



Planning Commission Agenda

Interim Development and Public

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Planning Commissioners:

Michael Koivula, Chair

Troy Sherwood, Vice Chair

Tim Vohs

Andrew Landen

Grace Bergen

Kuri Gill

Sophie McGinley

The meeting location is wheelchair-accessible. For the hearing-impaired, an interpreter can be provided with 48 hours' notice prior to the meeting. For meetings in the Council Chamber, a "Personal PA Receiver" for the hearing impaired is available. To request a reasonable accommodation at this meeting, please contact Brenda Jones at 541.726.3610 or bjones@springfield-or.gov.

Meetings will end prior to 10:00 p.m. unless extended by a vote of the Planning Commission.

All proceedings before the Planning Commission are recorded.

November 20, 2018

**6:00 p.m. Work Session
Jesse Maine Meeting Room**

CALL TO ORDER

ATTENDANCE: Chair Koivula _____, Vice Chair Sherwood _____, Vohs _____, Landen _____, Bergen _____, Gill _____, and McGinley _____.

WORK SESSION ITEM(S)

1. Planning and Zoning Basic's-

Staff: Molly Markarian, Senior Planner

60 Minutes

ADJOURNMENT

November 20, 2018

**7:00 p.m. Regular Session
Council Chambers**

CONVENE AND CALL TO ORDER THE REGULAR SESSION OF THE SPRINGFIELD PLANNING COMMISSION

ATTENDANCE: Chair Koivula _____, Vice Chair Sherwood _____, Vohs _____, Landen _____, Bergen _____, Gill _____, and McGinley _____.

PLEDGE OF ALLEGIANCE

ADJUSTMENTS TO THE REGULAR SESSION AGENDA

In response to a request by a member of the Planning Commission, staff or applicant; by consensus

BUSINESS FROM THE AUDIENCE

Testimony is limited to 3 minutes per person; testimony may not discuss or otherwise address public hearings appearing on this Regular Session Agenda

APPROVAL OF MINUTES:

- March 20, 2018 Regular Minutes

PUBLIC HEARING(S):

LEGISLATIVE PUBLIC HEARING –

1. Springfield Development Code Amendment: Small Wireless Facilities in Rights-of-Way-

**Staff: Kristine Kraaz, Assistant City Attorney
30 Minutes**

CONDUCT OF LEGISLATIVE PUBLIC HEARING BEFORE THE PLANNING COMMISSION

- ☐ Chair opens the public hearing
- ☐ Staff report
- ☐ Testimony in support of the proposal
- ☐ Testimony opposed to the proposal
- ☐ Testimony neither in support of nor opposed to the proposal
- ☐ Questions from the Commission
- ☐ Summation by staff
- ☐ Consideration of request for continuation of public hearing, extension of written record, or both
- ☐ Close or continue public hearing; close or extend written record (continuance or extension by motion)
- ☐ Discussion of the proposal including testimony and evidence addressing the applicable approval criteria or other criteria cited in the record as applicable to the proposal; possible questions to staff or public

- ☐ Motion to recommend approval, approval with modification or conditions, or recommendation not to adopt the proposal based on the information contained in the staff report, oral and written testimony, and all other evidence submitted into the record
- ☐ Chair signs recommendation to the City Council

REPORT OF COUNCIL ACTION

BUSINESS FROM THE PLANNING COMMISSION

- Upcoming Planning Commission meetings, committee assignments, appointments or other business

BUSINESS FROM THE DEVELOPMENT AND PUBLIC WORKS DEPARTMENT

ADJOURN REGULAR SESSION OF THE SPRINGFIELD PLANNING COMMISSION

All proceedings before the Committee for Citizen Involvement are recorded.

November 20, 2018

**7:30 p.m. Special Meeting of
Committee for Citizen Involvement
Council Chambers**

- CONVENE AND CALL TO ORDER THE MEETING OF THE SPRINGFIELD COMMITTEE FOR CITIZEN INVOLVEMENT

SPECIAL MEETING ITEM(S)

1. Development Code Update Project

Review and potentially approve the Community Engagement Plan for the Code Update Project.

Staff: Mark Rust, Senior Planner
30 Minutes

DISCUSSION- Committee of Citizen Involvement

PUBLIC COMMENT- Public Comment is limited to 3 minutes per person.

DECISION- Approve the Community Engagement Plan or provide direction for amendments.

ADJOURN SPECIAL MEETING OF THE COMMITTEE FOR CITIZEN INVOLVEMENT

AGENDA ITEM SUMMARY

Meeting Date: 11/20/2018
Meeting Type: Work Session
Staff Contact/Dept.: Molly Markarian/DPW
Staff Phone No: 541.726.4611
Estimated Time: 60 minutes
Council Goals: Mandate

**SPRINGFIELD
PLANNING COMMISSION**

ITEM TITLE: PLANNING COMMISSIONER TRAINING – PLANNING AND ZONING BASICS

**ACTION
REQUESTED:** General Discussion

ISSUE STATEMENT: The Planning Commission has an important role in advising the City Council on matters of policy and in implementing the City's adopted plans and codes. To provide the best level of service to the Springfield community, each Commissioner needs a basic understanding of our complex land use system.

This series of training sessions will provide background and context for Springfield's current situation including moving forward with the Development Code Update project and Main Street Facility Plan and allow for the experienced Commissioners to share what they have learned with the new Commissioners.

ATTACHMENTS: None

DISCUSSION: Molly Markarian, Senior Planner with the City of Springfield will provide training for the Planning Commission on Planning and Zoning Basics. She will describe the origins of land use regulation in the United States and discuss its evolution over the last century, including the role of federal, state, and local government in regulating land use.

To prepare for this work session, please consider reading the following article by Harvey M. Jacobs published in the American Planning Association Journal in Spring 1999: [Fighting Over Land: America's Legacy...America's Future?](#)

City of Springfield
Regular Meeting

MINUTES OF THE REGULAR SESSION MEETING OF
THE SPRINGFIELD PLANNING COMMISSION HELD
Tuesday, March 20, 2018

The City of Springfield Planning Commission met in a regular session in the City Council Chambers, 225 Fifth Street, Springfield, Oregon, on Tuesday, March 20, 2018 at 7:00 p.m., with Commissioner James presiding.

ATTENDANCE

Present were Chair James, Vice Chair Koivula, Commissioners James, Nelson, Vohs, Dunn and Landen. Also present were, Current Development Manager Greg Mott, City Attorney Mary Bridget Smith and Management Specialist Brenda Jones; Molly Markarian Senior Planner; and members of the staff.

ABSENT

Commissioner Sherwood- Excused

PLEDGE OF ALLEGIANCE

The Pledge of Allegiance was led by Chair Greg James

DECLARATION OF CONFLICT

Read by City Attorney Mary Bridget Smith

CRITERIA OF APPROVAL

Read by Greg Mott

BUSINESS FROM THE AUDIENCE

Greg James: Any adjustments to the agenda tonight? Hearing none: This is our time that we have an opportunity to take input and testimony from the audience. I would just tell you that we are moving into a Legislative Public Hearing later during our session tonight, specifically related to relocating the Glenwood Riverfront Street Design Standards from the Engineering Design Standards and Procedures Manual into the Springfield Development Code. Testimony related to that specific topic will be entertained during our Legislative Session.

If you wish to address the board on other Glenwood issues or topics, you're welcome to do that now. I have two requests. I'm assuming these requests are related to the public hearing, is that correct? Yes? Okay.

That being said, we'll move forward. We have the approval of our January 23rd Joint Work Session minutes and Joint Regular Session minutes. Do I hear a move, a motion, to approve those minutes?

APPROVAL OF MINUTES

Tim Vohs: I move to approve the minutes of the Joint Meeting with Lane County for January 23, 2018; the Work Session minutes; and the Regular Meeting minutes.

Mike Koivula: As amended? I sent some amendments, corrections.

Tim Vohs: As amended.

Greg James: As amended, do we have a second?

Mike Koivula: Second.

Greg James: Motion to approve the Work Session minutes of January 23rd and the Regular Meeting minutes of January 23rd, as amended, was moved by Commissioner Vohs and seconded by Commissioner Koivula. All those in favor, say your part by saying, "Aye."

All: Aye. 6; 0; 1 absent

LEGISLATIVE PUBLIC HEARING

1. RELOCATE GLENWOOD RIVERFRONT STREET DESIGN STANDARDS FROM ENGINEERING DESIGN STANDARDS AND PROCEDURES MANUAL (EDSPM) TO THE SPRINGFIELD DEVELOPMENT CODE

Greg James: Vohs' motion carries. At this time, we will conduct a Legislative Public Hearing to relocate the Glenwood Riverfront Street Design Standards from the Engineering Design Standards and Procedures Manual, EDSPM, to the Springfield Development Code, 811-17-000137-TYP4. This is a Legislative Public Hearing, so I don't think I need turn it over to the Legal Counsel; I'll just turn it over to our senior planner, Molly.

STAFF REPORT

Molly Markarian: Good evening, Commissioners. I'm presenting the Staff Report for Case Number 811-17-000137, proposing to move the text and images from Appendix 1A of the EDSPM, Engineering Design Standards and Procedures Manual, to the Springfield Development Code by Council Ordinance. A copy of the Staff Report is found in Attachment 2 of your packet. As some of you will recall, following an extensive four-year process, the City adopted a package of Land Use Amendments to the Metro Plan, Glenwood Refinement Plan, Springfield Development Code, and Springfield Zoning Map, in 2012, for the Glenwood Riverfront, or the Phase 1 area of Glenwood, as part of a comprehensive effort directed by the City Council to update the Glenwood Refinement Plan. To support implementation of the Glenwood Refinement Plan's infrastructure policies, the City also adopted specific design standards for the internal street network in 2012, as well.

These Glenwood specific street standards were adopted by Resolution into the Engineering Design Standards and Procedures Manual, as was customary at that time. Based on the recommendation of the City Attorney's office, the City is currently in the process of moving all design standards that implement Comprehensive Plan policies into the Development Code.

At this time, we propose moving the Glenwood Street Standards, currently comprising Appendix 1A of the Engineering Design Standards and Procedures Manual, to the Development Code as outlined in Attachment 3 of your packet. In accordance with the Oregon Administrative Rules, staff submitted notice of the proposed amendment to the Oregon Department of Land Conservation and Development on February 13th. Additionally, in accordance with the Springfield Development Code and with the Citizen Engagement Plan approved by Springfield's Committee for Citizen Engagement for this project, notice of this Public Hearing was published in the *Register Guard* on February 28th. Notice of this Hearing and responses to Frequently Asked Questions were mailed to all property owners and residents in the Glenwood Riverfront area. All owners and residents were also invited to a general Glenwood Open House on March 13th.

In response to Public Notice, I received four emails and three phone calls; the written contents of which I've placed into the record and which you have in front of you. In all instances, comments, questions or concerns, are related to the possible impact of the proposed amendments on the individuals. As I explained to those property owners and residents, the action before you will have no material impact on them, as the standards were adopted in 2012, and we are thus proposing to merely relocate them from the Engineering Design Standards and Procedures Manual to the Development

Code. Furthermore, the standards guide street improvements at the time of development or redevelopment. In addition to clarifications regarding the proposal before you, questions and comments were also submitted regarding streets south of Franklin Boulevard, sewer availability, permitted uses and the Franklin Boulevard construction project. Additionally, questions were posed regarding the possible future of manufactured home park development and concerns about the impact of the implementation of the Glenwood Refinement Plan policies on very low-income residents. While not the subject of what is before you, I would like to note that this topic was explored in depth at the time the Phase 1 Glenwood Refinement Plan was originally adopted and through the subsequent appeal, LUBA remand, revisions, and re-adoption of the Glenwood Refinement Plan and its ultimate acknowledgement by the Department of Land Conservation and Development in 2014. The City subsequently took a leadership role in convening Local, State, and Federal partners in developing a coordinated housing and social services assistance response to vulnerable populations in manufactured home parks. The outcome of that effort is a tool kit for communities to inventory, assess, and support manufactured home parks at risk of closure. In 2016, the City Council also directed staff to evaluate housing needs and to build on existing strategies to increase the supply of housing and accessibility of affordable housing in Springfield.

In summary, as stated in Springfield Development Code section 5.6-115A, the criteria of approval for amendments to the Development Code are conformance with the Metro Plan, applicable State statutes, and applicable statewide planning goals and administrative regulations. As outlined on pages 3 to 10 of the Staff Report, staff finds the subject code amendment to be consistent with this criteria. Staff, therefore, requests that the Springfield Planning Commission forward a recommendation of approval to the Springfield City Council regarding the proposed amendments to Springfield Development Code section 3.4-200.

Greg James: Any questions for Molly at this time?

Tim Vohs: In your original report, you indicated or it was stated, that concluding this process of moving the Glenwood language from the Procedure Manual to the Development Code, that there will be additional steps forward. What are those additional steps?

Molly Markarian: I am not sure I understand.

Tim Vohs: I can summarize quickly, it's saying that the Glenwood Standards Amendment is the first in a series of amendments of transferring from the manual to the Code.

Molly Markarian: I believe that you have the transportation, TSP implementation policies, the downtown policies, and I don't know if there's--

Mary Bridget Smith: There will be some current standards that are in the Engineering Design Manual that will be moved to the Development Code. Some of those relate to transportation and other ones to Downtown.

Tim Vohs: Okay, thank you.

Greg James: At this time, we will take public input.

TESTIMONY FROM THOSE IN SUPPORT

Greg James: First, testimonies in support of the proposal. Hearing none, I have one marked neutral, and against the proposal and one not marked and one against the proposal.

TESTIMONY OF THOSE OPPOSED

Martin Desmond: Good evening Springfield Planning Commission and members. My name is Martin Desmond. I live at 4531 Franklin Boulevard, Space 119. That's in the Glenwood area of Springfield. I drafted a letter, and Molly said that you would be provided a copy of it. I'll touch on a couple of highlights in the letter. I realize in one sense, this is just sort of a fairly bureaucratic move today as you're moving language from the Procedure Manual into the Code.

My spouse and I have lived in the Glenwood area for about three and a half years. We previously lived in the Thurston neighborhood for 15 years. I had the opportunity to read through parts of Glenwood Refinement Plan in the last day or two, I'll confess, it's the first time I ever read it.

I'm really concerned about a lot of the language in there, particularly the direction. And it ties into these road standards. I know the Planning Commission members will probably disagree with me, but what I see is an attempt by the City of Springfield to gentrify the Glenwood area. Because I live here now, I'll be the first one, as I put in my letter, to say that Glenwood area is an ugly wart but it serves a very useful function. There are many thousands of people that live in mobile homes, travel trailers, RVs. There really is not a place for these people, or few other options for a number of these people to have. So I'm quite concerned about both the general direction of the Refinement Plan and in one sense, from what I can understand, most of it is related to what is referred to as the Franklin Riverfront Area, where we live, which is referred to as the McVay area. Apparently, there's not as much planning done for that. Until I feel that we really have a commitment from Springfield City Council to protect and preserve mobile home parks in this area, I would ask that you actually delete the language at 3.4-270, A through F, where you address the McVay Highway. That concludes my testimony, and I appreciate it.

Greg James: Thank you. Next, I have Vicky McGowan.

Greg James: Vicky, state your name and your address, please.

Vicky McGowan: Yes, I would like to say good evening to all the Planning Commissioners and members.

Greg James: Name and address for the record, please.

Vicky McGowan: Vicky McGowan 4531 Franklin Blvd #119.

Greg James: Thank you.

Victoria McGowan: I have written a letter, and I believe you've all received a copy, so I'm going to try to summarize this and stay within my three-minute timeframe. I, too, am somewhat remiss in reading all 167-plus pages and will try to do so more thoroughly. I have looked at it several times throughout the course of the years, and I have been in contact with Molly over the course of the years as well, so this is not the first time I've had concern.

I was looking in particular at this letter written on January 30th, 2013, where the petitioner, Shamrock Homes, were talking in that letter that the whole intent of that letter was the City's decision to wipe out several hundred units of affordable housing, including 11 acres of the Shamrock property as most grievous. There's mention of a Metro Plan Housing Policy 825 that says to conserve this kind of housing. I'm also making a reference to ORS 197.307, which actually addresses the effect of need for certain housing in urban growth areas. Having lived in the park for three and a half years, I would say that I have been really struck by the number of wonderful people and seniors who've lived there. Some of them have lived there for over 20, 30 years. Some of them are really shaken up by all of this. They're expressing real fear and concerns for where they're going to go. Some of them couldn't even make it to this meeting; they're just too fragile, frail, or too old or sick, or whatever, so I'm also speaking out for those. Our home isn't too old; it was built in the '90s. It's a manufactured home, double-wide, but there's a lot of people that live in single-wides. Some of those homes are pretty precarious. They were built in the '60s, I think, or older. To be given some money to move those, One, the house would probably break down while they are moving. Second, where are they going to move them to? I don't think there's too many affordable senior home parks for these people to move to, should something ever happen, a rich developer come in and take over the park. That's my concern. In the future, where are these folks going to go to? Low-cost residents are

people too, same concerns, same dreams, and desires as any of our affluent members of our community, and they need to be taken more seriously by answering their concerns in how they can continue to live; not just in the next year or so but continue to live in affordable housing in the future.

I also concur with Mr. Martin Desmond that the manufactured home parks and such, that these do provide some real affordable living situation where people can afford and live reasonably okay. There are a lot of creative ways to get rid of the ugly eyesores that our parks may create. Some of that could be that the City could maybe, provide some monies to go into that to help improve the looks of some of those, especially on the outside. I'm sure you all are aware of what the Shamrock Park looks like on the outside but anyway, also monies to help people who are living in shacks and to help them fix up their places. Anyway, I appreciate your time.

Greg James: Thank you so much. The last request that we have is neither in favor or against, is from Alberto Miranda.

Greg James: Please step forward and address the commission, if you would, Mr. Miranda.

Alberto Miranda: Thank you. My name is Alberto Miranda. I'm from Costa Rica. I have been in Oregon for 39 years. My business, Cafeto, has been in the Glenwood area for 28 years. Do you need my home address for the record?

Greg James: Yes, you can state it for the record.

Alberto Miranda: My business address is 4000 East 22nd.

20 years ago, we built this facility. I really don't avoid any of the planning issues. We have been able to observe all of the specs and regulations. The City of Eugene at the time, because we were under their planning jurisdiction, requested from us and we built our facility that now provides 24 full-time positions and about six part-time positions. Cafeto has been in business for 35 years. We started here on Centennial in 1984, had a very short couple of years on Shelley Street, and eventually moved to Judkins Road where we began to plan the development of our site.

We are, in this moment, confronting a very aggressive move by the Springfield Utility Board to take our land away from us for the purpose of building a transmission line that is leading to their substation across the street from our building. That happens to be a wetland, the only Palustrine wetland in all of Glenwood. In the process to build this substation on the wetland, they will destroy a tremendous amount of trees, about 300 of them. That is the last stand we have in Glenwood of woods of reasonable size that are currently doing the job that needs to be done, not only aesthetically but functionally, also. This environmental insult is in the works, and we came over to respectfully request the mediation of the Planning Commission for these issues. The problem that we have here is that there is a very competitive feeding frenzy between the two utilities, Eugene Water and Electric Board with over 20 acres adjacent to our property and Springfield Utility Board with 10 acres adjacent to our property.

Our property became an island; we have publicly owned property surrounding us. We need to find a way to stop this aggressive, invasive utility format and force the two utility companies to come to term with each other, choose a site, and take care of business. As it is right now, EWEB ran out of reasons to build in the McCauley property, which is the 24-acre property, and now the land is an idle there. We do have very complex demographics there. There is some camps currently on that property. SUB is in the works to see if they could build their substation there. We need to find a way to provide the spaces for these two entities to give us their needs and a way to resolve them without wrecking a 35-year effort that our company has been making to establish a viable business, a sustainable business, in this community.

With all due respect, I request your mediation to address this very serious planning issue that is currently under this jurisdiction. We would like to see if any of you could relate to my concerns right now. Is there a plan? This is going to all of you. Do you know of a plan that the City has to develop that entire area between the railroad track and I-5 on East 22nd? Is there an underlying plan in the works or is this just the result of improvisation and competition between the two utility companies? What do we have here that could make my business retain the property and the community retain the jobs and the next site that we have already projected?

Greg James: I hear what you're saying. I don't know that it's related to this specific Public Hearing. I certainly will relate, ask staff, post your testimony. As we get into deliberations and talk, we may be able to get some direction from staff and find out more, but let us get a little further in the process. We've taken your comments now. I don't have an answer for you, but I certainly will request the information from staff about that specific topic. Okay?

Alberto Miranda: Okay, thank you.

Greg James: Certainly.

Gay Anne Brinda: Excuse me. May I respectfully ask to submit a late one?

Greg James: Yes, you may. State your name and address, please.

Gay Anne Brinda: My name is Gay Anne Brinda I'm at the Shamrock Mobile Home in RV Park, 4531 Franklin Boulevard number 89, and I'm still really new to the area. I moved here because I'm on disability right now, and actually, it's very affordable for me right now. I think we've done a lot to start improving the cosmetics of Shamrock. The owners have done a lot, as far as updating and bringing up to code certain electrical issues and such.

Our previous managers didn't really stay current. I don't think it's an ugly little wart; I think it's a neighborhood that's not being gentrified necessarily, but it's definitely going through a facelift without white teeth. My biggest concern is the environment. There were some residents that were just stupid, cut down trees. The owner has had trees replanted there. I thought 35 feet, that's what the last manager, two managers ago, told me. It was 35 feet from the river for this bike path. Okay, 75 feet is going to wipe out a lot. Now looking over this plan here, I'm seeing all the parking that's just on the west side of the little bridges, and I'm wondering if what you have in mind isn't a little bit more like Denver, Colorado where you have a river and there is just no real natural life there at all. You've got concrete down the river on either side, and buildings. I'm a Portland girl, so I'm used to having a forest park there with all the eagles flying overhead. I was just telling my friend I saw like nine eagles just over the river, then two behind me, that would be on the other side of Franklin over there to the southwest, and that's going to go away. With all that pollution, they are going to go away. They are going to find other places to be. We have deer that cross the river, and I know that's very enjoyable. People raft. The first year I was there, which was July, 2015, the only eagle I saw swooped to like for a hundred yards up the river, and there were these college kids rafting. It was just totally unafraid and having a jolly, good time, and we'll lose that.

I do not disagree with gentrification. I was in Northeast Portland when that was gentrified. We kept a lot of the older buildings, though. New things happened along Martin Luther King Jr. Boulevard, nice apartments, condominiums.

I see that is a lot of undeveloped ground, but I'm not really sure what you have. I heard something about college dorms, apartments, and all, but the pollution going up and down the river; we already get just tons and tons of grass seeds coming up because for some reason, that backs up. We have all this extra pollution in Springfield during the summer. I'm not sure how all that's going to work with all the extra car emissions. I looked at that proposal there; unfortunately, I did not have a chance to look online. You have mostly just disgusting parking; streets and parking; cars. Springfield is beautiful, I don't know if it's going to stay that way with all the cars. Okay, thanks.

Greg James: Okay. Thank you for the public testimony; certainly appreciate it.

PLANNING COMMISSION DISCUSSION

Greg James: We have some question and answer time from the Commission. We had a couple of topics that were brought up. We had two or three discussing the Shamrock Property specifically. Molly, these road standards moving from where they are to the Code; those properties will not be developed until, if and when, either a developer purchases the properties or the people who own them currently choose to develop, is that correct? The Shamrock Property.

Molly Markarian: Yes. Correct.

Greg James: Are you aware of the piece of property that Mr. Miranda was discussing related to the SUB electrical station, and what's going on there?

Molly Markarian: I am aware that EWEB was looking to purchase property in the Phase II area of the Glenwood Refinement Plan, and that SUB was also looking to do that. I don't know what the status of those sales is. Phase II, when the council directed staff to update the Glenwood Refinement Plan, it was intended to be a phased project. The Riverfront was completed first, and we're waiting for Council direction to do Phase II at some point in the future. So that's when the Comprehensive Planning update would happen for that area.

Greg James: Phase II, really we do not have--?

Molly Markarian: We don't have a timeline or proposal.

Greg James: A timeline or a plan specifically for that?

Molly Markarian: Mr. Mott might be able to answer more to that and also as it relates to EWEB, SUB. Maybe there's a current development application in for the SUB property.

Greg Mott: SUB is interested in pursuing the development of a substation in Glenwood in the vicinity of the bakery, and it will tie into the power lines that go down to the substation near Goshen, or I guess in Goshen. It's a backup line, in case of failure of other systems, is not needed to-

Greg James: So, it's redundancy, basically.

Greg Mott: Yes, it is. It's not needed for industry right now. In the past, EWEB was interested in exercising a water right that they have, and constructing an inlet facility close to where Nugget Way is. They were going to pump the water from that inlet facility to the base of the hill that goes up towards I-5, and they were going to build a treatment plant there. Then, they were going to connect that treatment plant to lines they have real close to I-5 where Franklin goes and possibly underneath I-5 into the Laurel Hill area. They requested the Springfield City Council initiate the amendment to the PFSP and the Glenwood Refinement Plan to allow that to go forward. Our Council declined to initiate, so Eugene City Council could initiate this on their behalf. It's a regional issue, all three jurisdictions have to participate. I haven't heard what their plan is to do with that property.

Greg James: Would that come before the Planning Commission?

Greg Mott: Well, it depends on what they want to do with it. If they want to do that water facility, it has to come to the Planning Commission first then go to the Elected Officials. If they want to do something else with it, I don't know what that might be but if they're going to propose to do something else with it, whatever zone, if they have a proposal that is consistent with that zoning, then it would probably just be a Site Plan Review kind of an application. I'm not even sure it's in the city limits, whether they would have to annex or not, what kind of services are available to it, I don't know. We never got far enough along the way with that water treatment plant to find out any of that information. I'm not aware of any pitch battle between SUB and EWEB. They may be in close proximity. SUB's interests are 100% electric, and up to now, all I know is EWEB's interests are 100% water, so that's all I know.

Greg James: It sounds as if we're not aware of anything being in the works currently, and there will be other opportunities if there were something to take place, for public testimony, then put into process?

Greg Mott: Again, it really depends on the nature of what they want to do; some activities don't require a Public Hearing to go forward.

Sean Dunn: It was discussed before the City Council on September 19th of 2016. That's where the council decided that they didn't want to basically carry the thing forward and deferred it back to the EWEB folks to do something else with it.

Mike Koivula: But as far as I know, according to the report we get every week, the high-profile report, there hasn't been any action on that, no updates on that as far as I know.

Greg James: Commissioners, do you have questions related to the action before us from staff, yes?

Mike Koivula: I don't know if this is premature, but Mr. Miranda, who has a business there is there already a discussion or some sort of an action which will cause him to lose his property?

Greg James: That's what we were just discussing, and number one, it really does not apply to this specific action or undertaking, and I want to be sure our staff have an opportunity to put the information out that you are aware of. You've heard now what our Planning Manager has said, and our Senior Planner. I think that there could be something coming downstream. I would encourage Mr. Miranda to stay connected with the activities of both SUB and EWEB and the City Councils. Certainly, we have jurisdictions over anything that's a planning-related issue, and at a certain level, it would come before us, and we could be engaged in their processes.

Mike Koivula: Both EWEB and SUB have public meetings of all their commissioners, they certainly do.

Greg James: Those are public processes as well, so I'd encourage you to stay connected there.

The business at hand is related to relocating the Street Design Standards from the EDSPM to the Springfield Development Code. Do we have other questions? I certainly appreciate the input and the concerns voiced from the public in relation to the mobile home parks. I think that was discussed in great detail when we went through and put this plan together initially. This action, this evening, is really relocating what our current standards are into our Development Code. It's really required, isn't it, Legal Counsel? Has there been a recent LUBA case or something related to that, that we really need to have these in the Code?

Mary Bridget Smith: That is right. They need to be listed as Land Use Regulations in the Development Code so that they can be relied on for development.

Greg James: Exactly. That's the action before us this evening. Any questions? Summary by staff?

Female Speaker from Audience: Can I ask a question?

Greg James: We are through the public testimony phase in the process; we are onto the staff, so let's get our staff summary.

SUMMATION FROM STAFF

Molly Markarian: I guess I would just say that, as stated in the staff report, we find that the subject Code Amendment is consistent with the criteria listed in Springfield Development Code Section 5.6-115a and request the Planning Commission to forward a Recommendation of Approval to the Springfield City Council.

REBUTTAL FROM THE APPLICANT

No Applicant

CLOSE OF THE HEARING

Greg James: Do we have any requests to continue? We don't have to do that?

Mary Bridget Smith: We don't have to. This is a legislative matter so it's in your discretion, but you need to make some record of what you want to do with the record and the Hearing.

Greg James: The record is open and the Hearing is open. Do I hear a motion to close the public record at this time?

Sean Dunn: I move to close the public record and the written record.

Nick Nelson: Second.

Greg James: Moved and seconded to close the public record and written record. All in favor say, "Aye."

All: Aye. 6; 0; 1 absent

Greg James: Motion to close the hearing?

Tim Vohs: I move to close the public hearing.

Mike Koivula: Second.

Greg James: All in favor?

All: Aye. 6; 0; 1 absent

PLANNING COMMISSION DISCUSSION

Greg James: Discussion on the proposal before us? Any comments?

Nick Nelson: It seems like what you're saying is "we need to get this into the development codes or compliance", so I'm in favor of it.

Greg James: I would just say to those in the audience, we certainly appreciate you coming and being part of this process, and your public testimony is very important to us. This Glenwood process is going to continue to develop over the years to come. I think it's very important that your voices are heard as this process moves forward, certainly, both at the Planning Commission level and at the City Council level and at the SUB and EWEB level as you're impacted by potential development. We appreciate your input to this process. Do I hear a motion? A motion?

MOTION TO RECOMMEND APPROVAL OR APPROVAL WITH CONDITIONS OR DENIAL OF THE REQUEST BASED ON STAFF REPORT AND ORAL/WRITTEN TESTIMONY.

Sean Dunn: Sure, I move to forward the recommendation to the City Council to approve Journal number 811-17-000137-TYP4, Amendment to the Springfield Development Code regarding the Street Design Standards as proposed in Exhibit B to this agenda item because the amendments meet the applicable criteria of approval.

Tim Vohs: I second.

Greg James: Moved by Commissioner Dunn, seconded by Commissioner Vohs as stated to move recommendation forward to the City Council to approve 811-17-000137-TYP4 to the Developed Code, the Glenwood Riverfront Street Design Standards. All those in favor signify by saying, "Aye."

All: Aye. 6; 0; 1 absent

Greg James: Opposed? Motion carries. Report of council action?

REPORT OF COUNCIL ACTION

Mike Koivula: I attended last night's City Council. Appointed members for the budget committee and the museum committee. Nice discussion by Councilor Woodrow about a visit to Food for Lane County. They continue to need a lot of help to keep people fed. City Manager has proposed a wastewater flow management study for infiltration on wastewater lines. A private contractor by the name of Novak will be doing that. \$340,000 was the initial contribution of City fund. That was pretty much it.

Greg James: Okay. Other business from the Planning Commission?

BUSINESS FROM THE COMMISSION

Tim Vohs: I have one quick question not related to tonight's current proceedings. I'll direct my question to Brenda to start with. Looking toward our next meeting with Lane County on the transportation issue, considering that our audience has diminished considerably, is there a possibility that considering moving us to the back of the Library Meeting Room for our next Joint Meeting?

Brenda Jones: Yes. I could make sure that's arranged.

Tim Vohs: Thank you.

Nick Nelson: One other comment, a couple of editorials recently in the *Register Guard* and a number of letters, also, I've been into a couple of community meetings where the ADU's were discussed. There's a lot of kudos to the City, to the City Council, and to staff for working on this proposal and everybody who's been involved in that should really proud of what the community is seeing from the commitment that the City is doing towards affordable housing.

Greg James: Absolutely. I was going to talk briefly about the ADU process as well. I think the City Council has not adopted that yet, is that correct? Have they taken any action on that?

Mary Bridget Smith: I think they just did.

Greg James: They did? Just did?

Mary Bridget Smith: Yes.

Greg James: That's incredible. I know they have had several work sessions and talked through a proposal that we forwarded on to them. Those Accessory Dwelling Units, I think, are going to be a very positive thing for this community, the ability to create Accessory Dwelling Units. We'll see over the next two or three years how that develops and how that moves forward but certainly, I know planners I've talked to in Eugene, and other folks, City Councilors even from Eugene said, "You guys are ahead on the game on this," and we are telling them to catch up. Kudos to the staff for that vision and our City Council as well.

Okay. Any other business? Hearing none, we stand adjourned.

ADJOURNMENT

The meeting was adjourned at 8:15 p.m.

Minutes Recorder – Brenda Jones

Greg James
Planning Commission Chair

Attest:

Brenda Jones
Management Support Specialist

AGENDA ITEM SUMMARY	Meeting Date: 11/20/2018 Meeting Type: Regular Meeting Staff Contact/Dept.: Kristina Kraaz, CAO Staff Phone No: 541-744-4061 Estimated Time: 30 Minutes Council Goals: Maintain and Improve Infrastructure and Facilities
SPRINGFIELD PLANNING COMMISSION	
ITEM TITLE:	REQUEST FOR AMENDMENTS OF THE SPRINGFIELD DEVELOPMENT CODE REGARDING SMALL WIRELESS FACILITIES IN THE PUBLIC RIGHTS-OF-WAY, JOURNAL # 811-18-000219-TYP4
ACTION REQUESTED:	Conduct a public hearing on the proposed legislative amendments and consider public testimony along with the staff report prior to forwarding a recommendation to the Springfield City Council regarding proposed amendments to Springfield Development Code section 4.3-145.
ISSUE STATEMENT:	On September 27th, the Federal Communications Commission (FCC) issued a <i>Declaratory Ruling and Third Report and Order</i> regarding wireless broadband infrastructure that preempts many aspects of local management of small cell wireless infrastructure in the public rights-of-way. Staff recommends that the Planning Commission consider amendments to the Springfield Development Code to enable the City to comply with the new FCC rules.
ATTACHMENTS:	1. Order and Recommendation Exhibit A – Staff Report and Findings Exhibit B – Proposed Amendments to the Springfield Development Code
DISCUSSION:	<p>On September 27th, the Federal Communications Commission (FCC) issued a <i>Declaratory Ruling and Third Report and Order</i> regarding wireless broadband infrastructure that preempts many aspects of local management of small cell wireless infrastructure in the public rights-of-way. There are three main components to the Declaratory Ruling: (1) it caps local government fees for use of the right-of-way (not addressed by these proposed amendments), (2) it preempts some local aesthetic regulations, and (3) it imposes 60-90 day shot clocks for small wireless facility applications. The new FCC rules become effective on January 14, 2019.</p> <p>At a work session on November 5, 2018, the City Council directed staff to draft proposed code amendments to enable the City to comply with the new FCC rules by January 2019. The Springfield Development Code section 4.3-145 governs development standards regarding all wireless telecommunications systems (WTS) facilities within the City and its Urban Growth Boundary. It also determines the level of review required to approve applications for WTS facilities. Staff have drafted proposed amendments to section 4.3-145 for facilities that fall under the FCC rules, which is limited to small wireless facilities in City-owned public rights-of-way within City limits.</p> <p>The proposed amendments adopt new, objective aesthetic standards for small wireless facilities in the public rights-of-way, and reclassify these facilities as low-visibility WTS facilities without regard to whether the facility will be located on an existing pole, modified or replaced pole, or new pole in the right-of-way. The amendments also include some safety and engineering requirements for these facilities. These facilities also require encroachment permits from the City under the Springfield Municipal Code chapter 3; there may be additional requirements for the encroachment permit that are not listed in the development code.</p> <p>The proposed amendments will also enable the City to review applications for small wireless facilities under Type I ministerial review, rather than under Type III Discretionary Use approval. The change in review process is necessary to allow the City to approve or deny applications for small wireless facilities within the FCC's timelines for local review.</p>

**BEFORE THE PLANNING COMMISSION OF SPRINGFIELD, OREGON
ORDER AND RECOMMENDATION FOR:**

**AMENDMENT TO THE SPRINGFIELD DEVELOPMENT CODE REGARDING
SMALL WIRELESS FACILITIES IN THE PUBLIC RIGHTS-OF-WAY**

]] 811-18-000219-TYP4

NATURE OF THE PROPOSAL

To comply with the Federal Communications Commission's *Declaratory Ruling and Third Report and Order*, issued on September 27, 2018, regarding small wireless facilities in the public rights-of-way, request that the Springfield Planning Commission forward a recommendation of approval to the Springfield City Council regarding amendments to Springfield Development Code 4.3-145 Wireless Telecommunications Systems Facilities.

Notice was sent to the Department of Land Conservation and Development on November 14, 2018, which is less than 35 days prior to the first evidentiary hearing in compliance with OAR 660-018-0020. However, because the FCC rules become effective on January 14, 2018, the City has determined that expedited review is necessary and due to circumstances outside its control. Alternately, if the FCC rulemaking does not fall under the emergency exemption, the City intends to cure the untimely submission by leaving the City Council written record open until at least December 19, 2018 per ORS 197.620.

Timely and sufficient notice of the public hearing has been provided, pursuant to Springfield Development Code Section 5.2-115.

On November 20, 2018, the Springfield Planning Commission held a duly noticed public hearing on the proposed text amendments. The public hearing was conducted in accordance with Springfield Development Code Sections 5.2-120 through 5.2-145. After review of the staff report, evidence in the record, and public testimony, the Planning Commission determined that the code amendments meet the criteria of approval.

CONCLUSION

On the basis of the Findings of Fact (Exhibit A) and evidence in the record, the proposed code amendments (Exhibit B) meet the approval criteria of Springfield Development Code Section 5.6-115 .

ORDER/RECOMMENDATION

It is ORDERED by the Springfield Planning Commission that a RECOMMENDATION for approval of 811-18-000219-TYP4 as amended be forwarded to the Springfield City Council for consideration at an upcoming public hearing.

Planning Commission Chairperson

Date

ATTEST
AYES:
NOES:
ABSENT:
ABSTAIN:

STAFF REPORT AND FINDINGS

SPRINGFIELD PLANNING COMMISSION DEVELOPMENT CODE AMENDMENTS SMALL WIRELESS FACILITIES IN THE PUBLIC RIGHTS-OF-WAY

Planning Commission Public Hearing Date: November 20, 2018
Springfield Journal #: 811-18-000219-TYP4

PROPOSAL DESCRIPTION

Proposal: Amendments to Springfield Development Code section 4.3-145 regarding small wireless facilities in the public rights-of-way, to comply with new FCC rules

Applicant: City of Springfield

Location: The proposed code amendments would apply to public right-of-way within the limits of the City of Springfield.

BACKGROUND

On September 27th, the Federal Communications Commission (FCC) issued a *Declaratory Ruling and Third Report and Order* regarding wireless broadband infrastructure that preempts many aspects of local management of small cell wireless infrastructure in the public rights-of-way. There are three main components to the Declaratory Ruling: (1) it caps local government fees for use of the right-of-way (not addressed by these proposed amendments), (2) it preempts some local aesthetic regulations, and (3) it imposes 60-90 day shot clocks (timelines within which an application must be approved) for small wireless facility applications. The new FCC rules become effective on January 14, 2019.

Specifically, the new FCC rules apply to small wireless facilities, which are defined as facilities that meet the following requirements:

- (1) Facilities:
 - Mounted on structures 50 feet or less in height including their antennas; or
 - Mounted on structures no more than 10 percent taller than other adjacent structures; or
 - That do not extend existing structures on which they are located to a height of more than 50 feet or by more than 10 percent, whichever is greater;
- (2) Each antenna associated with the deployment, excluding associated antenna equipment, is no more than 3 cubic feet in volume; and
- (3) All other wireless equipment associated with the structure, including the wireless equipment associated with the antenna and any pre-existing associated equipment on the structure, is no more than 28 cubic feet in volume.

The Springfield Development Code section 4.3-145 governs development standards regarding all wireless telecommunications systems (WTS) facilities within the City and its Urban Growth Boundary. It also determines the level of review required to approve applications for WTS facilities. To comply with the FCC order, staff have determined that the City should amend section 4.3-145 for facilities that fall under the FCC rules, which is limited to small wireless facilities in City-owned public rights-of-way within City limits. Findings 8 and 9 below address how the proposed amendments enable the City to comply with the new FCC rules.

The proposed amendments are limited to public rights-of-way inside City limits to address the FCC rules, and will not apply in the urbanizable area. If Lane County determines that it should amend the standards that apply to these facilities outside City limits, then the City and County can co-adopt standards for rights-of-way outside City limits at a later time.

NOTIFICATION AND WRITTEN COMMENTS

Notice of the Planning Commission public hearing was published in the *The Register Guard* on Tuesday, November 13, 2018 as required by Springfield Development Code 5.2-115.B. Notice was also provided to Lane County as a right-of-way owner within the City and to Springfield Utility Board as the owner of utility poles within the City.

Under ORS 197.610(1) and Oregon Administrative Rule (OAR) 660-018-0020, prior to adopting a change to an acknowledged comprehensive plan or land use regulation, local governments are required to notify the state Department of Land Conservation and Development (DLCD) at least 35 days prior to the first evidentiary hearing. A Notice of Proposed Amendment was transmitted to the DLCD on November 14, 2018, which is less than 35 days prior to the Planning Commissions' public hearing on the matter.

Under ORS 197.610(2) and OAR 660-018-0022(2), the local government may submit changes later than the 35-day deadline if it determines that emergency circumstances outside the control of the local government require expedited review. The FCC's *Declaratory Ruling and Third Report and Order* was issued on September 27, 2018 and published in the Federal Register on October 15, 2018. Staff met with the City Council in work session on November 5 to review the new FCC rules. The Council provided staff with direction to pursue amendments to the Springfield Development Code allow the City to comply with the new FCC rules regarding objective aesthetic requirements and shot-clocks for reviewing applications. The FCC rules become effective on January 14, 2019. These circumstances necessitate expedited review and prevent the City from being able to comply with the requirement to provide DLCD with 35 day notice prior to the first evidentiary hearing. In compliance with the City's acknowledged procedures for legislative amendments to the Springfield Development Code, the first evidentiary hearing is scheduled for the Springfield Planning Commission on November 20, 2018; the first City Council public hearing is scheduled for December 3, 2018, and the amendments are tentatively scheduled for a second reading and adoption on January 7, 2019. The proposed amendments were submitted to DLCD on November 14, 2018, which is as early as practicable.

Alternately, if the FCC rulemaking is not an emergency circumstance that justifies expedited review, then the City can cure the untimely submission under ORS 197.620 and OAR 660-018-0040(8). Specifically, the City will cure the untimely submission of proposed changes by holding the evidentiary record open for an additional period of time equal to 10 days or the number of days by which the submission was late, whichever is greater. The submission to DLCD on November 14, 2018 is 6 days before the Planning Commission hearing. To cure the late submittal, the City intends to leave the written record open until at least December 19, 2018 (any testimony or evidence submitted into the record too late to be considered by the Springfield Planning Commission will be included in the written record of the City Council, which will hold a de novo hearing on December 3, 2018).

APPROVAL CRITERIA

Springfield Development Code Section 5.6-115 lists the approval criteria for an amendment to the code.

- A. In reaching a decision on the adoption or amendment of refinement plans and this Code's text, the City Council shall adopt findings that demonstrate conformance to the following:

1. The Metro Plan;
2. Applicable State statutes; and
3. Applicable State-wide Planning Goals and Administrative Rules.

FINDINGS OF FACT

Criteria A.1. Consistency with the Metro Plan

Finding 1: The *Eugene-Springfield Metropolitan Area General Plan (Metro Plan)* is the prevailing Comprehensive Plan. The *Springfield 2030 Refinement Plan Residential Land Use and Housing Element* was adopted in 2011 through Springfield Ordinance 6268 and Lane County Ordinance No. PA. 1274 as a refinement to the *Metro Plan*. The *Springfield 2030 Refinement Plan Economic Element* and *Urbanization Elements* were adopted in 2016 through Springfield Ordinance 6361 and Lane County Ordinance No. PA 1304 as a refinement to the *Metro Plan*, but are not yet acknowledged. Amendments to the development code must be considered within the context of adopted policies. Thus any proposed amendments must be consistent with the *Metro Plan* and the *Springfield 2030 Residential Land Use and Housing Element*, *Economic Element*, and *Urbanization Element*. In addition, because the *Economic Element* and *Urbanization Element* are unacknowledged, any plan or land use regulation that implicates those elements must be consistent with any applicable Statewide Planning Goals.

Finding 2: Communication facilities generally are included as an element of “the minimum level of key urban services” in *Urbanization Element* Policy 31. The proposed amendments specifically address small wireless facilities in the public right-of-way that are necessary to meet future demand for wireless data services and access to broadband. Improving and increasing siting opportunities for small wireless facilities in the public right-of-way consistent with this comprehensive plan text and the policies cited under this criteria (A.1):

“31. For the purposes of land use planning and annexation approval, the Springfield Comprehensive Plan defines key urban facilities and services as: wastewater service; stormwater service; transportation; solid waste management; water service; fire and emergency medical services; police protection; citywide park and recreation programs; electric service; land use controls; communication facilities; and public schools on a districtwide basis.”

Finding 3: The implementation action under *Urbanization Element* Policy 27 provides that the City will, “Prepare and adopt comprehensive plan and zoning updates at the neighborhood, district, and corridor scale to determine the density, character and design of urban development in alignment with infrastructure capacity to ensure efficient and economical delivery of urban services in balance with the City’s financial resources.” The proposed amendments further this policy by ensuring that small wireless facilities in the public right-of-way do not conflict with other utilities already located in the public right-of-way. Furthermore, the proposed amendments offer a set of objective criteria for siting these facilities and allow them to be processed under Type I ministerial development review. This minimizes the cost to the City and to the wireless providers to deploy new wireless infrastructure, in keeping with the above guidance under Policy 27.

Finding 4: Many policies throughout the *Metro Plan* and *Springfield 2030 Plan* favor updating land use regulations and zoning to allow for more efficient land use that supports higher density and mixed-use development (see, e.g., *Springfield Transportation System Plan* Policy 3.3, *Residential Element* Policy H.6, *Economic Element* Policy E.6). Higher density development will require additional capacity for

wireless services. Making the City’s public rights-of-way available to this infrastructure to meet this new demand for telecommunication services further frees up developable property within the City that otherwise may have been needed for larger wireless telecommunications facilities systems (i.e. traditional, large “macrocell” towers).

Conclusion: The code amendments comply with applicable policies from the *Metro Plan* including the *Springfield 2030 Comprehensive Plan*, and therefore meet Criterion A.1.

Criteria A.2. Consistency with State statutes.

Finding 5: ORS Chapter 759 covers the regulation of telecommunication utilities within the State of Oregon. However, ORS 759 pertains to regulatory oversight of utility providers and how they conduct business within Oregon. This Chapter does not provide guidance or limitations for local jurisdictions responsible for reviewing and approving WTS facilities in accordance with adopted zoning and Development Code standards.

Finding 6: In accordance with ORS 759.015, it is the goal of the State of Oregon to “secure and maintain high-quality universal telecommunications service at just and reasonable rates for all classes of customers and to encourage innovation within the industry by a balanced program of regulation and competition”. The state Public Utility Commission is responsible for administering the statutes with respect to telecommunications rates and services.

Finding 7: In accordance with ORS 759.016, it is the goal of the state of Oregon to promote access to broadband services in order to improve the economy, improve the quality of life in communities throughout the state, and to reduce the economic gap between communities that have access to broadband digital services and those that do not. One of the ways that the State of Oregon policy proposes to achieve that goal is by “Removing barriers to the full deployment of broadband digital applications and services and providing incentives for the removal of those barriers[.]” ORS 759.016(2)(d). Streamlining the development review process and standards that are applicable to small wireless facilities in the public right-of-way will reduce development-related barriers to the deployment of future mobile broadband infrastructure.

Finding 8: In the *Declaratory Ruling and Third Report and Order*, the FCC determined that state and local governments are preempted under the Telecommunications Act from applying aesthetic requirements for small wireless facilities unless they are (1) reasonable; (2) no more burdensome than those applied to other types of infrastructure deployments; (3) objective; and (4) published in advance. The new FCC rules become effective on January 14, 2019. The proposed amendments implement aesthetic standards for small wireless facilities that are reasonable. The City was provided with examples of small wireless facilities by representatives of the wireless industry at the League of Oregon Cities’ “5G Summit” on October 25, 2018. Most of the examples provided are designs that are permitted under the proposed standards. The proposed standards are no more burdensome than those applied to other types of infrastructure; in general, they are less burdensome than other types of wireless telecommunications systems facilities because they do not provide for discretionary review. The proposed standards are objective in their regulation of aesthetics, and they are published in advance by virtue of being adopted into the Springfield Development Code. The standards include the ability of the City Engineer to allow deviations or modifications to the proposed standards, but these are to allow adjustments for identified engineering or safety issues, and not to mitigate the aesthetic impacts of small wireless facilities.

Finding 9: The FCC *Declaratory Ruling and Third Report and Order* also includes new shot-clock requirements for approving all applications for small wireless facilities in the public right-of-way. These shot-clock for attachments to existing or replacement poles is 60 days; the shot-clock for entirely new

poles in the public right-of-way is 90 days. Under the current regulations in SDC 4.3-145, most small wireless facilities would require Type III development review and Discretionary Use approval. The Type III review process requires 20 days for mailed notice of a quasi-judicial hearing, up to 21 days after the first public hearing to leave the record open allowed by law, 15 days to appeal the Planning Commission's decision to City Council, time to schedule the City Council appeal hearing and provide notice of the hearing, and time for the City Council to make a decision. It would be nearly impossible to approve small wireless facilities under Type III review within 60 days and extremely difficult to do so within 90 days. Because the FCC rules preempt the City from applying discretionary aesthetic approval criteria, there is no need to provide a quasi-judicial decision-making process to an application for small wireless facilities in the public rights-of-way (unless necessitated within the Willamette River Greenway Overlay District for a new pole). The proposed amendments to SDC 4.3-145 remove the discretionary approval criteria for small wireless facilities in the public right-of-way and classify these facilities as low visibility facilities that are subject to Type I ministerial review. The Type I ministerial review process does not include mailed notice, a public hearing, or a hearing on appeal, and therefore will allow the City to approve or deny applications for small wireless facilities in the public rights-of-way within the shot-clocks established by the FCC.

Conclusion: There are no state statutes that directly apply to the content of the proposed amendments, but the proposed amendments are in keeping with the State of Oregon's expressed policy regarding access to telecommunications and broadband services. The proposed amendments comply with the federal Telecommunications Act as interpreted by the Federal Communications Commission. Therefore, the proposed amendments meet Criterion A.2.

3. Applicable State-wide Planning Goals and Administrative Rules.

Finding 10: Goal 1 – Citizen Involvement calls for “the opportunity for citizens to be involved in all phases of the planning process.” The proposed amendments to SDC 4.3-145 are the subject of a legislative decision-making process with public hearings before the City's Planning Commission and City Council. The Planning Commission is scheduled to conduct a public hearing to consider the proposed amendment on November 20, 2016. The Planning Commission public hearing was advertised in the legal notices section of *The Register-Guard* on November 13, 2016. The recommendation of the Planning Commission will be forwarded to the Springfield City Council for consideration at a public hearing scheduled for December 3, 2016. Staff finds that the proposed text amendment is consistent with Goal 1.

Finding 11: Goal 2 – Land Use Planning outlines the basic procedures for Oregon's statewide planning program. In accordance with Goal 2, land use decisions are to be made in accordance with a comprehensive plan, and jurisdictions are to adopt suitable implementation ordinances that put the plan's policies into force and effect. As discussed under Criteria A.1., the City has adopted a comprehensive plan and the proposed amendments are consistent with that plan.

Finding 12: Goal 3 – Agricultural Land and Goal 4 – Forest Land apply to areas that are outside the City's Urban Growth Boundary, and are not applicable.

Finding 13: The proposed amendments do not alter the City's acknowledged land use regulations for complying with Goals 5 through 10. Therefore, these goals are not applicable to the proposed amendment.

Finding 14: Goal 11–Public Facilities and Services addresses the efficient planning and provision of public services such as sewer, water, law enforcement, and fire protection. Communications services are identified in Goal 11, but within the definition of urban facilities and services that are provided at the appropriate type and level to support planned development. Wireless telecommunications systems are not

listed among the public facilities that must be included in local public facilities plans. As explained under Criteria A.1, the proposed amendments reduce barriers to the deployment of new communications services within Springfield to meet future demand for wireless data services and access to broadband.

Finding 15: Goal 12 – Transportation requires the City to plan for the provision of a “safe, convenient and economic transportation system.” OAR 660-012-0060 requires that proposed amendments to a comprehensive plan or land use regulation that significantly affect an existing or planned transportation facility provide mitigation. The proposed amendments address small wireless facilities that are located in the public rights-of-way, but they will not significantly affect any existing or planned transportation facility because they will not affect the flow of traffic or transit services within the right-of-way, nor will they result in any increase in vehicle trips. The proposed amendments include requirements to protect traffic safety and pedestrian safety. The proposed text amendment does not affect the City’s ordinances, policies, plans, or studies adopted to comply with Goal 12 requirements. Therefore this action has no effect on the City’s acknowledged compliance with Goal 12.

Finding 16: Goal 13–Energy Conservation states that “land and uses developed on the land shall be managed and controlled so as to maximize the conservation of all forms of energy, based upon sound economic principles.” The proposed text amendment does not affect the City’s ordinances, policies, plans, or studies adopted to comply with Goal 13 requirements. Streamlining the standards and process for siting small wireless facilities in the public rights-of-way is likely to have no net effect on energy conservation because these facilities are likely to replace demand for new macrocell WTS facilities. Therefore, this action has no effect on the city’s acknowledged compliance with Goal 13.

Finding 17: Goal 14–Urbanization requires cities to estimate future growth rates and patterns, and to incorporate, plan, and zone enough land to meet the projected demands. The proposed amendments streamline development review for siting telecommunications infrastructure in the public right-of-way in compliance with Goal 14, and do not otherwise affect the City’s adopted ordinances, policies, plans, or studies adopted to comply with Goal 14 requirements.

Finding 18: Goal 15–Willamette River Greenway establishes procedures for administering the 300 miles of greenway that borders the Willamette River, including portions that are inside the City limits. The regulations in the City’s Willamette River Greenway Overlay District (SDC 3.3-300) and in SDC 4.3-145 allow low visibility and stealth facilities within the overlay. The proposed amendments to SDC 4.3-145 do not change or nullify the requirement for development proposals to comply with the City’s existing Willamette River Greenway regulations regardless of the underlying zoning, and to demonstrate compliance with Goal 15 requirements. Staff notes that this proposed amendment applies only to facilities located within existing public right-of-way inside the Springfield City limits. Small wireless facilities could be placed on existing or replacement utility poles, which would not result in any new disturbance of land or habitat. Any small wireless facilities that are proposed for new poles inside the Greenway Setback would require additional Discretionary Use approval under the provisions of SDC 3.3-300. Therefore, this action has no effect on the city’s acknowledged compliance with Goal 15.

Finding 19: Goals 16-19 – Estuarine Resources; Coastal Shorelands; Beaches and Dunes; and Ocean Resources; these goals do not apply to land within the Willamette Valley, including Springfield. Therefore, in the same way that Goals 3 and 4 do not apply in Springfield, Goals 16 through 19 do not apply in Springfield or to land use regulations adopted in Springfield.

Conclusion: The code amendments comply with applicable Statewide Planning Goals and Administrative Rules and therefore meet Criterion A.3.

CONCLUSION AND RECOMMENDATION

Based on the findings above, staff concludes that the proposed text amendment to SDC 4.3-145 comply with the applicable criteria of approval for amendments to the Springfield Development Code, under SDC 5.6-115. Staff recommend that the Planning Commission forward a recommendation to the City Council to adopt the proposed amendments.

Exhibit B

Proposed Code Amendments

The proposed code amendments are shown in legislative format (deleted text with strike-thru red font and new text with underline red font).

4.3-145 Wireless Telecommunications System (WTS) Facilities

A. Purpose. This Section is intended to:

- 1.** Implement the requirements of the Federal Telecommunications Act of 1996;
- 2.** Provide a uniform and comprehensive set of standards and review procedures for the placement, operation, alteration and removal of WTS facilities;
- 3.** Allow new WTS facilities where necessary to provide service coverage and there is a demonstrated need that cannot be met through existing facilities;
- 4.** Maximize the use of existing WTS facilities in order to minimize the need to construct additional facilities;
- 5.** Encourage the siting of new WTS facilities in preferred locations;
- 6.** Lessen impacts of new WTS facilities on surrounding residential areas; and
- 7.** Minimize visual impacts of new WTS facilities through careful design, configuration, screening, and innovative camouflaging techniques.

B. Applicability/Conflicts.

1. Applicability. This Section applies within Springfield's city limits and its Urban ~~Services Area~~Growth Boundary. No WTS facility may be constructed, altered (to include co-locations) or replaced, unless exempt, without complying with the requirements of this Section. Exempt facilities are listed in Subsection D. below.

2. Conflicts. In cases where:

a. The development standards of this Section conflict with other Sections of this Code, these standards will prevail.

EXCEPTION: In the Glenwood Riverfront, the WTS standards regarding type and height of the antenna will apply. All other aspects of the application submittal and review process specified in this Section will apply.

b. These development standards conflict with Federal and/or State regulations, the Federal and/or State regulations will prevail.

C. Pre-Existing WTS Facilities.

1. WTS facilities that lawfully existed prior to the adoption of the Ordinance codified in this Section shall be allowed to continue their use as they presently exist.

2. Routine maintenance will be permitted on lawful pre-existing WTS facilities as specified in Subsection D.1.

3. Lawfully existing WTS facilities may be replaced as specified in Subsection D.2.

D. Exemptions. The following shall be considered exempt structures or activities, however, all other applicable Federal, State and City permits will be required:

1. Emergency or routine repairs or routine maintenance of previously approved WTS facilities.

2. Replacement of existing previously approved WTS facilities.

a. A WTS facility may be replaced if it:

i. Is in the exact location of the facility being replaced;

ii. Is of a construction type identical in height, size, lighting and painting;

iii. Can accommodate the co-location of additional antennas or arrays;

iv. Does not increase radio frequency emissions from any source; and

v. Does not intrude or cause further intrusion into a setback area.

b. Those WTS facilities that cannot meet the replacement standard in Subsection D.2.a. will be treated as new construction, requiring Type I or III review as specified in Subsection H.

3. Industrial, scientific and medical equipment operating at frequencies designated for that purpose by the Federal Communications Commission.

4. Essential public telecommunications services: military, Federal, State, and local government telecommunications facilities.

5. Amateur and citizen band radio transmitters and antennas.
6. Military or civilian radar operating within the regulated frequency ranges for the purpose of defense or aircraft safety.
7. Antennas (including, but not limited to: direct-to-home satellite dishes; TV antennas; and wireless cable antennas) used by viewers to receive video programming signals from direct broadcast facilities, broadband radio service providers, and TV broadcast stations.
8. Low-powered networked telecommunications facilities that are less than 3 cubic feet total volume for all equipment. Such facilities include~~including~~, but are not limited to, microcell radio transceivers located on existing utility poles and light standards and strand-mounted wi-fi devices within public right-of-way.
9. Cell on Wheels (COW), which are permitted as temporary uses in nonresidential Metro Plan or 2030 Springfield Refinement Plan designations for a period not to exceed 14 days, or during a period of emergency as declared by the City, County, or State.

E. Definitions. The words and phrases used in this Section shall have the following meanings:

Antenna. Any system of wires, poles, rods, reflecting discs or similar devices designed for telephonic, radio, facsimile, data, or television telecommunications through sending and/or receiving of electromagnetic waves when the system is either external to or attached to the exterior of a structure. Antennas include, but are not limited to, devices having active elements extending in any direction, and directional beam-type arrays having elements carried by and disposed from a generally horizontal boom that may be mounted up and rotated through a vertical mast or tower interconnecting the boom and antenna support. All of the latter elements are part of the antenna.

Antenna Height. The vertical distance measured from the ground surface at grade to the tip of the highest point of the antenna on the proposed structure.

Antenna Support. Any pole, telescoping mast, tower, tripod or any other structure that supports a device used in the transmitting and/or receiving of electromagnetic waves.

Approval Authority.

1. Type I Review. Staff has the authority to approve new co-locations, equipment replacement, and applications for low visibility and stealth WTS facilities.
2. Type III Review. The Planning Commission and the City Council are the Approval Authority for applications to construct high and medium visibility WTS facilities within the city limits.

3. Type III Review. The Hearings Official, by agreement with Lane County, is the Approval Authority for high and medium visibility WTS facilities located outside the city limits but within the Springfield Urban Growth Boundary.

Camouflaged. Any WTS facility that is designed to blend into the surrounding environment. Examples of camouflaged facilities include, but are not limited to: architecturally screened roof-mounted antennas; building-mounted antennas painted to match the existing structure; antennas integrated into architectural elements; towers made to look like trees; and antenna support structures designed to look like flag poles or light poles.

Carrier. A company authorized by the FCC to build and/or operate a WTS facility.

Co-Location. The use of a single WTS tower for the placement of multiple antennas or related telecommunications equipment often involving different carriers.

Equipment Building, Shelter or Cabinet. A cabinet or building used to house associated equipment used by providers at a WTS facility. Associated equipment includes, but is not limited to, air conditioning and emergency generators.

Façade-Mounted Antenna. An antenna architecturally integrated into the façade of a building or structure.

Facility. A WTS facility.

Faux Tree. A WTS tower camouflaged to resemble a tree.

Guyed Tower. A WTS tower that is supported, in whole or in part, by guy wires and ground anchors.

High Visibility. The following WTS facilities are examples of high visibility facilities:

- 1.** Monopoles, lattice towers and guyed towers.
- 2.** Any WTS facilities that do not meet the definition of stealth, low visibility, or moderate visibility.

Lattice Tower. A guyed or self-supporting three or four sided, open, steel frame support structure used to support WTS equipment.

Low Visibility. The following are examples of low visibility WTS facilities that shall not exceed the height limit of the base zone and shall not increase the height of an existing WTS facility:

- 1.** Whip antennas not exceeding 6 feet in length or height, including mounting, and measuring no more than 3 inches in diameter, located on existing structures including, but not limited to, water storage tanks, high-voltage transmission towers,

utility towers and poles, sign standards, and roadway overpasses, with equipment cabinets that are screened from view.

2. Facilities, including equipment cabinets that are screened from view through the use of architectural treatments, including, but not limited to, cupolas, steeples and parapets, and are consistent with existing development on adjacent properties.
3. Additions to existing permitted low-visibility facilities, if the additions themselves meet the definition of low visibility and are designed to minimize visibility the WTS facility.
4. Changes to an existing building that are consistent with the building's architectural style and the equipment cabinets are not visible.

5. Small wireless facilities located on utility or light poles in the public right-of-way that meet the standards in section 4.3-145.F.28.a. through c.

Maintenance. Emergency or routine repairs or replacement of transmitters, antennas, or other components of previously approved WTS facilities that do not create a significant change in visual appearance or visual impact.

Microcells. These devices provide additional coverage and capacity where there are high numbers of users within urban and suburban macrocells. The antennas for microcells are mounted at street level, typically on the external walls of existing structures, lamp-posts, and other street furniture. Microcell antennas are usually smaller than macrocell antennas, and when mounted on existing structures, can often blend into building features. Microcells provide radio coverage over distances, typically between 100 meters and 1,000 meters, and operate at power levels substantially below those of macrocells.

Moderate Visibility. The following WTS facilities are examples of moderate visibility facilities:

1. Panel-shaped antennas not exceeding 8 feet in length or height that are flush-mounted to an existing building façade or other existing structure on at least one edge, or extend a maximum of 24 inches from the building façade or other structure at any edge, do not exceed the height of the building or other structure, and are designed to blend with the color, texture, and design of the existing building or structure, with equipment cabinets that are screened from view.
2. WTS facilities that are camouflaged, including, but not limited to, faux trees, flag poles, and light poles; provided, that the equipment building, shelter, or cabinet for the facility is screened or camouflaged.

Monopole. A WTS facility consisting of a single pole constructed for purposes of supporting 1 or more antennas without guy wires or ground anchors.

Panel or Directional Antenna. An antenna or array of antennas designed to concentrate a radio signal in a particular area.

Residential Zoning District. Any Springfield zoning district where single-family and or multi-family dwelling units are intended to be the dominate land use.

RF. Radio frequency.

Roof-Mounted Antenna. Any antenna with its support structure placed directly on the roof of any building or structure.

Screened. Concealed from view with a sight obscuring fence, wall or vegetation.

Service Area. The area served by a single WTS facility.

Side-Mounted Antennas. Those antennas that are mounted on the side of a tower structure at any height, and including both the antennas and equipment with protective radome coatings. This term also includes microwave dish antennas, solid or not, located at 150 feet or lower on a tower structure, regardless of the dish diameter. The term does not include solid microwave dish antennas exceeding 6 feet in diameter that are located above 150 feet on a tower structure.

Small Top-Mounted Antennas. Any antenna mounted on the top of a tower structure where the antenna is 20 feet or less in height and 6 inches or less in outside diameter.

Small Wireless Facility. A WTS facility located on an existing or proposed utility or light pole in City limits in the public right-of-way that meets the dimensional standards in section 4.3-145.F.28, typically taking the form of one or two small antennas and associated pole-mounted equipment.

Speculation Tower. An antenna support structure designed for the purpose of providing location mounts for WTS facilities, without a binding written commitment or executed lease from a service provider to utilize or lease space on the tower at the time the application is submitted.

Stealth. WTS facilities including, but not limited to, microcells, antennas, equipment cabinets, and any other ancillary equipment that cannot be seen from any street or any adjacent property, improved or unimproved, and that do not result in any apparent architectural changes or additions to existing buildings. The addition of landscaping, walls, fences, or grading as screening techniques does not make an otherwise visible WTS facility a stealth facility.

Telecommunications. The transmission, between or among points specified by the user, of information of the user's choosing, without change in the form or content of the information as sent and received.

Tower or WTS Tower. Any mast, pole, monopole, guyed tower, lattice tower, freestanding tower, or other structure designed and primarily used to support antennas, including utility and light poles in the public right-of-way when used to support antennas or small wireless facilities.

Whip Antenna. An antenna that transmits or receives signals in 360 degrees. Whip antennas are typically cylindrical in shape, less than 3 inches in diameter and no more than 6 feet long, including the mounting.

Wireless Telecommunications System (WTS) Facility. Any facility that transmits and/or receives electromagnetic waves, including, but not limited to, antennas, dish antennas, microwave antennas, and other types of equipment for the transmission or receipt of these signals, including, but not limited to, telecommunications towers and similar supporting structures, equipment cabinets or buildings, parking areas, and other accessory development. This definition also includes any facility that transmits radio or television signals. This definition does not apply to amateur radio stations as defined by the Federal Communications Commission, Part 97 of the Commission's Rules.

F. General Standards. The Federal Telecommunications Act of 1996 establishes limitations on the siting standards that local governments can place on WTS facilities. Section 704 of the Act states that local siting standards shall not:

- 1) "unreasonably discriminate among providers of functionally equivalent services"
- 2) "prohibit or have the effect of prohibiting the provision of personal wireless services."

All applications for WTS facilities are subject to the standards in this Section to the extent that they do not violate Federal limitations on local siting standards. Where application of the standards found in this Section constitutes a violation, the least intrusive alternative for providing coverage shall be allowed as an exception to the standards.

- 1.** Design for Co-Location. All new towers shall be designed to structurally accommodate the maximum number of additional users technically practicable.
- 2.** Demonstrated Need for New WTS Facilities. Applications shall demonstrate that the proposed WTS facility is necessary to close a significant gap in service coverage or capacity for the carrier and is the least intrusive means to close the significant gap.
- 3.** Lack of Coverage and Lack of Capacity. The application shall demonstrate that the gap in service cannot be closed by upgrading other existing facilities. In doing so, evidence shall clearly support a conclusion that the gap results from a lack of coverage and not a lack of capacity to achieve adequate service. If the proposed WTS facility is to improve capacity, evidence shall further justify why other methods for improving service capacity are not reasonable, available or effective.
- 4.** Identify the Least Intrusive Alternative for Providing Coverage. The application shall demonstrate a good faith effort to identify and evaluate less intrusive alternatives,

including, but not limited to, less sensitive sites, alternative design systems, alternative tower designs, the use of repeaters, or multiple facilities. Subsection F.5. defines the type of WTS facilities that are allowed in each zoning district.

5. Location of WTS Facilities by Type. Subsection E. defines various types of WTS facilities by their visual impact. These are: high visibility, moderate visibility, low visibility and stealth facilities. Table 4.3-1 lists the type of WTS facilities allowed in each of Springfield’s zoning districts.

Table 4.3-1

Zoning Districts	Types Allowed
Special Heavy Industrial Heavy Industrial Light-Medium Industrial Quarry Mining Operations	High visibility Moderate visibility Low visibility Stealth
Community Commercial Campus Industrial Booth Kelly Mixed Use Major Retail Commercial Mixed Use Employment Mixed Use Commercial Medical Service Public Land and Open Space (1)	Moderate visibility Low visibility Stealth
Neighborhood Commercial General Office Low Density Residential Medium Density Residential High Density Residential Mixed Use Residential	Low visibility Stealth

(1) Moderate visibility WTS facilities in the Public Land and Open Space District are allowed only within the city limits.

6. Maximum Number of High Visibility WTS Facilities. No more than 1 high visibility facility is allowed on any 1 lot/parcel.

EXCEPTION: The Approval Authority may approve exceeding the maximum number of high visibility facilities per lot/parcel if one of the following findings is made:

- a.** Co-location of additional high visibility facilities is consistent with neighborhood character;
- b.** The provider has shown that denial of an application for additional high visibility WTS facilities would have the effect of prohibiting service because the proposed facility would fill a significant gap in coverage and no alternative locations are available and technologically feasible; or

c. The provider has shown that denial of an application for additional high visibility WTS facilities would unreasonably discriminate among providers of functionally equivalent services.

7. Separation between Towers. No new WTS tower may be installed closer than 2,000 feet from any existing or proposed tower unless supporting findings can be made under Subsections F.2., 3. and 4. by the Approval Authority.

8. WTS Facilities Adjacent to Residentially Zoned Property. In order to ensure public safety, except for utility and light poles in the public right-of-way, all towers located on or adjacent to any residential zoning district shall be set back from all residential property lines by a distance at least equal to the height of the facility, including any antennas or other appurtenances. The setback shall be measured from that part of the WTS tower that is closest to the neighboring residentially zoned property.

9. Historic Buildings and Structures. No WTS facility shall be allowed on any building or structure, or in any district, that is listed on any Federal, State or local historic register unless a finding is made by the Approval Authority that the proposed facility will have no adverse effect on the appearance of the building, structure, or district. No change in architecture and no high or moderate visibility WTS facilities are permitted on any building or any site within a historic district. Proposed WTS facilities in the Historic Overlay District are also subject to the applicable provisions of Section 3.3-900.

10. Equipment Location. The following location standards shall apply to WTS facilities, except for small wireless facilities located in the public right-of-way:

a. No WTS facility shall be located in a front, rear, or side yard building setback in any base zone and no portion of any antenna array shall extend beyond the property lines;

b. Where there is no building, the WTS facility shall be located at least 30 feet from a property line abutting a street;

c. For guyed WTS towers, all guy anchors shall be located at least 50 feet from all property lines.

11. Tower Height. Towers may exceed the height limits otherwise provided for in this Code. However, all towers greater than the height limit of the base zone shall require Discretionary Use approval through a Type III review process, subject to the approval criteria specified in Subsection I.

12. Accessory Building Size. All accessory buildings and structures built to contain equipment accessory to a WTS facility shall not exceed 12 feet in height unless a greater

height is necessary and required by a condition of approval to maximize architectural integration. Each accessory building or structure located on any residential or public land and open space zoned property is limited to 200 square feet, unless approved through the Discretionary Use process.

13. Visual Impact. All WTS facilities shall be designed to minimize the visual impact to the greatest extent practicable by means of placement, screening, landscaping, and camouflage. All facilities shall also be designed to be compatible with existing architectural elements, building materials, and other site characteristics. The applicant shall use the least visible antennas reasonably available to accomplish the coverage objectives. All high visibility and moderate visibility facilities shall be sited in a manner to cause the least detriment to the viewshed of abutting properties, neighboring properties, and distant properties.

14. Minimize Visibility. Colors and materials for WTS facilities shall be nonreflective and chosen to minimize visibility. Facilities, including support equipment and buildings, shall be painted or textured using colors to match or blend with the primary background, unless required by any other applicable law.

15. Camouflaged Facilities. All camouflaged WTS facilities shall be designed to visually and operationally blend into the surrounding area in a manner consistent with existing development on adjacent properties. The facility shall also be appropriate for the specific site. In other words, it shall not “stand out” from its surrounding environment.

16. Façade-Mounted Antenna. Façade-mounted antennas shall be architecturally integrated into the building design and otherwise made as unobtrusive as possible. If possible, antennas shall be located entirely within an existing or newly created architectural feature so as to be completely screened from view. Façade-mounted antennas shall not extend more than 2 feet out from the building face.

17. Roof-Mounted Antenna. Roof-mounted antennas shall be constructed at the minimum height possible to serve the operator’s service area and shall be set back as far from the building edge as possible or otherwise screened to minimize visibility from the public right-of-way and adjacent properties.

18. Compliance with Photo Simulations. As a condition of approval and prior to final staff inspection of the WTS facility, the applicant shall submit evidence, e.g., photos, sufficient to prove that the facility is in substantial conformance with photo simulations provided with the initial application. Nonconformance shall require any necessary modification to achieve compliance within 90 days of notifying the applicant.

19. Noise. Noise from any equipment supporting the WTS facility shall comply with the regulations specified in OAR 340-035-0035.

20. Signage. No signs, striping, graphics, or other attention-getting devices are permitted on any WTS facility except for warning and safety signage that shall:

- a.** Have a surface area of no more than 3 square feet;
- b.** Be affixed to a fence or equipment cabinet; and
- c.** Be limited to no more than 2 signs, unless more are required by any other applicable law.

21. Traffic Obstruction. Maintenance vehicles servicing WTS facilities located in the public or private right-of-way shall not park on the traveled way or in a manner that obstructs traffic.

22. Parking. No net loss in required on-site parking spaces shall occur as a result of the installation of any WTS facility.

23. Sidewalks and Pathways. Cabinets and other equipment shall not impair pedestrian use of sidewalks or other pedestrian paths or bikeways on public or private land.

24. Lighting. WTS facilities shall not include any beacon lights or strobe lights, unless required by the Federal Aviation Administration (FAA) or other applicable authority. If beacon lights or strobe lights are required, the Approval Authority shall review any available alternatives and approve the design with the least visual impact. All other site lighting for security and maintenance purposes shall be shielded and directed downward, and shall comply with the outdoor lighting standards in Section 4.5-100, unless required by any other applicable law.

25. Landscaping. For WTS facilities with towers that exceed the height limitations of the base zone, at least 1 row of evergreen trees or shrubs, not less than 4 feet high at the time of planting, and spaced out not more than 15 feet apart, shall be provided in the landscape setback. Shrubs shall be of a variety that can be expected to grow to form a continuous hedge at least 5 feet in height within 2 years of planting. Trees and shrubs in the vicinity of guy wires shall be of a kind that would not exceed 20 feet in height or would not affect the stability of the guys. In all other cases, the landscaping, screening and fence standards specified in Section 4.4-100 shall apply.

26. Prohibited WTS Facilities.

- a.** Any high or moderate visibility WTS facility in the Historic Overlay District.
- b.** Any WTS facility in the public right-of-way that severely limits access to abutting property, which limits public access or use of the sidewalk, or which constitutes a vision clearance violation.

- c. Any detached WTS facility taller than 150 feet above finished grade at the base of the tower.

27. Speculation. No application shall be accepted or approved for a speculation WTS tower, i.e., from an applicant that simply constructs towers and leases tower space to service carriers, but is not a service carrier, unless the applicant submits a binding written commitment or executed lease from a service carrier to utilize or lease space on the tower.

28. Small Wireless Facilities in the Public Right-of-Way. Small wireless facilities in the public right-of-way must comply with the following standards:

- a. The structure to which a small wireless facility is attached must be:
 - i. A utility or light pole 50 feet or less in height, including antenna height; or
 - ii. A light pole no more than 10% taller than the existing light pole or closest adjacent light pole, including antenna height; or
 - iii. A utility pole no more than 10% taller than the existing utility pole or the closest adjacent utility pole, including antenna height.
- b. Each antenna associated with the small wireless facility, excluding associated antenna equipment, must be no more than 3 cubic feet in volume. Antenna equipment includes only such equipment that is associated with, and accessory to, the antenna that is located in the same position on a pole as the antenna, is installed at the same time as the antenna, which the antenna requires to function.
- c. All wireless equipment associated with the structure other than the antenna, including the wireless equipment associated with the antenna and any pre-existing associated equipment on the structure, must be no more than 28 cubic feet in volume.
- d. No more than a total of two antennas or antenna arrays may be located on a single pole.
- e. Antennas may not project more than five feet above or two feet laterally from the pole. Omni-directional antennas mounted above the pole may not exceed the diameter of the pole on which they are attached.
- f. All equipment must be mounted to the pole at least 10 feet above grade. Alternately, equipment may be located in an underground vault or another location on the pole upon approval by the City Engineer.
- g. Other than the antenna, antenna equipment and power disconnect, all pole-mounted equipment must be concealed in a single flush-mounted

cabinet that complies with the dimensional standards in this section or otherwise entirely shielded from public view. EXCEPTION: Multiple equipment cabinets on a single pole are permitted only when necessary to comply with the pole owner's joint use requirements.

- h. All cabling and wires that run between the antenna and equipment must be concealed or shielded inside conduit.
- i. All antennas, equipment, conduit, cabling, cabinets and ancillary parts must be painted or textured in a non-reflective neutral color that matches the pole.
- j. Where there are no existing overhead utilities, utility service lines and backhaul fiber must be located underground, unless approved otherwise by the City Engineer.
- k. All new or replacement utility or light poles in the public right-of-way that are proposed for the purpose of attaching small wireless facilities must comply with the following:
 - i. A replacement utility or light pole must be placed in the same location as the existing pole, unless minor adjustments to location are needed to comply with ADA requirements or for public safety, as determined by the City Engineer.
 - ii. A new utility or light pole is permitted only when no other existing utility or light pole is available or suitable to accommodate the small wireless facility, and no other utility or light pole is available or suitable to be replaced or modified to accommodate the small wireless facility.
 - iii. The location of a new utility or light pole must not be located in a sidewalk or vision clearance area; must not interfere with other utilities, traffic control devices, or intersections; and must be safe, as determined by the City Engineer.
- l. Small wireless facilities are not permitted on decorative light poles and no decorative light poles will be removed or replaced to accommodate small wireless facilities. EXCEPTION: Upon a determination that no other option is available for meeting an identified capacity or coverage need, including locating the small wireless facility on private property outside the public right-of-way, the City will permit replacement of a decorative light pole with a small wireless facility that is camouflaged to match the existing decorative pole.

G. Application Submittal Requirements. All applications for a WTS facility shall provide the following reports, documents or documentation:

1. Submittal Requirements for Low Visibility and Stealth Facilities (Type I review). All applications for low visibility and stealth WTS facilities shall submit the following reports and documentation:

a. Narrative. The application shall include a written narrative that describes in detail all of the equipment and components proposed to be part of the WTS facility, including, but not limited to, towers, antennas and arrays, equipment cabinets, back-up generators, air conditioning units, lighting, landscaping and fencing.

b. Geographic Service Area. The applicant shall identify the geographic service area for the proposed WTS facility, including a map showing all of the applicant's and any other existing sites in the local service network associated with the gap the facility is meant to close. The applicant shall describe how this service area fits into and is necessary for the service provider's service network.

The service area map for the proposed WTS facility shall include the following:

- i.** The area of significant gap in the existing coverage area;
- ii.** The service area to be effected by the proposed WTS facility;
- iii.** The locations of existing WTS tower facilities where co-location is possible within a 5-mile radius of the proposed WTS facility.

c. Co-Location. An engineer's analysis/report of the recommended site location area is required for the proposed WTS facility. For small wireless facilities in the public right-of-way, this report is required only when a new utility or light pole is proposed. If an existing structure approved for co-location is within the area recommended by the engineer's report, reasons for not collocating shall be provided demonstrating at least one of the following deficiencies:

- i.** The structure is not of sufficient height to meet engineering requirements;
- ii.** The structure is not of sufficient structural strength to accommodate the WTS facility, or there is a lack of space on all suitable existing towers to locate proposed antennas;
- iii.** Electromagnetic interference for one or both WTS facilities will result from co-location; or
- iv.** The radio frequency coverage objective cannot be adequately met.

d. Plot Plan. A plot plan showing: the lease area, antenna structure, height above grade and setback from property lines, equipment shelters and setback from property lines, access, the connection point with the land line system, and all landscape areas intended to screen the WTS facility.

e. RF Emissions. An engineer's statement that the RF emissions at grade, or at nearest habitable space when attached to an existing structure, complies with FCC rules for these emissions; the cumulative RF emissions if co-located. Provide the RF range in megahertz and the wattage output of the equipment.

f. Description of Service. A description of the type of service offered including, but not limited to: voice, data, video and the consumer receiving equipment.

g. Provider Information. Identification of the provider and backhaul provider, if different.

h. Zoning and Comprehensive Plan Designation. Provide the zoning and applicable comprehensive plan (e.g., Metro Plan, 2030 Springfield Refinement Plan) designation of the proposed site and the surrounding properties within 500 feet.

i. FCC, FAA or Other Required Licenses and Determinations. Provide a copy of all pertinent submittals to the FCC, FAA or other State or Federal agencies including environmental assessments and impact statements, and data, assumptions, calculations, and measurements relating to RF emissions safety standards.

j. Small Wireless Facilities in the Public Right-of-Way. Applications for small wireless facilities in City limits in the public right-of-way must also include:

i. A structural report stamped by an Oregon licensed engineer that the utility or light pole can structurally accommodate the proposed small wireless facility; For attachment to existing utility or light poles, the engineer who authors and stamps the report must have conducted an in-person inspection of the pole and any issues with the condition of the pole must be noted in the report;

ii. A photo simulation showing the maximum silhouette, color and finish of the proposed facility;

iii. For poles that are not owned by the City of Springfield, a copy of the existing or proposed pole attachment agreement or facility lease; and

iv. All necessary permits and applications required under the Springfield Municipal Code, which may be processed concurrently.

2. Submittal Requirements for Moderate and High Visibility Facilities (Type III Review). Applications for moderate and high visibility WTS facilities shall require all of

the required materials for low visibility and stealth WTS facilities specified in Subsection G.1. In addition to the applicable Site Plan and Discretionary Use application requirements, WTS applications shall require the applicant to address the following:

- a.** Height. Provide an engineer's diagram showing the height of the WTS facility and all of its visible components, including the number and types of antennas that can be accommodated. Carriers shall provide evidence that establishes that the proposed WTS facilities are designed to the minimum height required from a technological standpoint to meet the carrier's coverage objectives. If the WTS facility tower height will exceed the height restrictions of the applicable base zone, the narrative shall include a discussion of the physical constraints, e.g., topographical features, making the additional height necessary. The narrative shall include consideration of the possibility for design alternatives, including the use of multiple sites or microcell technology that would avoid the need for the additional height for the proposed WTS facility.
- b.** Construction. Describe the anticipated construction techniques and timeframe for construction or installation of the WTS facility to include all temporary staging and the type of vehicles and equipment to be used.
- c.** Maintenance. Describe the anticipated maintenance and monitoring program for the antennas, back-up equipment, and landscaping.
- d.** Noise/Acoustical Information. Provide the manufacturer's specifications for all noise-generating equipment including, but not limited to, air conditioning units and back-up generators, and a depiction of the equipment location in relation to abutting properties.
- e.** Landscaping and Screening. Discuss how the proposed landscaping and screening materials will screen the site at maturity.
- f.** Co-Location. In addition to the co-location requirements specified in Subsection G.1.c., the applicant shall submit a statement from an Oregon registered engineer certifying that the proposed WTS facility and tower, as designed and built, will accommodate co-locations, and that the facility complies with the non-ionizing electromagnetic radiation emission standards as specified by the FCC. The applicant shall also submit:
 - i.** A letter stating the applicant's willingness to allow other carriers to co-locate on the proposed facilities wherever technically and economically feasible and aesthetically desirable;
 - ii.** A copy of the original Site Plan for the approved existing WTS facility updated to reflect current and proposed conditions on the site; and

- [illegible]

b. The scope of the independent consultation shall focus on the applicant's alternatives analysis. The consultant will evaluate conclusions of applicant's analysis to determine if there are alternative locations or technologies that were not considered or which could be employed to reduce the service gap but with less visual or aesthetic impact. There may be circumstances where this scope may vary but the overall objective shall be to verify that the applicant's proposal is safe and is the least impactful alternative for closing the service gap.

c. The applicant shall be informed of the Director's decision about the need for an independent consultation at the time of the Pre-Submittal Meeting that is required under Section 5.1-120C. It is anticipated that the independent consultation will be required when the applicant proposes to locate a moderate or high visibility WTS facility in a residential zoning district or within 500 feet of a residential zoning district. Other instances where a proposed WTS facility may have a visual or aesthetic impact on sensitive neighborhoods could also prompt the Director to require an independent consultation.

H. Review Process. The review process is determined by the type of WTS facility or activity that is proposed. High or moderate visibility WTS facilities, defined in Subsection E., require Type III Planning Commission or Hearings Official review. Low visibility or stealth facilities, and the co-location of new equipment of existing facilities are allowed under a Type I staff review with applicable building or electrical permits. Routine equipment repair and maintenance do not require planning review; however, applicable building and electrical permits are required.

1. Development Issues Meeting. A Development Issues Meeting (DIM) as specified in Subsection 5.1-120A. is required only for high and moderate visibility WTS facility applications. Applicable development standards as specified in Subsection F. and submittal requirements as specified in Subsection G., will be discussed at the DIM.

2. Type I Review Process. The following WTS facilities are allowed with the approval of the Director with applicable building and electrical permits:

a. Stealth and low visibility WTS facilities, as defined in Subsection E., in any zoning district.

b. Façade-mounted antennas or low powered networked telecommunications facilities, e.g., as those employing microcell antennas integrated into the architecture of an existing building in a manner that no change to the architecture is apparent and no part of the WTS facility is visible to public view.

c. Antennas or arrays that are hidden from public view through the use of architectural treatments, e.g., within a cupola, steeple, or parapet which is consistent with the applicable building height limitation.

d. New antennas or arrays including side-mounted antennas and small top-mounted antennas that are attached to an existing broadcast communication facility located in any zone. No more than 3 small top-mounted antennas shall be placed on the top of any one facility without a Type III review.

e. To minimize adverse visual impacts associated with the proliferation and clustering of towers, co-location of antennas or arrays on existing towers shall take precedence over the construction of new towers, provided the co-location is accomplished in a manner consistent with the following:

i. An existing tower may be modified or rebuilt to a taller height to accommodate the co-location of additional antennas or arrays, as long as the modified or rebuilt tower will not exceed the height limit of the applicable zoning district. Proposals to increase the height of a tower in a residential zoning district, or within 500 feet of a residential zoning district shall be reviewed under a Type III process. The height change may only occur one time per tower.

ii. An existing tower that is modified or reconstructed to accommodate the co-location of additional antennas or arrays shall be of the same tower type and reconstructed in the exact same location as the existing tower.

f. ~~WTS-Small wireless~~ facilities proposed within the public right-of-way on an existing, modified, or replacement utility or light pole in any zoning district in City limits, that meet the standards in section 4.3-145.F.28., so long as they meet all of the following:

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~~**i.** The antennas do not project more than 24 inches above the existing utility pole support structure;~~

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~~**ii.** No more than a total of 2 antennas or antenna arrays are located on a single pole; and~~

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~~**iii.** The equipment cabinet is no larger than 6 cubic feet and is concealed from public view by burying or screening by means other than walls or fences.~~

g. Co-location of antennas or arrays on existing WTS facilities.

h. The Director will use the applicable criteria specified in Subsection I. to evaluate the proposal.

3. Type III Review Process. The Planning Commission or Hearings Official review and approve a Discretionary Use application and a concurrently processed Site Plan Review application for the following WTS facilities:

- a.** High visibility and moderate visibility WTS facilities.
 - b.** All other locations and situations not specified in Subsections H.2. and 3.
 - c.** The Planning Commission or Hearings Official will use the applicable criteria specified in Subsection I. in place of the Discretionary Use criteria in Section 5.9-120 to evaluate the proposal.
- 4.** Council Notification and Possible Review.
 - a.** A briefing memorandum shall be prepared and submitted to the City Council upon receipt of an application for a high or moderate visibility or any other WTS facility subject to review by the Planning Commission. By action of the City Council, an application for a facility proposed within the city limits may be elevated for direct City Council review. In those instances where an application is elevated for direct review, the City Council shall be the Approval Authority and will use the applicable criteria specified in Subsection I. in place of the Discretionary Use criteria in Section 5.9-120 to evaluate the proposal.
 - b.** By agreement with Lane County, the Hearings Official shall be the Approval Authority for applications outside of the city limits but inside of the Springfield Urban Growth Boundary. The Hearings Official will use the applicable criteria specified in Subsection I. in place of the Discretionary Use criteria in Section 5.9-120 to evaluate the proposal.
- I.** Approval Criteria.
 - 1.** Low Visibility and Stealth WTS Facility Applications. The Director shall approve the low visibility and stealth WTS facility applications upon a determination that the applicable standards specified in Subsection F. and the submittal requirements specified in Subsection G. are met.
 - 2.** Moderate and High Visibility WTS Facility Applications. The Approval Authority shall approve moderate visibility and high visibility WTS facility applications upon a determination that the applicable standards specified in Subsection F. and the submittal requirements specified in Subsection G. are met. Through the Discretionary Use review, the Approval Authority shall also determine if there are any impacts of the proposed WTS facility on adjacent properties and on the public that can be mitigated through application of other Springfield Development Code standards or conditions of approval as specified in Subsection J.
- J.** Conditions of Approval. For Type III applications, the Approval Authority may impose any reasonable conditions deemed necessary to achieve compliance with the approval criteria as allowed by Section 5.9-125.

K. Maintenance. The property owner and the carrier in charge of the WTS facility and tower shall maintain all equipment and structures, landscaping, driveways and mitigating measures as approved. Additionally:

- 1.** All WTS facilities shall maintain compliance with current RF emission standards of the FCC, the National Electric Safety Code, and all State and local regulations.
- 2.** All equipment cabinets shall display a legible operator's contact number for reporting maintenance problems.

L. Inspections.

- 1.** The City shall have the authority to enter onto the property upon which a WTS facility is located to inspect the facility for the purpose of determining whether it complies with the Building Code and all other construction standards provided by the City and Federal and State law.
- 2.** The City reserves the right to conduct inspections at any time, upon reasonable notice to the WTS facility owner. In the event the inspection results in a determination that violation of applicable construction and maintenance standards established by the City has occurred, remedy of the violation may include cost recovery for all City costs incurred in confirming and processing the violation.

M. Abandonment or Discontinuation of Use. The following requirements apply to the abandonment and/or discontinuation of use for all WTS facilities:

- 1.** All WTS facilities located on a utility pole shall be promptly removed at the operator's expense at any time a utility is scheduled to be placed underground or otherwise moved.
- 2.** All operators who intend to abandon or discontinue the use of any WTS facility shall notify the City of their intentions no less than 60 days prior to the final day of use.
- 3.** WTS facilities shall be considered abandoned 90 days following the final day of use or operation.
- 4.** All abandoned WTS facilities shall be physically removed by the service provider and/or property owner no more than 90 days following the final day of use or of determination that the facility has been abandoned, whichever occurs first.
- 5.** The City reserves the right to remove any WTS facilities that are abandoned for more than 90 days at the expense of the facility owner.
- 6.** Any abandoned site shall be restored to its natural or former condition. Grading and landscaping in good condition may remain.

N. Review of WTS Facilities Standards. In the event that the Federal or State government adopts mandatory or advisory standards more stringent than those described in this Section, staff will prepare a report and recommendation for the City Council with recommendations on any necessary amendments to the City's adopted standards.

AGENDA ITEM SUMMARY**SPRINGFIELD
COMMITTEE FOR CITIZEN INVOLVEMENT**

Meeting Date: 11/20/2018
Meeting Type: Regular Meeting
Staff Contact/Dept.: Mark Rust/DPW
Staff Phone No: 541-726-3654
Estimated Time: 45 minutes
Council Goals: Encourage Economic Development and Revitalization through Community Partnerships

ITEM TITLE: DEVELOPMENT CODE UPDATE PROJECT

ACTION REQUESTED: Provide input on and potentially approve the Community Engagement Plan for the Development Code Update Project.

ISSUE STATEMENT: Staff would is seeking input and approval from the Committee for Citizen Involvement in regard to the Community Engagement Plan for the Development Code Update Project.

ATTACHMENTS: Attachment 1 – Communication Memorandum
Attachment 2 – Draft Community Engagement Plan

DISCUSSION: The Community Engagement Plan for the Development Code Update Project will provide for broad community outreach, a Governance Committee, and Technical Advisory Committee to gather critical input from members of the community.

The Community Engagement goals are to:

- Ensure the Springfield community has opportunities to be informed about the project
 - Ensure the Springfield community has opportunities to provide input on the project.
 - Educate the community on the key issues related to the Development Code.
 - Foster and sustain a collaborative and mutually respectful process while completing the Development Code Update Project.
 - Communicate complete, accurate, understandable, and timely information to the community and partners throughout the Development Code Update Project.
 - Demonstrate how input has influenced the process and is incorporated into the final Development Code Update.
 - Adhere to the City of Springfield community engagement guiding principles.
-

COMMUNICATION MEMORANDUM**SPRINGFIELD
COMMITTEE FOR CITIZEN INVOLVEMENT**

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ITEM TITLE DEVELOPMENT CODE UPDATE PROJECT

BACKGROUND

In February of 2017 the City Council started discussing with staff ideas around updating the Springfield Development Code. At the time the Council began to articulate the city's goals for updating the code and endorsed a complete rewrite of the code. In June of 2017 the Council adopted the Fiscal Year 2018 budget that included funding for a project manager for the development code update project. The City was unable to recruit a project manager at that time.

In November of 2017 the City Council worked with staff to identify the priorities for the project and establish guiding principles. The Council provided input on expectations for the project.

On September 10, 2018 Council was introduced to the project manager, selected from in-house staff, and reviewed the preliminary project concepts including the Project Objectives and the Project Purpose.

On September 18, 2018 the Planning Commission was introduced to the project manager and project concepts. On October 1 and November 5, 2018 the City Council provided additional input on the project work plan.

On November 6, 2018 staff received input from the Committee for Citizen Involvement on the formation of the Technical Advisory Committee for the Development Code Update Project.

DISCUSSION

A Community Engagement Plan is being presented for the Development Code Update project. In addition to the broad community outreach that is outlined in the Community Engagement Plan, staff is forming a Governance Committee and Technical Advisory Committee for the project to gather critical input from members of the community. A list of participant positions for the Technical Advisory Committee is included in the attached Community Engagement Plan.

Staff is requesting input on and ultimately approval of the Community Engagement Plan.

NEXT STEPS

Staff is scheduled to return to the Committee for Citizen Involvement on December 18, 2018 for approval of the Technical Advisory Committee membership for the Development Code Update Project.

**RECOMMENDED
ACTION**

Staff is seeking input and approval from the Committee for Citizen Involvement for the Community Engagement Plan for the Development Code Update Project.

City of Springfield: Development Code Update Project

Community Engagement Plan - Draft

The Community Engagement Plan will serve as a guide for outreach and public involvement activities for the Development Code Update Project.

I. Introduction

The Community Engagement Plan describes activities that the City of Springfield will implement to ensure that interested and affected parties have adequate opportunities to provide meaningful input to the Development Code Update Project.

The Community Engagement Plan highlights the expected outcomes, and is designed with the general public, decision makers, technical advisory committee members, and the project team in mind as the intended audience.

The Purpose of the Development Code Update Project is to change the Springfield Development Code to support efficient, timely, and clear development review. The updated Development Code will support Springfield's economic development priorities and will honor Springfield's home town feel now and in the future.

II. Public Involvement Principles

Community Engagement Goals

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

The Community Engagement goals are to:

- Ensure the Springfield community has opportunities to be informed about the project
- Ensure the Springfield community has opportunities to provide input on the project.
- Educate the community on the key issues related to the Development Code.
- Foster and sustain a collaborative and mutually respectful process while completing the Development Code Update Project.
- Communicate complete, accurate, understandable, and timely information to the community and partners throughout the Development Code Update Project.
- Demonstrate how input has influenced the process and is incorporated into the final Development Code Update.
- Adhere to the City of Springfield community engagement guiding principles.

III. Project Objectives

The established project objectives were developed in conjunction with the Springfield City Council and Planning Commission.

1. Enable quick review of development applications.
2. Be easy to understand with clear code language presented in a user-friendly format.
3. Provide a straight-forward processing path to development decisions.
4. Support/further economic development in all sectors.
5. Protect and enhance the beauty of our city to boost or stabilize property values, encourage investment, and improve the image of the community.
6. Comply with mandatory regulatory requirements.
7. Implement the City's adopted policies.

IV. 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 Engagement Plan can be updated to include feedback and themes from the various phases of the project.

- The City of Springfield is committed to:
 - Reducing development impediments to allow for efficient utilization of the land supply inside the Urban Growth Boundary.
 - Updating regulatory options and development standards to encourage and facilitate development including more housing options for all income levels.
 - Enhancing the quality and affordability of residential development.
 - Promoting compact, orderly, and efficient urban development.
 - Making development decision predictable, fair, and cost-effective.
 - Promoting efficient and economical patterns of mixed land uses and development densities.
 - Broadening, improving, and diversifying the Springfield economy while maintaining or enhancing environmental quality and Springfield's natural heritage.
- There will be multiple ways and opportunities for the Springfield community to receive project information and provide input on the project.

V. Engagement Strategies

Communication Engagement Strategies

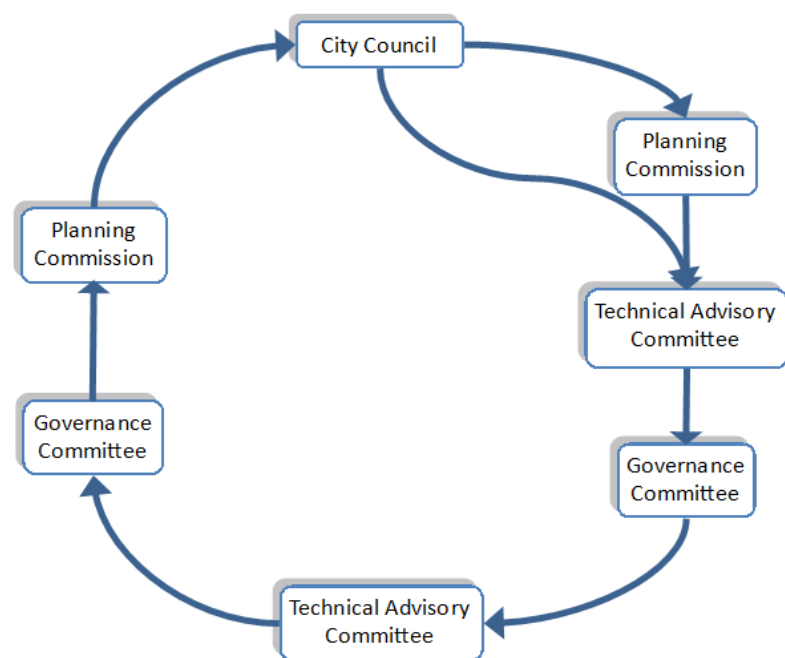
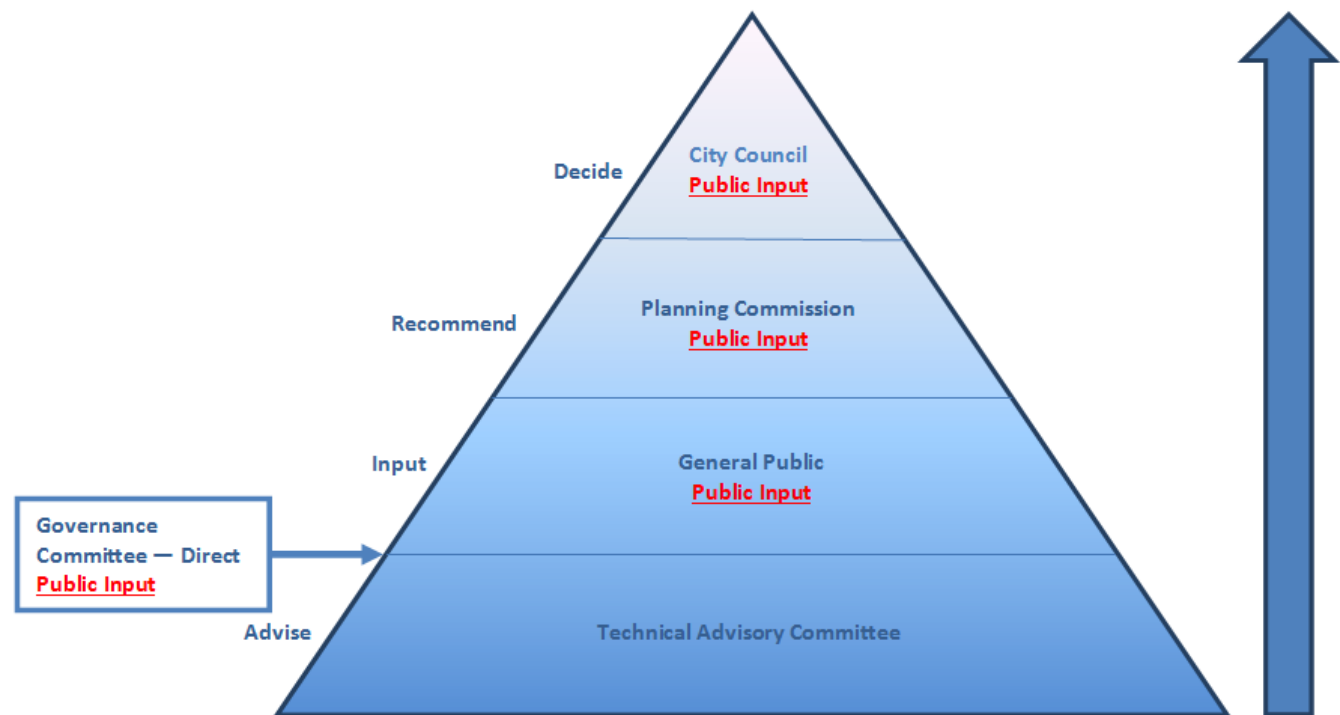
The activities listed below highlight the specific communication strategies that are anticipated to be used throughout the Development Code Update Project.

Community Engagement Activities	Purpose	Timeline	Level of Public Engagement
Project webpage	Provides project information in one location.	Established 11/2018	Inform
E-Newsletter article(s)	Provide project information on specific topics or issues.	Edition(s) TBD	Inform
E-update	Establish online sign up mechanism	Late 2018	Inform
Social Media Campaign	Build overall awareness and promote project activities and findings.	On-going/as needed	Inform
Factsheet/FAQ's	Provide information about project and answer common questions.	Develop and update as needed	Inform
Open House – Online or in person	Introduce project, present existing conditions and gather feedback	Date(s) based on project timeline	Consult, gather feedback
Talking points	Convey main points of project	As needed	Inform
Media release	Announce timely information	As needed	Inform
Presentations/Events	Provide project information and receive feedback	As opportunities arise	Inform and gather feedback
Mailings/postcards	Provide information, invite to participate, request feedback	Create based on project timeline, update as needed	Inform
One-on-One meetings	Provide information, gather feedback	As appropriate	Inform and gather information
Survey	To gather information and feedback	At the end of the project	Gather feedback
Analytics	Evaluate effectiveness of outreach	On-going	Analysis
Debrief meetings	After key project milestones	As needed	Analysis

VI. Public Involvement Process

Advisory Bodies & Decision-Making Structure

The decision making structure is represented by the graphics below. The structure is designed to ensure that the community is engaged and consulted, and that the Springfield City Council and committees have the benefit of that community input at major milestones of the project.



Each phase of the project, Housing, Commercial/Industrial, and Other, will go through a similar process as represented in these graphics.

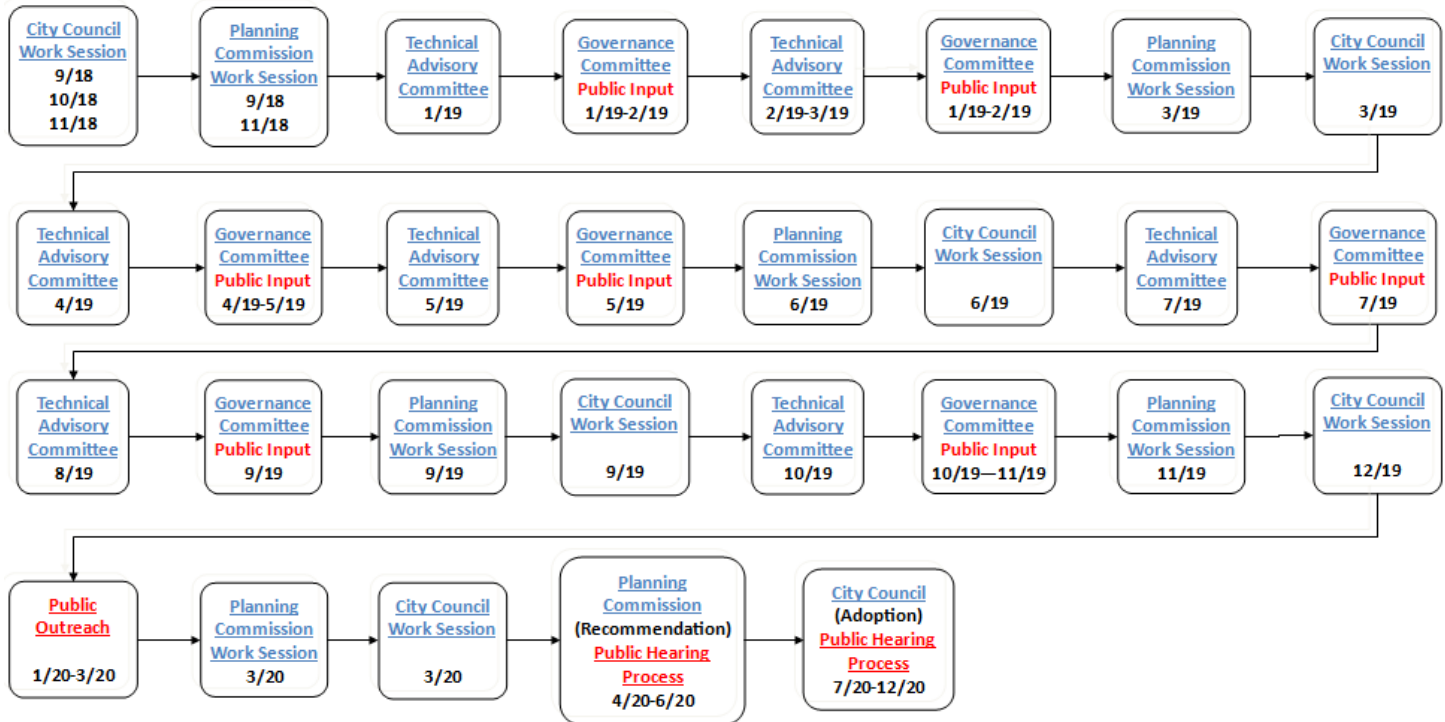
- The Technical Advisory Committee will perform an analysis of the existing code and new code concepts and provide technical advice on how changes could be made.
- The Governance Committee will identify key issues and provide direction on areas of focus and opportunities at a policy level.
- The public will be engaged throughout the project as highlighted above in the engagement strategies. A concerted public outreach effort will seek input from the public on concepts and draft code language that is developed during each phase. All of this input will feed into a public hearing draft code that

will be presented to the Planning Commission. The Planning Commission will conduct a public hearing process and make a recommendation to the City Council. The City Council will conduct a second public hearing process and take into consideration the Planning Commission recommendation as well as additional public input to make a final decision.

Process

The following diagram represents an example of how the dynamic process of the decision making between the different participants might look for the housing portion of the code update process.

Housing Code Update Process



Decision-Making Groups

Springfield City Council: The Springfield City Council has oversight and decision making responsibilities for the Project. The project team will provide briefings to the City Council and solicit feedback and guidance at regular check in meetings, either quarterly or on an as needed basis. The Springfield City Council holds the ultimate local authority on the approval and adoption of the final Development Code.

Governance Committee: A Governance Committee will be established to provide informed direction on the Project to the Project Core Team. The Governance Committee will be comprised of two City Councilors and two Planning Commissioners. One role of the Governance Committee will be to provide an additional opportunity for the public to provide input. The committee members will provide updates to their respective bodies (Planning Commission and Council).

Planning Commission: The Springfield Planning Commission will provide recommendations to the City Council on the draft project materials. The Planning Commission will act in its capacity as the Committee for Citizen Involvement (CCI) to approve the Community Engagement Plan. Throughout the process the Planning Commission will conduct meetings and a public hearing that will provide opportunity for public input.

Advisory Group

Technical Advisory Committee (TAC): The role of the Technical Advisory Committee 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.

Membership: Upon formation, the TAC will be comprised of various interests from within the community. The Project Core Team will actively reach out to potential participants to invite them to the TAC. There will be multiple compositions of the Technical Advisory Committee over the life of the project. At the outset a Housing related TAC will be formed. Later on a TAC focused on Economic Development, and finally a TAC to address may other areas of the Development Code. It is also anticipated that focus groups related to specific topic areas may be formed to address identified areas of the Development Code.

Part of the TAC will include City staff, other government agencies staff, and utility provider participants on an as needed and topic specific basis. TAC meetings will be open to the public for observation.

Members of the TAC will be invited to representative the following areas:

Housing participants:

1. Home Builders Association of Lane County
2. Residential developer
3. Residential contractor
4. Non-profit housing developer
5. Consultant (land use, engineering, architect, etc.)
6. Springfield Realtors Association - residential realtor
7. Historic Commission
8. Housing/low cost housing advocate
9. American Disabilities Act (ADA) representative
10. Insurance/financing representative
11. Property management/multi-family housing developer

Economic development participants:

1. Springfield Chamber of Commerce
2. Commercial Industrial Developer
3. Commercial/industrial contractor
4. Business owner
5. Consultant (land use, engineering, architect, etc.)
6. Commercial realtor
7. Commercial appraiser

Utility provider participants (as needed on a topic specific basis):

1. SUB Water
2. SUB Electric
3. Rainbow Water District
4. Comcast
5. Charter
6. EWEB
7. Sanipac
8. NW Natural Gas

Government agencies:

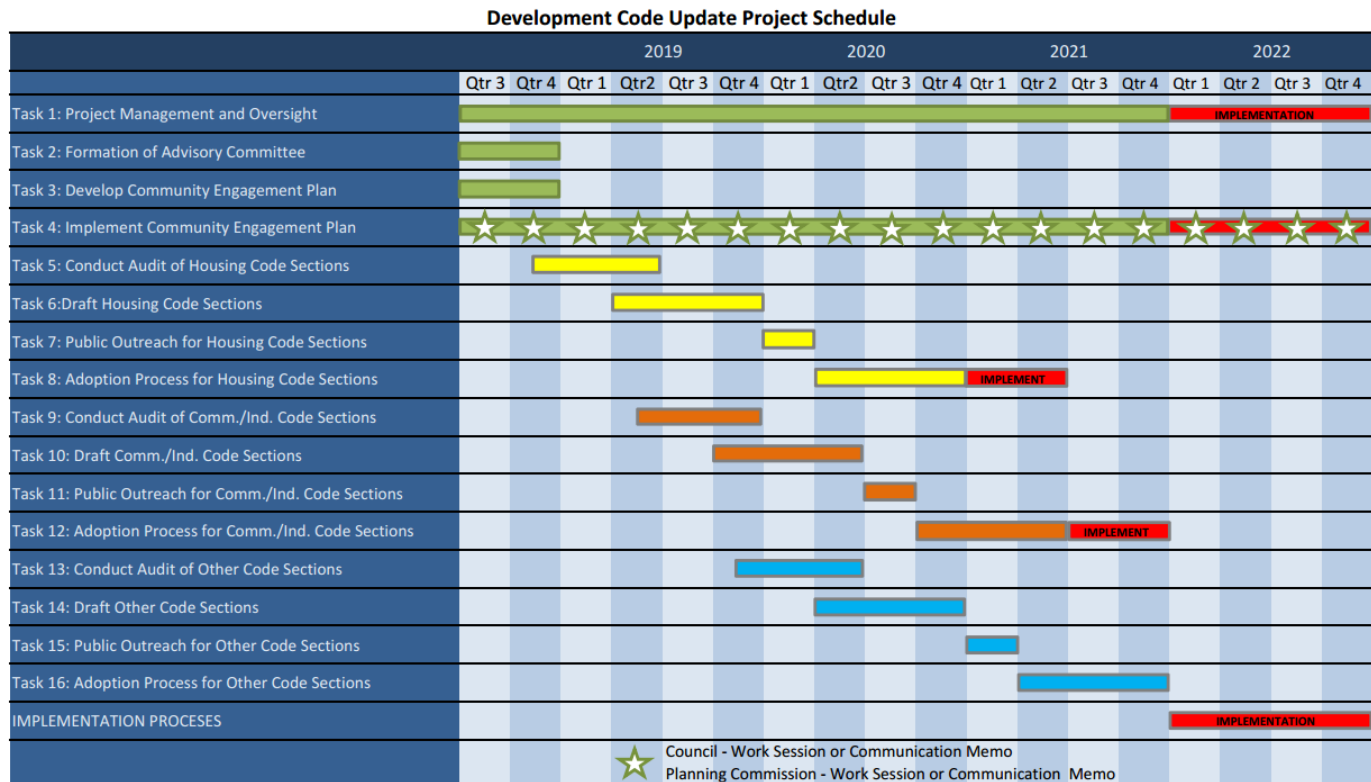
1. Oregon Department of Land Conservation and Development (DLCD) - South Willamette Valley Regional Representative
2. Lane County – Land Management
3. Lane County – Engineering, Transportation Planning
4. Lane County – Health and Human Services
5. Willamalane Park and Recreation District
6. Springfield School District
7. Lane Transit District
8. Oregon Department of Transportation

City participants (as needed on a topic specific basis):

1. Building program
2. Fire Marshalls Office
3. Economic development
4. Emergency management
5. Civil engineering program
6. Transportation engineering
7. Transportation planning
8. Current planning
9. Comprehensive planning
10. Storm water Program
11. Housing

Project Timeline

The high level project timeline is show below and demonstrates how the project is intended to be phased.



VII. Measures of Success

Measures of success will help determine the effectiveness and public involvement efforts. Measures are based on the established Community Engagement Goals specified in Section II of this plan. The City will evaluate the effectiveness of the community engagement throughout and at the end of the Project. The following factors can be used to assess the engagement efforts in addition to or in relation to the Community Engagement Goals.

- Number of participants attending meetings or events.
- Number of responses received to a survey.
- Number of website views during a specific time period.
- Number of people who sign up for the project mailing list.
- Number of project comments received (phone, email, comment cards, online).
- How project decisions have been modified as a result of public input.
- Whether the comments received are relevant to the project (project understanding).
- Was the Project executed as planned, or did changes support the goals.
- Level of acceptance of Project outcomes.