



Comprehensive Plan Map Clarification Project

**Project Advisory Committee
Meeting 4 via Zoom**

February 28, 2023 | 2:30 PM – 4:00 PM

AGENDA RECAP

1. Welcome
2. Introduction to Draft Comprehensive Plan Map
3. Questions/Discussion About Draft Comprehensive Plan Map
4. Next Steps

ATTENDANCE

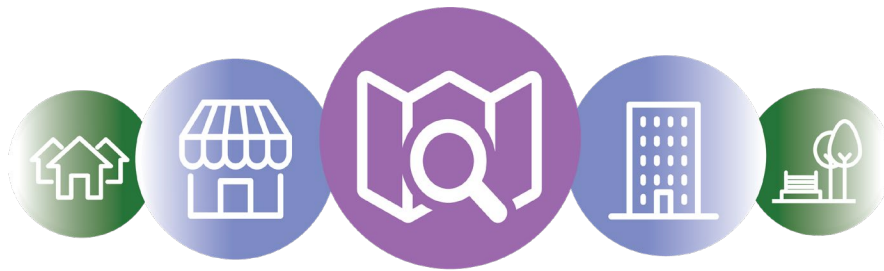
PROJECT ADVISORY COMMITTEE

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| <input checked="" type="checkbox"/> Morgan Driggs | <input checked="" type="checkbox"/> Rick Satre |
| <input type="checkbox"/> Earl McElhany | <input type="checkbox"/> Sean Maxwell |
| <input checked="" type="checkbox"/> Katie Keidel | <input type="checkbox"/> Zach Galloway |
| <input checked="" type="checkbox"/> Phil Farrington | |

STAFF

Chelsea Hartman, City of Springfield
Monica Sather, City of Springfield
Mike Travess, City of Springfield
Mike Engelmann, City of Springfield
Kristina Kraaz, City of Springfield
Jacob Callister, Lane Council of Governments
Rachel Dorfman, Lane Council of Governments





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MEETING SUMMARY

WELCOME

Jacob welcomed Project Advisory Committee members.

INTRODUCTION TO DRAFT COMPREHENSIVE PLAN MAP

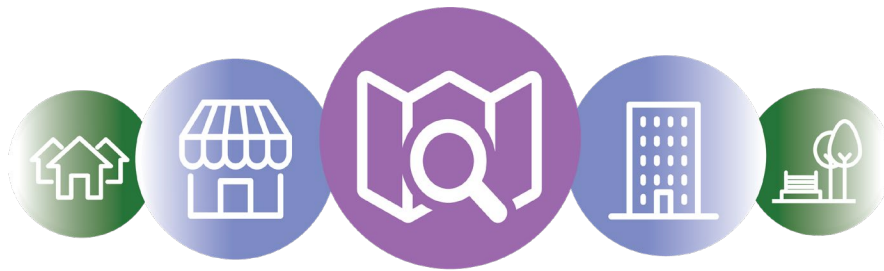
Chelsea shared the draft Comprehensive Plan Map, described how Project Advisory Committee and Technical Resource Group feedback informed the map's development, and described the work Springfield staff conducted since the last meeting. She reviewed topics brought to the Planning Commission and City Council, including whether to designate right-of-way, how to simplify legends, how to treat Nodal Development, and how to provide flexibility for plan designations within clear parameters. Chelsea walked the group through how each of these topics is treated in the PDF and interactive versions of the draft map.

QUESTIONS/DISCUSSION ABOUT DRAFT COMPREHENSIVE PLAN MAP

QUESTIONS

1. *How accessible and user-friendly is the PDF map? Do you have ideas and thoughts about other PDF display options? (e.g., how we show Refinement Plans, consolidate similar designations, or show overlays)*
2. *How accessible and user-friendly is the interactive map?*
 - a. *Refinement Plans*
 - b. *Overlays*
 - c. *Scalability*
3. *Do you have ideas for how to make the maps more user-friendly?*
4. *Do you have other general observations?*
5. *Do you have any thoughts or concerns about allowing flexibility in the following locations and situations?*

Flexibility: *Below is information that was provided to the Planning Commission and City Council to summarize the rationale and implications for allowing some flexibility in plan designations boundaries within clear parameters.*



Comprehensive Plan Map Clarification Project

Rationale: *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.*

Implications: *The tax lot boundaries of each property will be clear along with what appears to be specific boundaries for each plan designation. The map will not show areas where there is flexibility to interpret and possibly move the boundary applies; accompanying text can describe this option for flexibility. This approach will result in clarifying policy language in the Springfield Comprehensive Plan text and in the Development Code. However, a general note on the map may be provided.*

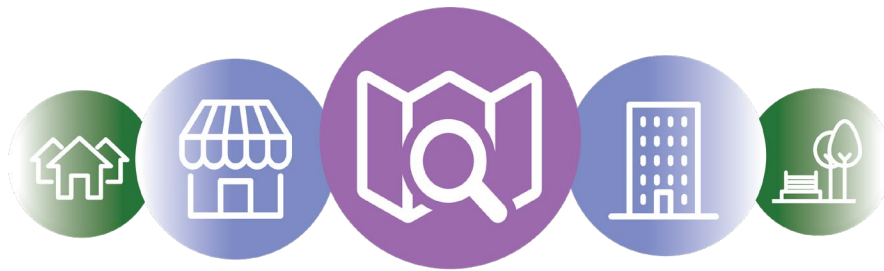
Locations and situations where this flexibility could apply would be for:

- *Large sites with split (multiple) plan designations (e.g., sites similar to Marcola Meadows), where specific plan designations 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 where the Public Land, Government & Education and Parks & Open Space (or similar situation) designations touch*
- *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 while looking at specific examples of where splits exist (e.g., Jasper-Natron, Parks and Open Space near Agnes Stewart Middle School).

DISCUSSION

- **Committee Member:** In the legend there’s Public Land and Open Space and then Natural Resource. Is the Natural Resource the little sliver on McKenzie on north side?
 - **Staff:** Yes. We didn’t include it in Public Land and Open Space because we thought it was different enough.
 - **Staff:** We inherited that designation from the Metro Plan blob map and kept that designation as part of the Urban Growth Boundary expansion. Not sure where
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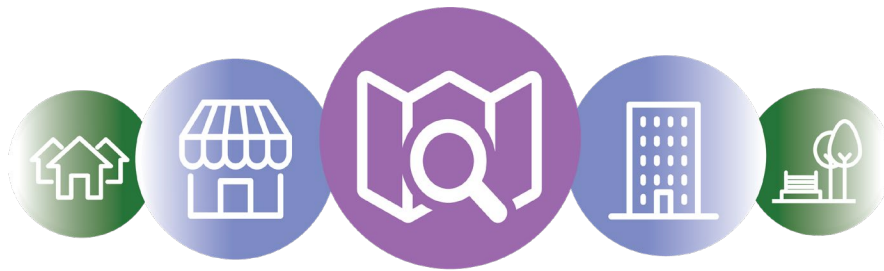
else it exists outside Springfield. It didn't get lumped into public flavors because it is on a private parcel. It's in the floodway so this designation protects the area from potential future development

- **Committee Member:** Is this meant to be parcel specific? Are any designations changing through this process?
 - **Staff:** It is parcel specific; designations are not changing. Focus of property research has been to identify where they've already been adopted as parcel specific, then to use land use applications or other documentation to clarify areas that weren't parcel specific.
 - **Staff:** There are a couple places like downtown Nodal Development where there are conflicting designations that have been adopted and are written/shown in different ways and staff are trying to decide between the two. Staff are being consistent with documenting what's been adopted while also clarifying and interpreting the Metro Plan Diagram for areas that aren't property-specific. Staff are working with property owners to make sure we're not changing someone's expectation of what the plan designation is.
 - **Committee Member:** If designation is changing through this process does adoption of the map qualify as going through a plan designation change?
 - **Staff:** The whole project is run as a Post-Acknowledgment Plan Amendment (PAPA). We are amending the Comprehensive Plan by doing this, but the intent is not visioning and creating plans with new designations. Rather, we are documenting what the designations are now in a clearer way. From a legal perspective, in some cases this will involve how the plan designation of the property appears on the digitized map when we are correcting or clarifying areas where it was unclear on the 11x17 PDF of the Metro Plan Diagram.
 - **Committee Member:** From private sector point of view we would call it a Metro Plan amendment.
 - **Staff:** And really it's a Springfield Comprehensive Plan amendment (which will also amend the Metro Plan).
 - **Staff:** Again will emphasize that this is as an accuracy and interpretation project, not envisioning or imagining. There are times when we've reached out to property owner to say this is what we're seeing, do you have any records that say otherwise? So, it's a fact checking project. Colors may look different, but it's a slight shift.
 - **Committee Member:** So through this project if a designation is being changed on a particular tax lot you're contacting the property owner and making sure they're ok with it?
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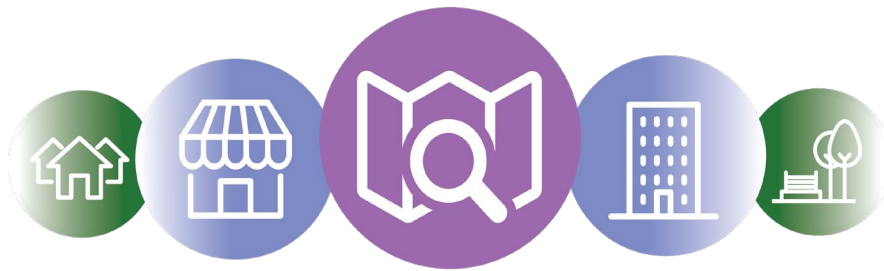
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- **Staff:** Yes, we sent letters to property owners where previously the plan designation was ambiguous and plan to do again to let them know about providing feedback on the draft map.
 - **Committee Member:** There have been and are today plan-zone conflicts and this project here is not addressing those – they’ll continue to exist?
 - **Staff:** Correct. We’ll have a list of identified plan-zone conflicts as a product of this work. Starting to have conversations about upcoming projects to resolve these (e.g., Housing Needs Analysis). Won’t be changing any of those with this project.
 - **Committee Member:** I like how the PDF map collapses things into something that’s digestible. Whereas layer list on interactive map, holy smokes. It seems like there could be some further consolidation (e.g., distinction between Government and Government & Education)
 - **Committee Member:** Why are legends not the same? Interactive has a bazillion more categories than PDF.
 - **Staff:** The interactive map more accurately reflects what’s been adopted in the Refinement Plans. The PDF is cleaned up/consolidated for illustrative purposes.
 - **Staff:** A few different strengths and weaknesses are baked into the tech of different formats. Once the PDF is authored it’s a static product, which makes it harder to update. It’s hard for us to control how current other copies are once they’ve left our hands, so we tried to make the PDF simpler/more stable. It’s also an issue with scale. The interactive map allows you to drill down and select individual tax lots. It facilitates more granular info/deeper dive into individual properties. One shortcoming right now of the ESRI tool is that we can’t do sophisticated symbology. For example, we’ve been using cross hatch for the Mixed Use designation, which can be Employment or Commercial with underlying color. Easy to do in PDF but ESRI tools don’t give the same control/power over mixing colors and hatches. There are so many different sub designations we’ve inherited from Refinement Plans that we’re struggling with this. For the scope of this project, we tried to retain details as is from Refinement Plans without having to redefine everything. Would like to be able to show some things more like we show in PDF. In time we’ll figure out better workaround or they’ll release better versions of software.
 - **Staff:** The interactive map is a simplified copy of the working data we’re using. It’s an editable layer, and ESRI has limitations on symbology with editable layers. Reason we held Refinement Plan info in there is I want to make sure the data is mimicking where we are with the project. The final version will mimic more of the symbology and layout of what’s in the PDF map.
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- **Committee Member:** If I heard you correctly, the interactive map reflects designation that's been adopted. From user's perspective I can see the public (even planning professionals) going to the PDF version, doing research, making some analysis conclusions, not knowing that there's an interactive version out there. I don't like the fact that they're different.
 - **Staff:** They won't be as different towards the end of the project. In hindsight maybe we shouldn't have shared the interactive map at this point because the data are not completely ready.
 - **Staff:** Good point in terms of what's shown on PDF (illustrative) vs. what's displayed in interactive mapping (detailed reflection of what's been adopted). One option is to put a clear disclaimer on the PDF map that talks about how this is a simplified version where designations have been grouped together for illustrative purposes and points people toward the interactive mapping tool to see the full detail of what's been adopted. Also note that the PDF that gets adopted in council ordinance will be a PDF reflecting the information from the interactive map (that will be the legally binding version). But if we put that adopted version up as PDF for people to print off quickly it'll be difficult to read for people who want one for general information purposes.
 - **Staff:** Materials that went to Council and Planning Commission did say we want to add notes to make it very clear to the user that we need them to call planning staff or go pull up the interactive map. We recognize that not everyone's familiar with technology or has access to the interactive version, so we want to make sure staff are still available to help. Something needs to be written very clearly that in some cases designation names are combined. This goes back to the options presented to Planning Commission and Council after the Project Advisory Committee met as a group and discussed the four display options (about whether and how to show Refinement Plans). This group agreed we should show something about the adopted Refinement Plans (didn't want "holes" option) and that amending text of all of the Refinement Plans may be too big of a lift for the scope of this project, so staff then landed on a hybrid of options 3 and 4 – show designations from refinement areas but consolidate similar designations for illustrative purposes only on a PDF map and do not amend Refinement Plan text. Eventually the dream is to consolidate names and streamline the legend. \So someday things may match more but right now we
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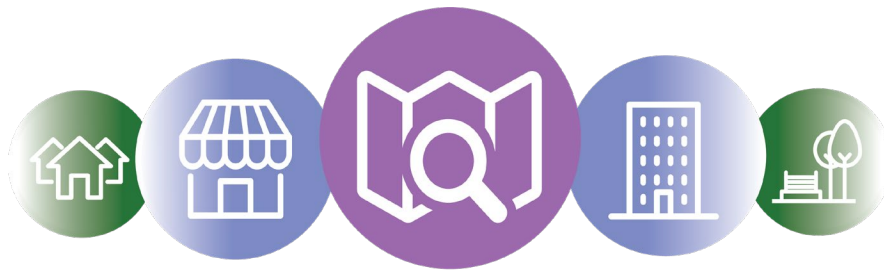
Comprehensive Plan Map Clarification Project

just went hybrid – streamline on PDF while making very clear there are more detailed designations and refer to interactive map.¹

- **Committee Member:** On the interactive map if I count there are 13 flavors of Mixed Use shown here. That's because there are so many Refinement Plans and they're referred to differently. When we're all done the adopted version will be reflected on a static map and maybe there's more variability within the interactive map, correct? This is a legibility problem we need to deal with.
- **Staff:** The official adopted version will have various flavors of Refinement Plan Mixed Use designations. We will check the Refinement Plan names for those designations and either keep or amend where appropriate. For useability, the intent is also to provide a simplified PDF version that can be posted on the City's webpage, so people looking for the map can either look at the PDF or go to interactive mapping and get more detail there.
- **Committee Member:** Land use attorneys could make hay out of something that is unclear. As well as getting complaints from others. Don't know if this project can do some consolidation of this stuff and reduce redundancy.
- **Staff:** That would require amending Refinement Plans, which unfortunately is not part of the direction forward right now.² Everyone understands it is an issue – we have 30-year-old Refinement Plans that haven't been touched and weren't adopted to be consistent. Thinking about how to solve that issue as we go on, but this project won't solve that.
- **Staff:** Our intent is to present the things that came up that folks would like to be addressed that weren't part of this scope to Planning Commission and Council, and they could direct us to work on some of those.
- **Staff:** Amending Refinement Plans is a project that the City was interested in working on that no longer on the radar because of the Climate Friendly and Equitable Communities state mandates. We need to move forward with this parcel specific map so we can fulfill housing components of the mandates. The City is resource strapped to do anything other than strict state mandates right now.
- **Committee Member:** I understand why you have to have a simplified PDF version. I love what you've got going on interactively. I didn't see anywhere where you could click

¹ (Note: Upon further research, staff are considering amending Refinement Plan text to consolidate some similar designations where minimal text amendments would be needed in order to provide more simplicity and consistency between the PDF and interactive maps. (e.g., consolidating various parks and public land designations under one 'Public Land and Open Space' designation))

² Ibid



Comprehensive Plan Map Clarification Project

a label. It would be helpful to have a drop down where you can see map and tax lot or address, toggle on and off to identify properties. Is there any way to identify the properties? I didn't see that.

- **Staff:** Right now we have map and tax lot numbers and that's it. It's a stripped-down version of the data. Tacking on Regional Land Information Database (RLID) info and tax lot specific stuff would more normally come along with an interactive tool.
 - **Committee Member:** I appreciate the hard work and totally understand the challenges of limited resources, specific assignment, etc., but what I heard staff say is that what will be adopted is the interactive map, correct? I get that it reflects the hodgepodge that has been adopted. I really like the PDF product. It's clear, easy to read, easy to understand, you can find stuff, it's even got the Willamette Greenway boundary on it. It's a wonderful product. But if you're going to post it anywhere you need to put a note on it that says DON'T COUNT ON THIS ONE. Direct everybody to the interactive map in big bold letters. They might ask why have the PDF if we have to go to the interactive? If you want someone from the public to advocate for making Refinement Plan update a priority, let me know.
 - **Staff:** Unfortunately without reform of state mandates or support from grant funding there are not enough hours to do the work to consolidate all various designations such as the multiple Mixed use variations.
 - **Committee Member:** What if when you google the map and you come up with the static PDF, it linked directly to the interactive? "For planning purposes..."
 - **Staff:** You can put web link into digital PDF (obviously won't print). Good feedback to expand toolset a little. Big problem is we're never going to totally get away from having a large audience. Some people have appetite/capacity for more detail. Someone else will want something simpler.
 - **Committee Member:** That's why it would be helpful to have it right there in the disclaimer. People will still miss it but it'll be harder to miss.
 - **Committee Member:** Is there rhyme or reason about the order of the layer list? Will that be refined further? Can you group them in a way that seems less random? Or are they ordered in a certain format or fashion now that I'm not getting?
 - **Staff:** This is a legacy layer carried forward from previous Comp Plan project, and there is no real order. Will clean up some language.
 - **Staff:** I like how PDF legend groups by residential, commercial. That's our intent. This is our soft launch of the map to share with the group and figure out what tweaks we need to make before we share it more broadly.
 - **Staff:** There is a natural tension between the need for clarity but acknowledgment that at this point it's somewhat complicated, particularly in a Comp Plan setting, to be infinitely
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Comprehensive Plan Map Clarification Project

detailed about certain regulatory elements. The memo we sent out shared a little content about flexibility. Question around flexibility is something we want to touch on.

- **Committee Member:** How much is this going to be similar to Lane County GIS Zone and Plan Map? You can look anything up with that tool. You click on property and it gives you options for Land Management Division (LMD) pro, RLID, all kinds of things.
 - **Staff:** We have the same technology/toolset, but it will be more Springfield-specific.
 - **Staff:** There's a lot more stuff in the data that's buried. A lot more there that we've chosen not to show to try and keep it simple, focus on chewing one problem more thoroughly at a time. It's hard to capture all at once. That's why this feedback is helpful.
 - **Staff:** Links to databases are not included in the interactive map because 90% of those databases aren't externally available. Need to have a conversation about what's already available and if it's not how do we get it there?
 - **Staff:** Is there a short list? E.g., an "identify" tool that gives you a summary? Are there top 3 or 5 things that are of greatest utility for a quick identify on a property?
 - **Committee Member:** It would be handy to have the interactivity to click on the layer list and have it show the ones that are, for example, Office Mixed-Use. Will this tool ultimately have that capability?
 - **Staff:** Great idea. It's a working draft of data. As we start getting users' hands on it we'll continue developing.
 - **Committee Member:** Top 3 = RLID, Accela, LMD Pro (enables you to look up everything by property).
 - **Staff:** LMD Pro is County-specific not a commercial product?
 - **Committee Member:** Not sure.
 - **Staff:** Globally we struggle with people wanting more things added to MapSpring and eventually it gets unwieldy so every so often we want to split it into smaller, more lightweight versions tailored to specific services (e.g., environment, Operations & Maintenance) so the whole thing isn't bogged down by extra stuff they don't want. It's difficult coming up with a happy medium/one size fits all.
 - **Staff:** RLID is subscription-based data information. We're not allowed to just stream that out. Not sure if LMD Pro is the same. For internal purposes, RLID info can be there. Maybe we can make it a user-base so if you do have subscription that info would be available.
 - **Committee Member:** When you go to the Springfield website and you link to finding permits for specific properties, what is that tool?
 - **Committee Member:** Springfield is tied in with the State e-build program.
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Comprehensive Plan Map Clarification Project

- **Committee Member:** Springfield, City, County, everything. Anything that's publicly available that can link to permits for properties. Whatever that interface could be for City of Springfield.
- **Committee Member:** Accela would be a great one to link to. The public calls it e-permitting. I also noticed that to search by properties it's by map and tax lot, but for general public can they also search by address?
 - **Staff:** Yes it will be built in – no address layer in there at the moment.
- **Committee Member:** Things are hard to get to. The city's website is sometimes impenetrable. You have to make the whole thing more user friendly and forward focused.
 - **Staff:** RFP process underway right now to redo the City's website.

NEXT STEPS

The group discussed the possibility of having a fifth meeting to continue the conversation. Committee members present agreed that they would like to have an opportunity to review the next iteration of the draft map. The final Project Advisory Committee meeting will follow public engagement (including virtual and in-person open houses) planned for Spring 2023. Staff will plan to share results from public outreach, any new or outstanding policy questions, and a final draft of the PDF and interactive versions of the map. Beyond the final meeting, staff will keep Committee members in the loop as the project advances through the adoption process.
