Comprehensive Plan Map Clarification Project

Project Advisory Committee
Meeting 3 via Zoom
September 29, 2022 | 4:00 PM – 6:00 PM

AGENDA RECAP

1. Welcome
2. Approve Meeting 2 Notes
3. Look Ahead
4. Questions

ATTENDANCE

PROJECT ADVISORY COMMITTEE

☒ Alexis Biddle   ☒ Phil Farrington

☐ Morgan Driggs   ☒ Rick Satre

☐ Earl McElhany   ☒ Sean Maxwell

☐ Katie Keidel   ☐ Zach Galloway

STAFF

Monica Sather, City of Springfield
Mike Travess, City of Springfield
Mike Engelmann, City of Springfield
Kristina Kraz, City of Springfield
Jacob Callister, Lane Council of Governments
Rachel Dorfman, Lane Council of Governments
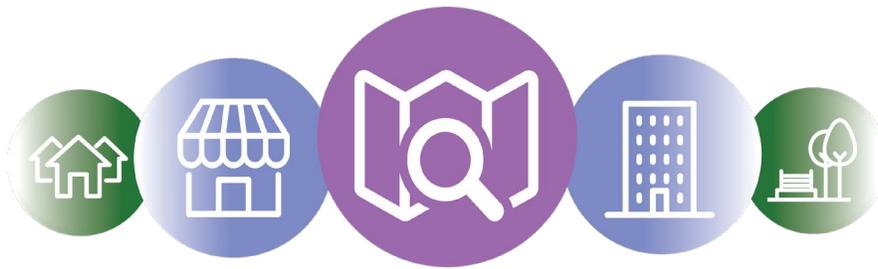
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MEETING SUMMARY

WELCOME

Monica and Jacob welcomed Project Advisory Committee members.

APPROVE MEETING 2 NOTES

The notes from the second Project Advisory Committee meeting on September 14, 2022 were approved.

LOOK AHEAD

Monica provided an overview of what to expect over the next few months from this process. She noted that this is the last meeting scheduled for a while, but that the Committee would be reconvened next to review a draft map before it is shared with the public. The Project Team will work to accomplish some major tasks between now and then and may reach out to the Project Advisory Committee in the interim to ask additional questions (and/or schedule a meeting) if needed.

The Project Team will bring the major policy questions discussed by the Project Advisory Committee to the appointed and elected officials on Planning Commission and City Council on November 1 and November 28, respectively. Project Advisory Committee members are invited to attend or watch the recordings.

QUESTIONS

Note: One Project Advisory Committee member who was unable to attend the meeting in person provided written answers to the questions in advance of the meeting. Jacob initiated the discussion for each question by reading this Project Advisory Committee member's answer to the group in attendance.

QUESTION #5: STREAMS & RIVERS

5. 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
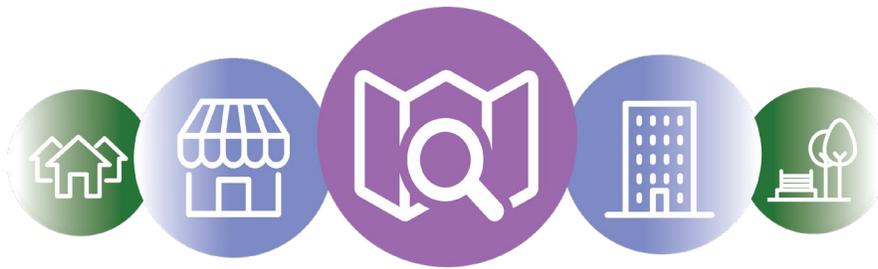
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applying to the edge of a property up to the ordinary high watermark for navigable waterways (Willamette and McKenzie Rivers) and to the centerline of a stream for non-navigable waterways (e.g., the Mill Race, creeks). Are there reasons we should consider an alternative approach?

Question 5 Discussion

Note: This is a continuation of discussion from Meeting 2.

- **Written Comment from Committee Member:** The City Attorney's position makes sense to me. The plan designations (and implementing zoning districts) are policy and regulatory controls on fee-simple property. If we acknowledge that navigable rivers are a public good, then typical land use designations should stop at the high water mark. This is similar to our decision on public street rights-of-way. There is a potential exception to this methodology if the city chooses to apply a natural resources-type designation to these major waterways.
  - o I concur also with the guidance regarding non-navigable waterways, while also raising the potential for the applicable exception above should the City choose to designate the resource.
- **Committee Member:** Makes sense for navigable waterways. For Springfield we're talking about Willamette & McKenzie Rivers only. There are federal/state/local regulations already putting book ends on what a private property owner can do as you get closer to resource. You've got the greenway limitation, the high water limitation, etc. All that said, I concur with what the city attorney has said and what the other Committee member is saying. It makes sense that designation stops at high water mark. Assuming high water mark is the point at which state and federal regulations override anything from the local jurisdiction.
- **Committee Member:** My understanding is that at the high water line it actually becomes state property *(confirmed by Staff).* Not even a regulatory conflict problem, that is state property and there is no reason to regulate it together.

QUESTION #6:

6. 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?
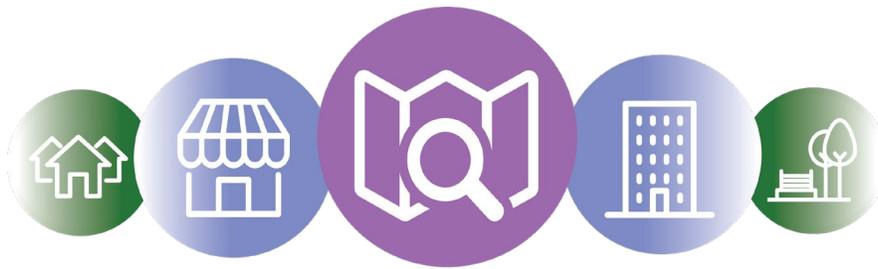
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Question 6 Discussion

- **Written Comment from Committee Member:** Yes, I find including landmarks improves map legibility. There should be a limit to which waterways are shown on the map, otherwise the map can become busy and illegible. Perhaps ephemeral streams that run dry/disappear in the summer are not shown, only major streams that have water flows throughout the year.

- **Staff:** Clarification: a lot of the most significant non-navigable water resources are to some degree ephemeral. A lot of locally significant wetlands and riparian resources not part of main channel stems are seasonal in nature. Not sure how able our water resources staff would be to figure out what's ephemeral and what's not.

- **Committee Member:** Agree with what Committee member is advocating. Makes map more valuable from consumer perspective. Also, caution about going overboard – becomes too cluttered, illegible, particularly at scale of Comp Map. For me the thing would be clear criteria for what is shown and what is not. Thinking in Springfield we have the natural resources study that has lists as well as maps that show Goal 5 water-related resources that rose to level of significance and therefore have some level of jurisdictional status/protection. If the natural resources study in Springfield is an adopted document, then those lists and maps are adopted. If it was possible to transfer those water icons from natural resources study to Comp Plan map that makes sense. If we can come up with a clear criteria for what shows and what doesn't then I think it's a good idea.

- **Committee Member:** I agree. From public participation point of view, folks that might be concerned about a development might look for wetlands they know are there, not see them there, and think the city's trying to hide something. Agree with legibility concern as well. Too cluttered if we try to include everything.

- **Committee Member:** Agree. For visual clarity and ease of understanding, there are certain ephemeral or non-navigable streams, but don't need to clutter diagram up by going into infinitesimal detail. The way Committee member's written comment described it might be the way to go.

- **Staff:** The Metro Plan diagram shows the McKenzie, Willamette, some instances of other spots in blue for context. That prompted the question. For other projects, people have said, "I need better orientation so I know where I am. Street names hard to zoom into so what else can you give me? Landmark?" I like what others have said about clearly defining a cutoff/reasoning. Our Goal 5 map is a separate PDF map, it's also in the interactive map. There's a question of how we bring those in – legally?
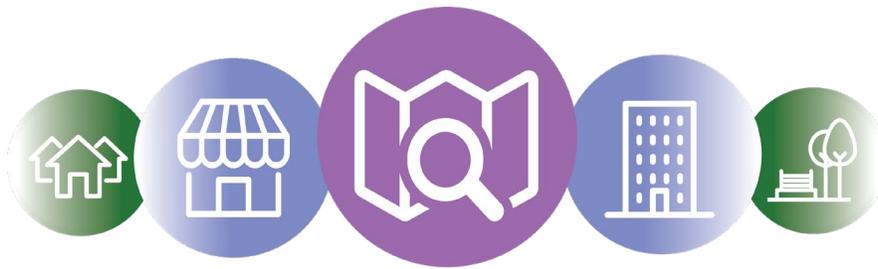
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Administratively?, especially regarding needed changes to this map if a wetland classification changes. I wonder if part of criteria would have to factor in whether we are covering an entire property by showing water resource. Then on a PDF map someone couldn't see their plan designation. Urban areas have small lots – don't want to cover something.

- **Committee Member:** Staff's comments made me reconsider my position on this. Potential confusion among some folks if they're thinking this is the complete list of water resources. They could look at Comp Plan map, see that there aren't wetlands in a proposed area though there might be in other spots, and then conclude there's nothing further to look into and not look at Goal 5 map that might have more info.

- **Committee Member:** After the two rivers, what are we talking about? Q street channel, maybe a couple others that are somewhat significant. Q street channel maybe goes into Hamlin Middle School site, but that doesn't mean the designation doesn't apply. I'd say put it on there, and maybe it comes up as sort of a layer but don't know that it's a boundary maker, is it?

- **Staff:** This is what that layer looks like currently (Water Quality Limited Watercourse map on screen). Also has Local Wetland Inventory (LWI), riparian resource areas, floodplain, and floodway. Potentially wouldn't have to show the floodplain and floodway.

- **Committee Member:** Why reinvent the wheel?

- **Staff:** In online mapping you can select any layer. Question is: do you want to show these wetland areas or stream channels in the printed version. Most are not currently shown on the zoning map (some but not all of them).

- **Staff:** Taking from written comment point about map legibility – less about content and more about orienting. The Technical Resource Group got into discussion about orienting. They were looking at interactive mapping tools as a way to pivot from cramming too much in printed map and maintain ability to see detail.

- **Staff:** Zoning map is property specific and we're trying to mirror that approach. Noticed on zoning map there were waterways that clearly didn't cover an entire property. In new UGB expansion area on south side by Mill Race seeing log pond downtown still in its new form. Some to the north. Seemed to me, again, not labeled as anything other than water. Then we have Metro Plan diagram as a guide too for how it showed things.

- **Staff:** On a lot of our maps (especially with zoning because it's updated so frequently) we use the hydro layer more as geographic reference. Does provide some level of information for users but not exhaustive. LWI map goes through quite an extensive
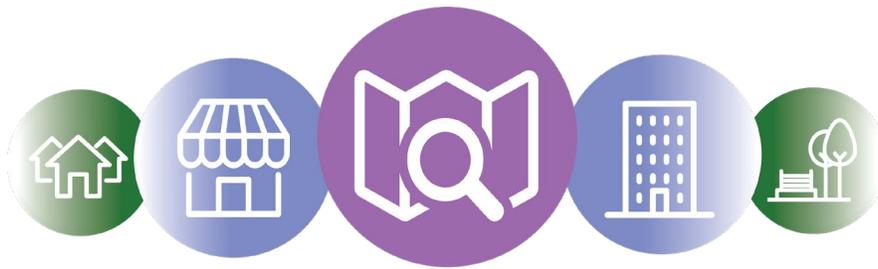
update process, quite a lag that involves other agencies. One thing I'm wondering is if we decide to show more defined waterways on an adopted map would that inhibit us from updating the map in the future? Planning designations do change, do we have to update LWI data involved in the map? Or is it just a geographical reference? Original Metro Plan map doesn't have a lot of monuments on it. Some streets. I feel the water was placed for geographical reference purposes.

- **Committee Member:** We could try it as an experiment as we're putting together a draft product for review and discussion. Water Quality Limited Watercourse map resources could be shown on the Comp Plan perhaps as a screened back monochromatic blue/gray or something so you can still see the designation. The designation should still be there. Committee member's point was good – might cause folks to look at that and not go to Goal 5 plan or natural resources plan itself. Maybe there needs to be a note in the legend or a series of short notes that says, "don't forget to go look at this over there."
- **Committee Member:** Yes, that would address my concern.
- **Staff:** Some value in having visual examples going forward.
- **Committee Member:** In MapSpring, toggling back and forth between what's in a base map (which is sort of background – includes some waterways, e.g. Log Pond, Mill Race, Q Street Channel). When you click on MapSpring there's a channel that brings up Q Street Channel that goes up to Olympic at about 32nd. That's the resolution you need to have on an LWI map. Noting on Comp Plan diagram that these waterways aren't exhaustive would be the way to split the difference between legibility and info but not faking anybody out that this is the be all and end all.
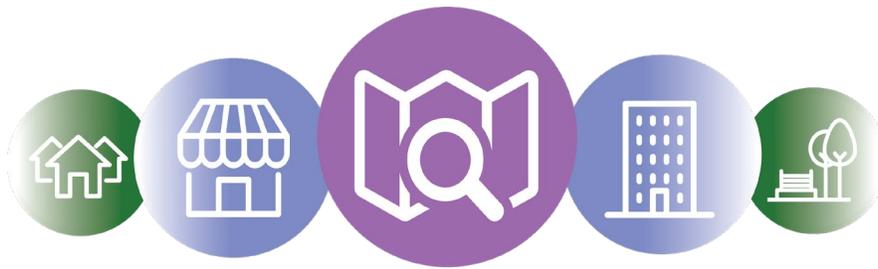
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QUESTION #7:

7. 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 (for example, outside city limits but within the pre-expansion UGB areas, publicly owned land, etc.)?

Question 7 Discussion

- **Written Comment from Committee Member:** I cannot identify an area where flexibility (or uncertainty) would be beneficial to land owner or staff administering the plan or code, with one exception. If or when the navigable waterways shift and change, there should be an efficient means to adjust the designation boundaries. This could be accounted for in the comp plan text, not on the map. Also, the example provided could complicate the Annexation process by adding a discretionary comprehensive planning or regulatory land use element to otherwise objective process.
- **Committee Member:** Agree. I can't imagine where flexibility (ambiguity) would ever be beneficial.
- **Committee Member:** I agree. Written comment made a great point about accounting for something in Comp Plan text. It's not just a map. You fall back on the text when there's any ambiguity. Let's say we've agreed upon Comp Plan designations graphically on the map extending to ordinary high water. If that changes because of natural features or acquisition or erosion then so be it. Map can change but it's the text that governs. Don't think it's a good idea to leave ambiguity. Otherwise, why are we here?
- **Staff:** In addition to public land, navigable waterway shifts, another spot were urban transition areas. Some are urbanizable fringe in zoning, some don't have that now with UGB expansion. Where development is so conceptual, do we want to allow that for somebody? I wonder if we precisely define it on the map and then as Committee Member said, the text takes precedent. Would there be some flexibility written or some procedure if, say, someone annexed or wanted to do something that sounds like you're moving to discretionary – if there's a way to write in policy somehow by a quantified precise number someone can shift the line 200 feet, then that becomes objective. So that is a question of if we do allow flexibility, where do we allow it? Is it on property owner to propose it? The UGB expansion areas don't have much going on right now. Some do have plans in the works. Like what I heard about adding text to prescribe that or be clearer. But hadn't thought about avoiding making something discretionary.
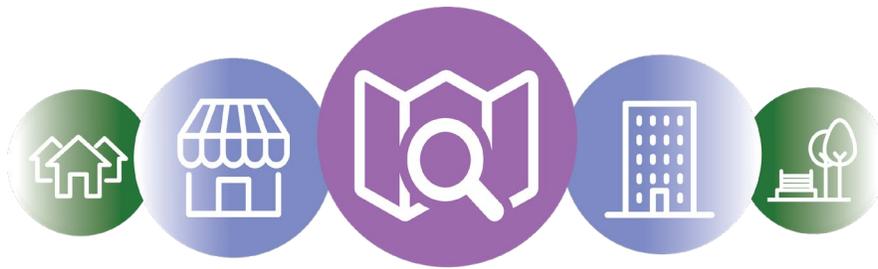
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QUESTION #8:

8. 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?

Question 8 Discussion

- **Written Comment from Committee Member:** Add links to the interactive mapping source to the Zoning webpage [https://springfield-or.gov/city/development-public-works/zoning/]. Currently, the only version that is easily accessible is a PDF. Also, rather than nesting the interactive map under the Resources tab on the left side menu, bring it up a level and highlight it as a main tab.
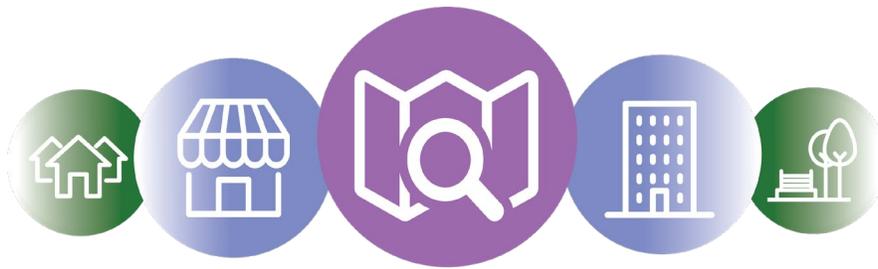
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- **Committee Member:** My wish is the City would do some vast updates to its website. Written comment intimated at it. Things are not intuitive or easy to find. Have to hunt. MapSpring is a fantastic tool. Need to find a quick easy way to get people to the tool.
- **Staff:** We do need to keep an internal version of mapping different from publicly accessible one. There is info from a terrorism perspective that we don't want to be available to anyone. Available to people with specific needs who come into the counter. City knows our website is not operating very well and not meeting community's needs. City manager's office trying to address problem.
- **Committee Member:** Pulled up MapSpring from Google. Comes up. Don't know if that's the full complete thing.
- **Staff:** There's a City log-in only version and a public version. Need to keep those separate.
- **Committee Member:** This has great info. There's a way you can overlay things. Pull up wetlands map. Pick and choose what you need.
- **Committee Member:** It's some of the infrastructure mapping we have that we don't want on a free for all website. Planning info can be made available.
- **Committee Member:** The easier it is for the consumer to find applicable info for particular tax lot the better. How do we go about doing that? Seems like an interactive GIS based map makes sense. Staff know how to do this. Maybe you have a parcel specific map, and you click on your parcel and it opens up a set of links for anything and everything else – Comp Plan, refinement plan, base and overlay zoning, if it's in the database for natural resources, links to TransPlan. You get a long menu off to the side. Land use planners in private sector know what to look for only because we've made the mistake of NOT looking for it in the past. Would be great for consumer to click on it and say, "all of those apply."
- **Staff:** I have same dream. To reiterate, a lot of it to get to that point is compiling this info and streamlining. That's the breadth of this project. To get to that kind of parcel-specific info. This is just one little niche, planning designations. Can see how far this could eventually go. Just hit home on what this project is. Get to a point where we can provide info like that to our users.
- **Staff:** Profound point – we only know because of the instances where we didn't know where to look and had that learning experience. How to minimize or limit those experiences.
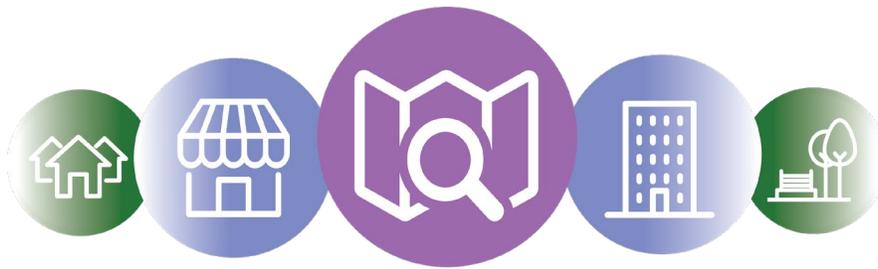
- **Staff:** Committee member brought up previously – what if we could link to Development Code if a certain layer is activated? Something to consider. Don't know how much work or time, but what if someday you could click on a property and find all previous land use approvals?
- **Staff:** Note: This question doesn't have to be just about the map – just in finding information, what's been frustrating or easy for you?
- **Committee Member:** That's actually a good point – it would be super helpful (think of end consumers not just planners) if they can get this wealth of information that we know we have but haven't put the pieces together. MapSpring is fantastic, but you have to go through tall weeds on the website to even get there. When you do find info about what's going on at a particular property it'd be great if you could click on it and it comes up and it'll tell you, for example, a Site Plan Review application is coming up. It would be incredibly user friendly. Super helpful if you could dial in with Google Street View. Great to pull up MapSpring and look from aerial perspective too.

QUESTION #9:

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

Question 9 Discussion

- **Written Comment from Committee Member:** This is an aesthetic question that is often dependent on the user's preferences or needs. I'll largely defer to the GIS map makers at the City and LCOG. I think using standard colors across jurisdictions (e.g., Eugene) and the planning profession is important (i.e., APA land use color categories). As noted above, the online map should include some landmarks (rivers, major streams, etc.) to improve legibility, with the understanding that the adopted/published map will be limited to plan designations and lots.
- **Staff:** Beyond just display I would say language. We access things in typical way on webpage. But where on a webpage and how do we make people aware these are resources? Think about broader/marketing side – we're a City and we're here to help. Also think about abilities or disabilities – visual, hearing.
- **Committee Member:** Good observation about legibility of language. In looking at MapSpring and language used in layers, under water features it says "rivers_poly." GIS
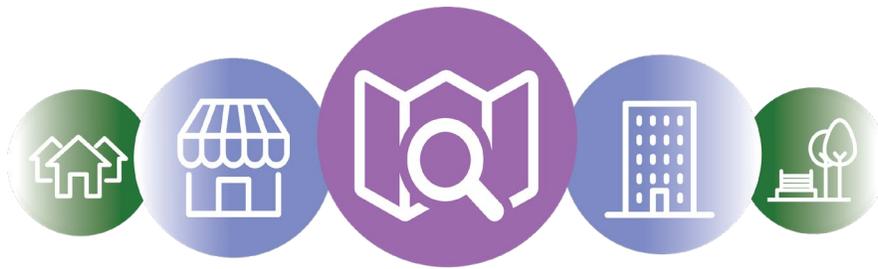
knows what that means, but just call it rivers. Simplify that language for that outfacing public portal.

- **Committee Member:** We talked quite a bit about this a couple weeks ago. Seems like as was captured in the meeting minutes from last time a uniform lexicon of colors and names particularly on Comp Plan map. It would be really cool if it were the same for the whole Metro area. Here's the Springfield vocabulary. Talked about even applying that on refinement plans as well so if this is a refinement plan here are the colors/hatches, here are the names. Someone used ice cream flavor analogy last time. We don't need that many flavors. Clear vocabulary for Comp Plan, refinement plans, and zoning maps.

QUESTION #10:

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

   o **Note:** The goal is to have this occur well before the adoption/public hearing process.

   o **Note:** The City has an approved Community Engagement Plan available for reference.

Question 10 Discussion

- **Written Comment from Committee Member:** Here's a few random ideas…
  - Update to City Council with quick memo
  - Post online project website
  - Share through Springfield's online newsletters
  - Interested parties list of all local architecture, planning, contractors, builders, realtors
  - Staff speaking tour to local organizations of the affiliated development professionals
- **Committee Member:** Is there something on the City website already describing the project? How would one find it?
  - **Staff:** How do you elevate optics on a project?
  - **Staff:** A couple opportunities on the home page. Could feature this review opportunity in news or a "focus on." Website redesign is in progress, but may not happen in the next two months.
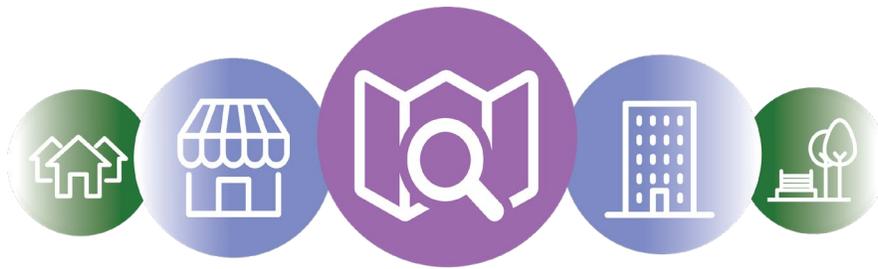
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- **Committee Member:** If one scrolls down on homepage you see upcoming events and then link to today's meeting for us. But it doesn't describe the project, just has a link to the meeting.
  - **Staff:** Good point. Don't have a featured projects section. If there's an upcoming event, then that elevates. The Comp Planning webpage has a featured active projects list (also hard to get to – need to know City's departmental structure).
- **Committee Member:** Focus groups or interested groups. Let Bill Cloos know. This is something he's pushed for in Eugene for a long time. Commercial industrial real estate brokers group meets monthly – they're consumers for this kind of information. Any realtor. City should market this as a product, a useful thing for consumers instead of having to hunt for it, figure out what department it's in – it should be prominent at least initially when you roll it out. I'll try to do this – cochair of Government Issues Committee with Springfield Chamber (30 people attend).
- **Committee Member:** Can share a report we just published recommending some revisions to Goal 1. Caveat is that this is a highly technical subject area that will not generate a lot of interest. Could be waste of some people's time to do traditional planner outreach/some outreach we recommend that's more progressive (going to people/community orgs instead of making people come to planners). Do like the idea of focus groups or interest groups. Good place to start. To extent that you're doing other public outreach at a larger event (tabling at other community forum) – include this as what are we working on at the City of Springfield. A table dedicated to just this might be hard for people to get roped into.
- **Committee Member:** I know the City does some social media things. LinkedIn is a good place to push information out. May find community of interest. City should tap this project/product – we've removed this blob map and we've got cool property-specific map and you can find it online.

WRAP-UP

Jacob asked if there were any other observations, reflections, or questions.

- **Committee Member:** What happens next?
- **Staff:** Will have a point in time where you start hearing polling for another meeting. Some meetings on calendar presently. November 1 Planning Commission work session. November 28 City Council work session. Our next meeting is an opportunity to look at a
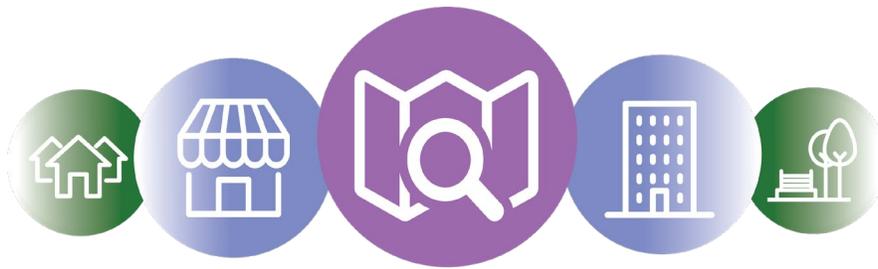
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draft map – variations on themes we've discussed. Put ideas discussed into something more concrete. Committee members are invited to watch November 1 both meetings. We thought we'd send out an update after on how it went.

- **Staff:** Wish I could offer up date for draft map, but quite a number of properties still require research. Might get them done and come back for meeting or maybe we come back with a draft map/draft maps to share before we figure out all properties' status. May not meet again until next year. By email I'll send out exact times for Council and Planning Commission meetings. Will provide links to how to find agenda info. We'll have 30 mins at each work session. These work sessions will be a status update and will focus on specific policy questions (Nodal Development, refinement plan display, right-of-way).

- **Staff:** Feel free to email or contact us with additional thoughts.