield Oregon Speaks, a website that serves as a platform for residents to provide input on applications/projects, will ensure that interested parties receive pertinent information and encourage public participation. Therefore, draft versions of the development code will be posted on Springfield Oregon Speaks and will contain project updates, schedules, and Frequently Asked Questions (FAQs), as needed.

For this Citizen Involvement Strategy, a Staff Advisory Team will support the Project Core Team by identifying, discussing, and resolving technical issues and concerns and with review and feedback on draft work products. Outreach will occur on Springfield Oregon Speaks, over social media, at workshops with the public, and at the public hearings. Two public hearings will be held, one with the City’s Planning Commission and the other a joint meeting of the City of Springfield City Council and Lane County Board of Commissioners. For a complete timeline see *Timeline* below.

Community Involvement Tactics	Purpose	Timeline	Level of Community Involvement
Project page on Springfield Oregon Speaks	Provide project information in one location.	Ongoing	Inform
Social Media updates	Build overall awareness and promote project activities and findings.	Ongoing	Inform

Factsheet/FAQs	Provide information about the project and answer common questions.	As needed	Inform
Key Messages and Workshops	Convey main points of project.	As needed	Inform
Staff Advisory Team	Collect input and feedback options to consider for Ordinance updates.	Ongoing	Consult, gather input, receive feedback
Public Hearing	Provide notice (newspaper, on-line) and hold hearings to receive public comment on draft material.	Adoption Phase	Receive feedback

Timeline

The proposed MS4 post-construction runoff amendment must be finalized and co-adopted by the Springfield City Council and Lane County Board of Commissioners by February 2024.

The target schedule is:

January – February 2023: Project Management and Oversight

January – May 2023: Draft Final Code Language and EDSPM Edits

April 2023: Take the Citizen Involvement Strategy to the Committee for Approval

May – June 2023: Work Sessions with the Planning Commission

June – July 2023: Planning Commission Public Hearing and Recommendation

September 2023: Work Session with City Council

October 2023: Joint Work Session/Public Hearing with City Council and Lane County Board of County Commissioners

November 2023: City Council Approval

January – February 2024: Lane County Co-Adoption

February 2024 and Beyond: Implementation of new stormwater requirements