

Comprehensive Plan Map Clarification Project

Community Engagement Plan

Approved by the Springfield Committee for Citizen Involvement: March 1, 2022

I. Purpose of this Community Engagement Plan

This Community Engagement Plan will serve as a guide for outreach and community engagement activities for Springfield’s Comprehensive Plan Map Clarification Project. It describes activities that the City of Springfield will implement to ensure that interested and affected parties, together with the project team, have opportunities to receive and provide meaningful input to one another. The Community Engagement Plan is designed with the general public, potential and future advisory committee members, decision makers, and the project team in mind as the intended audience.

II. Introduction

What is a Comprehensive Plan Map?

Comprehensive Plan Maps establish “plan designations” for the use of lands in a city or county. When it comes to land use requirements, most people are more familiar with the concept of “zoning.” Zoning and plan designations are closely related, but they are separate tools. Plan designations on a Comprehensive Plan map are used as a policy and planning tool and tend to be more high-level. They reflect the community’s vision and generally identify the type, location, and intensity of future development. Zoning, in contrast, is used as an “implementation” tool for realizing the overall vision in the Comprehensive Plan Map. Zoning is typically more detailed. For example, it identifies allowable uses within a specific zone and can specify standards for design and development of properties and buildings. It is subservient to, and should be consistent with, the Comprehensive Plan Map which takes legal precedence for land use decisions and is the visual component of the guiding land use document for each local jurisdiction.

Plan Designation

- Established by the Comprehensive Plan Map
- Policy & planning tool
- Reflects community's long-term vision for future land use
- Identifies type, location, intensity of future development
- Takes legal precedence for land use decisions
- Designates higher-level land use types (e.g., "Commercial")

Zoning

- Established by the Zoning Map & Development Code
- Policy implementation tool
- Helps realize Comprehensive Plan vision
- Identifies allowable uses and prescribes design/development standards
- Subservient to and generally consistent with Comprehensive Plan Map
- Classifies uses in a detailed way: (e.g., "Neighborhood Commercial," "Community Commercial," "Major Retail," "General Office" Zoning Districts)

Background

For many 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, official long-range comprehensive plan (public policy and vision document) of metropolitan Lane County including the cities of Eugene and Springfield. In recent years, Eugene and Springfield responded to unique needs within their jurisdictions by establishing separate urban growth boundaries and land supplies for their individual populations according to State statute. As a result, comprehensive planning is evolving toward city-specific plans.

Because of the resource-intensive nature of moving from one comprehensive plan structure to another, Springfield is developing the Springfield Comprehensive Plan in phases. A key initial step is to clarify the boundaries of plan designations depicted on the original Metro Plan Diagram, which was adopted in 2004 as an 11" x 17" paper map. The Diagram is a high-level map that conceptually shows general land uses in an area at a metropolitan scale but is generally not property-specific. Currently, where no property-specific designation has been adopted, the boundaries of plan designations are determined on a case-by-case basis. Because Comprehensive Plan Maps are foundational to land use policy and planning, this initial clarifying step to accurately represent plan designations on a map at a property-specific level is important to establish a strong foundation for moving forward on future-oriented comprehensive planning projects at the local level. Section IV (page 12) outlines the overall project tasks that provide the framework for this Community Engagement Plan.

Project Purpose

The Comprehensive Plan Map Clarification Project will create a property-specific Comprehensive Plan Map for Springfield. This map will add greater certainty to Springfield's plan designations. Currently, the Metro Plan and its Diagram (i.e., map) serve as a combined Eugene-Springfield comprehensive plan to guide decisions about how to use land within the region. The Metro Plan Diagram does not meet today's needs for showing which plan designations (general land use types) apply to each property within

the region. The Metro Plan Diagram is only a “broad brush,” graphic depiction of projected land uses and major transportation corridors. Clarifying the location of the plan designations by interpreting the Metro Plan Diagram for each property within Springfield’s urban growth boundary will provide a solid understanding of known conditions in a visual way and will streamline the land use research process with better property lookup tools.

Project Outcomes

With the purpose of the project in mind, the project will result in the following outcomes:

1. Springfield will have its own, adopted Comprehensive Plan Map that shows plan designations within Springfield’s urban growth boundary.
2. The public will have access to web-based tools that include adopted plan designations. These tools for land use research include MapSpring (Springfield’s interactive mapping tool), Lane County Zone and Plan Map Viewer (a Lane County interactive mapping tool), and the Regional Land Information Database (Lane County’s suite of web-based analysis applications). These tools will be easy to find and easy to use.
3. Plan designations will be determined at a property-specific level for better certainty about land uses.
4. The City will know what steps to take to eliminate barriers to development for properties where such barriers are caused by conflicts between how a property is zoned and how it is designated by the Comprehensive Plan.
5. The property-specific Comprehensive Plan Map will serve as the basis for a future buildable lands inventory project.
6. This project will position the City to adopt a Housing Needs Analysis by December 2025 and take measures to improve the accessibility and affordability of housing to meet the community’s needs in compliance with Statewide Planning Goal 10.
7. The City will identify opportunities for other future planning projects by understanding issues and policy questions that emerge from this project’s research.

III. Community Engagement

Community Engagement Goals

The project team is committed to sharing information and gathering input throughout the project. Goals for working with project partners and the broader public (Springfield community and any interested parties) are to:

- **Build awareness:** Share project information through multiple communication channels to reach a large number of community members.
- **Create space for dialogue:** Ensure that project partners and broader public have opportunities to provide input on the project.

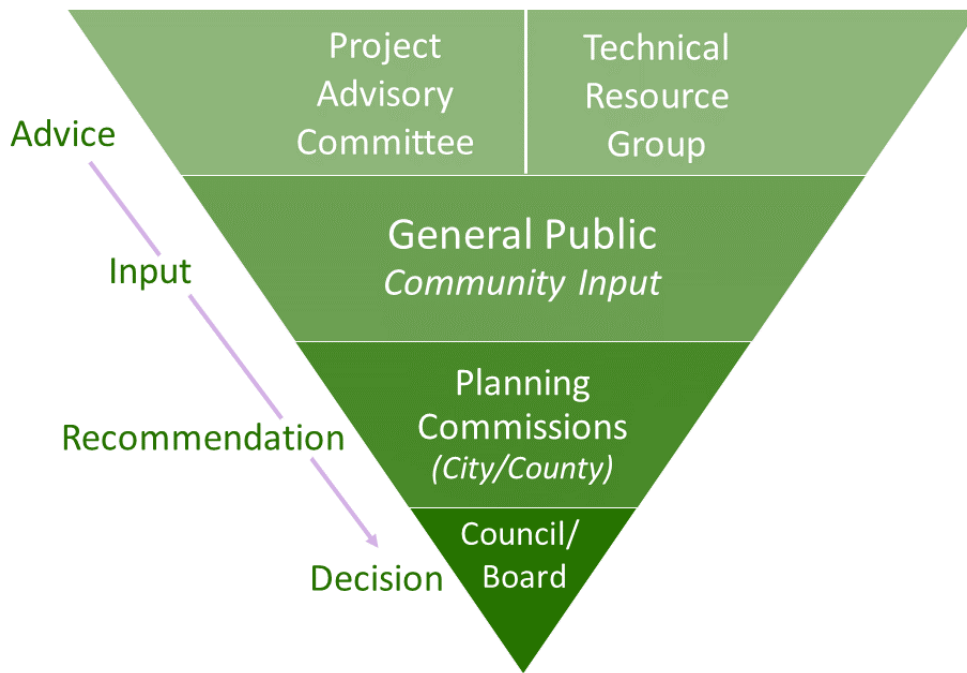
- **Foster understanding:** Ensure that project partners and the broader public understand the key issues and implications related to Springfield’s property-specific Comprehensive Plan Map.
- **Simplify without overgeneralizing:** Communicate complete, accurate, and understandable information to project partners and broader public throughout the project, including explaining potential impacts of creating a property-specific Comprehensive Plan Map.
- **Accountability:** Explain how input will influence the process and demonstrate how the project incorporates this input into the final Comprehensive Plan Map.
- **Respect:** Foster and sustain a collaborative and mutually respectful process while completing the Comprehensive Plan Map Clarification Project.
- **Timely communication:** Provide project partners and the public an accessible, responsive project team.
- **Agency collaboration:** Communicate actively with Springfield agency partners and other regional public partners to allow them to consider if and how the clarity gained from this project will help them fulfill their shared missions to serve the public.
- **Appropriate scaling:** Develop engagement strategies and conduct outreach activities commensurate with the level appropriate for this type of work.
- **Reliability and adaptability:** Use the Community Engagement Plan as the guiding document and resource for the project team when questions arise and/or the need to revisit strategies becomes apparent.

Engagement Process

Advisory Bodies & Decision-Making Structure

The following graphics represent the project’s decision-making process and simplified information flow. The design of the decision-making process will ensure that the project’s working groups (advisory committee and technical team) can shape the project early on and will ensure that the project reflects community input before public hearings occur. This input may include input about a specific property or be in response to the broader map and policy questions explored during project Task 3.

Figure 1: Decision-Making Process



Springfield’s Committee for Citizen Involvement will provide key initial guidance to the Project Core Team that ensures adequate opportunities for community members’ involvement in all phases of the project. Also supporting the effort are other project partners: a Technical Resource Group and a Project Advisory Committee (described later in this section). Input from the broader community on a draft of the property-specific Comprehensive Plan Map will inform the next draft proposed for adoption. The project’s key messages note that staff will be available to work with community members throughout the project. As part of the public hearing process, the Springfield Planning Commission will make recommendations to the Springfield City Council regarding adoption of the Comprehensive Plan Map and associated plan amendment package. Lane County’s Board of Commissioners will receive recommendations from the Lane County Planning Commission also regarding these legislative plan amendments.

Figure 2: Information & Development Flow (Simplified)



Setting the Stage for Community Engagement

Springfield Committee for Citizen Involvement: The Springfield Committee for Citizen Involvement’s review and approval of the Community Engagement Plan will provide foundational guidance to the Project Core Team on how to make sure the Project Team can work effectively with and meaningfully involve Springfield’s community members throughout the project.

Advisory Groups

Project Advisory Committee: The role of the Project Advisory Committee is to provide the Project Core Team with support necessary to develop a property-specific Comprehensive Plan Map by:

- Establishing a forum to identify, discuss, and resolve issues and concerns.
- Reviewing and providing feedback on draft work products in a timely manner.

Membership: The Project Advisory Committee will represent various topic interests and perspectives from within the community. The intent is for some members on the Project Advisory Committee to share a common experience: members will be users of

the current Metro Plan Diagram and will use the future property-specific Comprehensive Plan Map. The Project Core Team will actively reach out to potential participants to invite them to apply for the Project Advisory Committee. The Springfield Committee for Citizen Involvement will appoint Project Advisory Committee members. The goal for the size of the Project Advisory Committee is to have at least five members. Ideal composition would include representation from at least:

- Community members at-large (representative members of the community throughout Springfield to include landowners and/or renters)
- Land use experts/interests
- Additional economic experts/interests (e.g., businesses, Chamber of Commerce, other organizations, etc.)
- Housing development and supply experts/interests (e.g., Homebuilders Association, Board of Realtors, Renters Association, affordable housing providers, low-income housing advocates, and related non-governmental organizations as identified, etc.)

As noted, recruitment of this Committee will invite participation from voices that speak for diverse views and backgrounds and for those who are not typically involved with land use planning on a day-to-day basis. Announcing the recruitment and extending invitations to apply to members of the Black, Indigenous, and People of Color; environmental groups; and groups listed above such as landowners and renters from the general public and Renters Association are examples.

Project Advisory Committee meetings will be open to the public for observation. The interested parties list will receive e-updates of upcoming Project Advisory Committee meetings. Notice of all Project Advisory Committee meetings will be submitted to media outlets and will be announced on the project webpage.

Technical Resource Group: The Technical Resource Group will provide the Project Core Team with technical support necessary to navigate methodology-related details to help the team reach the primary milestone of the project work: creating the property-specific Comprehensive Plan Map. Support will include advising on the mapping approach, framing of possible issues, and identifying the necessary text and map amendments to the Metro Plan and the Springfield Comprehensive Plan (Task 4).

- 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.

Membership: Upon formation, the Technical Resource Group will consist of partner agencies with various relevant technical perspectives and insights. The Project Core Team will actively reach out to potential participants to invite them to the Technical Resource Group. The list of proposed Technical Resource Group member representatives is below.

- City of Springfield staff (3-4 total)
- City of Eugene staff

- Lane County staff
- Lane Council of Governments (RLID/mapping perspective and planning perspective)
- Department of Land Conservation and Development (DLCD) staff
- Other partner agency staff as available (e.g., Springfield Utility Board, Springfield Public Schools, and the Willamalane Park and Recreation District)

Decision-Making Process

Planning Commissions: The Springfield Planning Commission and the Lane County Planning Commissions will review draft materials and provide recommendations on project materials to the City Council and Lane County’s Board of Commissioners, respectively. The project team will provide one or more briefings throughout the process and will solicit feedback and guidance at one or more work sessions before the public hearing.

City Council and County Board of Commissioners: The Springfield City Council and Lane County’s Board of Commissioners have the ultimate decision-making responsibility for the project. The Board of County Commissioners must co-adopt the Map for it to become effective in areas outside the city limits that are within the Springfield urban growth boundary. The project team will provide one or more briefings to the City Council and will solicit feedback and guidance at one or more work sessions prior to the public hearing.

General Public Input

The goal is to engage the public throughout the project as highlighted in the engagement strategies (page 11). A concerted outreach effort will seek input from: (1) property owners about whether the plan designation for their properties appears correct; and (2) property owners and the broader community on some policy questions and associated options for displaying information on the Comprehensive Plan Map. Figure 2 (page 6) identifies a key point/event(s) where all members of the public, with a focus on properties that require clarification, can share their knowledge and provide input for consideration on the draft map. Staff will be available for questions and other assistance throughout the project as depicted on Figure 2.

Community members can also provide testimony at public hearings. The Springfield and Lane County Planning Commissions will conduct a public hearing process and make a recommendation to the City Council and Board of County Commissioners. The City Council and Board of County Commissioners will also conduct a public hearing and take into consideration the Planning Commission recommendation as well as additional public input to make a final decision.

Project Core Team

The Project Core Team is made up of City of Springfield and Lane Council of Governments (LCOG) staff. LCOG will provide technical and other types of planning support on the project. The Project Core Team will carry out key research, analysis, and technical steps.

The Project Core Team will also coordinate the work, integration, and information sharing of all committees, groups, and the general public.

Key Messages

Using key messages throughout project communications is helpful to maintain consistent messaging about the project's goals and outcomes. These messages can appear on written communications and serve as talking points and can adapt to include feedback and themes from various phases of the project:

- The City of Springfield is committed to sharing useful information, which will involve:
 - Getting the facts right and clarifying "what is."
 - Documenting Comprehensive Plan designations for all properties throughout the city and its urbanizable area (within the urban growth boundary).
 - Establishing an accurate foundation to enable decisions about property that are sound and are based on quality research.
 - Delivering and maintaining better and more accessible tools for the public to make property research easier.
- This project will not change already-adopted plan designations. This project is not a visioning project that explores what "will be." It is about interpreting the generalized locations of currently adopted plan designations on the Metro Plan Diagram to provide specificity by showing how those designations apply to each property in Springfield.
- Understanding what Springfield wants more of (and where) and making a plan for how land use can help accomplish those goals is an important part of our work, but it is outside the scope of this project.
- With a "no surprises" approach to creating the Comprehensive Plan Map through fact finding, the project team will confirm plan designations that require research and interpretation with property owners to ensure the plan designations take into account property owners' knowledge.
- Before finalizing the Comprehensive Plan Map, every member of the public will be able to identify the plan designation for individual properties on the draft Map.
- There will be multiple opportunities for Springfield community members and project partners to review draft materials, ask questions, and provide input on the project.
- City staff welcome questions about the project. We are here to help you.

Community Engagement Strategies

The activities listed below highlight the project's specific communication strategies outside of the legal notices that are required as part of the public hearing process. These additional strategies will:

- Seek property owners' understanding of their properties' plan designations and will explain how plan designations affect future development potential.
- Share information with and obtain input from organizations and the broader community on some policy questions and associated options for displaying information on the property-specific Comprehensive Plan Map.

The project team will also strive to provide materials in Spanish where opportunities exist to meet needs for translation and interpretation and will seek to meet the needs of as many ages and abilities as possible when sharing information about and seeking input. For example, the team will account for various needs in its design of mailers and the format of engagement platforms (e.g., electronic or in-person with ADA accessibility in mind). Where appropriate, the project team will also consult community resources and/or the City's Committee for Diversity and Inclusion on these matters.

Community Engagement Strategies

Strategy	Purpose	Timeline	Level of Engagement
Project webpage: To include interactive property lookup tool of the public review draft of the map, FAQs, key dates, and more	Provides project information in one location	Early 2022	Inform, gather feedback with any tools on the webpage
E-update(s)	Establish online sign-up tool, share periodic updates (topics, ways to stay involved, key dates)	Ongoing/as needed	Inform
Social media (e.g., Facebook, Twitter, etc.)	Build overall awareness and promote project activities and findings	Ongoing/as needed	Inform
Factsheet/FAQs (FAQs on project webpage; factsheet to circulate several ways)	Share key messages, project information, answer common questions	Early 2022, develop additional and update as needed	Inform
Flyer	Provide information to recruit Project Advisory Committee members	Early 2022	Inform
Project Advisory Committee	Provide input on policy questions re: map display	Establish 2022, meet as needed	Consult, gather feedback
News release	Announce timely information	As needed	Inform
Communications and work sessions with appointed/elected officials	Share progress, confirm options, respond to recommendations and direction	Mid-2022 at end of Task 3 (draft map), 2023 for Task 5 (adoption)	Inform, gather feedback, seek direction, decide
Direct outreach (e.g., mailings, e-mail, etc.) to specific property owners and organizations	Provide and request information, invite participation, gather feedback	Mid 2022 to support completion of the map (Tasks 3, 4 as needed)	Inform, gather feedback
One-on-One communications (can be telephone calls or in-person meetings)	Provide information, gather clarifying information from property owners, answer questions, invite feedback	Mid 2022 to support completion of the map (Tasks 3, 4)	Inform and gather information
Open Houses and/or Drop-In Sessions: In person if possible, project webpage as a launch for online engagement	Provide project information, gather feedback, answer questions (including property-specific inquiries)	Mid-2022 (Task 4) after completion of draft map (Task 3)	Consult, gather feedback
Analytics	Evaluate effectiveness of engagement formats	Ongoing	Analysis
Debrief meetings	After key project milestones	As needed	Analysis

IV. Project Tasks

Task Summary

The project has five overall tasks. Tasks 1 and 2 establish project protocols and strategies for community engagement (including the development of this Plan). Tasks 3, 4, and 5 are the points in the project when input from the public on the Comprehensive Plan Map can occur. Below is an outline of the five discrete project tasks with a focus on key community engagement opportunities relevant to Tasks 2 through 5.

Task 1: Kick-Off

- Discuss the scope of work in the Grant Agreement and team communication protocols with members of the Project Core Team and hold a larger kickoff meeting.
- Define resources for project work (file systems, research tools, documents, coordinate with City of Eugene on similar project efforts, etc.).
- Execute an Intergovernmental Agreement between the City and LCOG to bring LCOG into the project team.

Task 2: Establish Basis for Community Engagement

- Create the Community Engagement Plan. Present to the Springfield Committee for Citizen Involvement for review, modifications, and approval.
- Implement the Community Engagement Plan.
- Prepare Draft and Final Project Advisory Committee Bylaws. Share Committee for Citizen Involvement-approved bylaws as part of Project Advisory Committee recruitment materials.
- Recruit for Project Advisory Committee (e.g., news release, social media, informational one-pager/flyer).
- Develop project identity and project branding including webpage with basic and easily accessible project information (including frequently asked questions and factsheets).

Task 3: Map Analysis & Draft Materials

- Hold Project Advisory Committee meetings (2-4 meetings) and Technical Resource Group meetings (2-4 meetings). Prepare meeting materials to discuss technical aspects of project, share progress, and ultimately review potential plan designations and potential policy clarifications. Examples of policy questions these two bodies will guide the Project Core Team on include:
 1. Should the Comprehensive Plan Map show plan designations for public rights-of-way (e.g., streets)?
 2. What is the best way to display information about neighborhood refinement plans on the Comprehensive Plan Map, if at all?
- Share progress and confirm options with appointed and elected officials (at a minimum, the Springfield Planning Commission and City Council; County involvement at this early stage is to be determined).

- Update the project webpage for project status and next steps.
- Share information about the project to local organizations (e.g., Springfield Chamber of Commerce, Springfield Board of Realtors, The ARC of Lane County, etc.).
- As needed, conduct direct outreach to specific property owners (e.g., mail, e-mail, and/or phone) who have a property that appears to have multiple plan designations within its boundary and/or who have a property that require other types of map interpretation. The focus of the outreach to property owners will be to share project information, seek owners' knowledge of their properties' current plan designations, and to confirm plan designations.

Task 4: Map Iteration & Adoption Preparation

- (Continue from Task 3 as needed): Conduct direct outreach to specific property owners (e.g., mail, e-mail, and/or phone) who have a property that appears to have multiple plan designations within its boundary and/or who have a property that require other types of map interpretation. The focus of the outreach to property owners will be to share project information, seek owners' knowledge of their properties' current plan designations, and to confirm plan designations.
- Create a public review draft of the property-specific Comprehensive Plan Map. Conduct direct outreach to local organizations as identified in Task 3 (and more if applicable) to spread the word. Share draft on the project webpage.
- Ensure project staff are available for one-on-one communications to answer questions from the community during office hours (format(s) depending on COVID precautions in place at the time).
- Engage the broader public through open houses and/or drop-in sessions. In-person format(s) depend on COVID precautions in place at the time. The project webpage can also serve as a launch point for any online engagement.
- Share results of engagement with the Project Advisory Committee (final meeting).
- Refine the draft Comprehensive Plan Map and text amendments.
- Based on public input and coordination with regional partners, identify and document any unresolved policy questions to address in a future project.
- Coordinate with City of Eugene and Lane County on approach to adopting Springfield's Comprehensive Plan Map.

Task 5: Adoption Process

- Provide legal notice for public hearings.
- Use other formats (outside of legal notice) to communicate updates to interested parties (e.g., project webpage, e-updates, social media, news release).
- Write and share (via project webpage) staff report and findings to support the property-specific Comprehensive Plan Map and corresponding text amendments.
- Hold joint work session/public hearing with Springfield and Lane County Planning Commissions.
- Hold joint work session/public hearing with Springfield City Council and Lane County Board of Commissioners.

- Adopt ordinance amending the Metro Plan and Springfield Comprehensive Plan.
- Send out notices of adoption.
- Update project webpage and inform staff, the public, and other agencies of the adopted Comprehensive Plan Map.

Estimated Timeline

The City and DLCD finalized a Grant Agreement for the project in November 2021. Figure 3 (page 15) is a high-level project timeline that shows the project's intended phasing from November 2021 through 2023. It represents the process and timeline for review and feedback and ultimate adoption of a property-specific Comprehensive Plan Map.

Figure 3: Estimated Project Timeline

