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Adair Village, OR 97330

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CITY COUNCIL STAFF REPORT

TRANSPORTATION SYSTEM PLAN IMPLEMENTATION AMENDMENTS

File No. DCA-26-01

Report Date: Sept. 18, 2026

GENERAL INFORMATION

ITEM	DESCRIPTION
APPLICANT:	City of Adair Village
REQUEST:	Legislative amendments to the Adair Village Development Code to implement the adopted Transportation System Plan, including amendments concerning application requirements, access management, street standards, pedestrian and bicycle facilities, connectivity, mobility standards, transportation analysis, public improvements, and related review procedures.
AFFECTED AREA:	Citywide; the proposed amendments are not site-specific.
REVIEW BODIES:	Adair Village Planning Commission and City Council
PLANNING COMMISSION ACTION:	September 17, 2026; recommended approval as presented, with no revisions.
CITY COUNCIL HEARING:	Tuesday, October 6, 2026, at 6:00 p.m.
HEARING LOCATION:	Adair Village City Hall, 6030 NE William R. Carr Avenue, Adair Village, Oregon 97330
PROJECT PLANNER:	Laura LaRoque dba Pathfinder Land Use Consulting, LLC P.O. Box 484, Lebanon, OR 97355
APPLICABLE CRITERIA:	Section 2.700(2) of the Adair Village Development Code

REVIEW PROCEDURE

The proposed Development Code amendments are subject to legislative review under Sections 2.700 and 3.520 of the Adair Village Development Code.

The Planning Commission conducted a legislative public hearing on September 17, 2026. Following the close of the hearing record and deliberation, the Planning Commission recommended approval of the proposed amendments as presented, without revisions.

The City Council will conduct a separate legislative public hearing on October 6, 2026. The City Council will consider the Planning Commission's recommendation, the record developed before the Planning Commission, and testimony and evidence submitted to the City Council. Following the close of the hearing record, the City Council will deliberate and make the City's final decision on the proposed amendments.

An issue that may form the basis of an appeal to the Land Use Board of Appeals must be raised no later than the close of the record following the final evidentiary hearing, with sufficient specificity to afford the City and the parties an adequate opportunity to respond.

AGENCY NOTICE

Notice of the proposed amendments was provided to affected agencies and service providers, including Benton County, the Oregon Department of Transportation (ODOT), and Verdantas, the City's contract engineering consultant, on August 3, 2026. A Post-Acknowledgment Plan Amendment (PAPA) notice was also submitted to the Oregon Department of Land Conservation and Development (DLCD) on August 3, 2026.

ODOT indicated that it had no comments. No comments were received from the other notified agencies, service providers, or DLCD as of September 3, 2026.

PUBLIC NOTICE

Notice of the proposed amendments and public hearings was posted on the City's website on August 24, 2026. Newspaper notices were published on September 3 and September 23, 2026, and identified both the September 17, 2026, Planning Commission hearing and the October 6, 2026, City Council hearing. The notices identified the proposed amendments, applicable review criteria, hearing dates, and opportunities to submit written and oral testimony.

No written or oral public testimony was submitted or presented at the September 17, 2026, Planning Commission hearing.

APPLICABLE APPROVAL CRITERIA, FINDINGS, AND CONCLUSIONS

A. SECTION 2.700(2) DEVELOPMENT CODE DECISION CRITERIA

1. THE PROPOSED AMENDMENT IS CONSISTENT WITH THE INTENT OF THE COMPREHENSIVE PLAN.

Findings

The Comprehensive Plan is the City's official policy guide for the conservation and development of community resources. The Plan provides that its policies are to be implemented through more specific zoning, subdivision, and other ordinances and that implementing regulations should be reviewed and revised as necessary to remain consistent with changing community needs.

The Transportation Element, Section 9.790, contains several policies directly implemented by the proposed amendments, including:

- General Policy 1, which calls for development of a balanced transportation system incorporating appropriate transportation modes;
- Streets and Highways Policies 3, 5, 12, and 17, which address convenient circulation and access, functional street classifications, standards intended to prevent congestion and traffic hazards, and protection of existing and planned street alignments and rights-of-way;
- Bicycle and Pedestrian Ways Policy 3, which calls for consideration of bicycle and pedestrian needs during development review;
- Mobility and Circulation Policy 2, which addresses maintaining sufficient transportation capacity to accommodate future travel demand; and
- Financial Stewardship Policy 1, which addresses transportation improvements associated with development and proportionate to expected impacts.

The Land Use Element, Section 9.590, also supports balanced growth, compact development that efficiently uses land and public facilities, protection of residential districts from heavy through traffic, pedestrian-oriented commercial development, and economic development compatible with community livability and public-service capacity.

The Public Facilities and Services Element, Section 9.690, directs the City to provide an efficient framework for growth, consider facility impacts during development review, require development to bear the cost of needed support facilities, include streets and transportation improvements in capital planning, and provide infrastructure before or concurrently with urban development.

The proposed amendments implement these policies by establishing clear Development Code provisions for functional classification, street cross-sections, access management, rights-of-way, planned transportation facilities, connectivity, mobility, pedestrian and bicycle facilities, transportation analysis, mitigation, and public improvements. The amendments expressly incorporate identified TSP standards while clarifying that other TSP goals, recommendations, and project lists guide legislative decisions and capital planning but do not independently impose development obligations.

Conclusion

The proposed amendments implement specific Comprehensive Plan transportation, land-use, and public-facility policies through clear and updated Development Code standards. This criterion is satisfied.

2. THERE IS A NEED FOR THE PROPOSED AMENDMENT TO COMPLY WITH CHANGING CONDITIONS OR NEW LAWS.

Findings:

The Comprehensive Plan provides that the Plan and its implementing ordinances are to be periodically reviewed and revised as necessary to account for changing conditions and community needs. It further identifies zoning, subdivision, and other implementing ordinances as the means of carrying out Comprehensive Plan policies.

The City adopted the 2019 Transportation System Plan after the principal provisions of the existing Development Code were adopted. The TSP establishes updated street classifications, roadway cross-sections, shared-use-path standards, access-spacing standards, planned transportation facilities, and transportation-system policies. The existing Development Code does not comprehensively identify how those TSP provisions apply to development review.

Relevant Oregon land use case law also supports clearer identification of which TSP provisions operate as development standards. In *Oster v. City of Silverton* (2019), LUBA concluded that general incorporation of an entire TSP was insufficient to make individual TSP standards applicable approval criteria; the land use regulations must make clear which specific policies or standards apply.

The proposed amendments respond to this changed planning framework by expressly incorporating the TSP provisions intended to operate as mandatory development standards. They also clarify the respective roles of the Development Code, TSP, Comprehensive Plan, and Public Infrastructure Design Standards Manual so that an external policy, recommendation, project list, or technical manual does not become an independent land-use approval standard unless expressly incorporated into the Code or independently applicable under state or federal law.

The amendments also establish updated application requirements, Transportation Assessment and Traffic Impact Analysis procedures, mobility standards, mitigation authority, modification procedures, decision authority, improvement requirements, and coordination requirements for ODOT and Benton County facilities. These provisions are needed to provide a consistent, current, and administrable process for reviewing development that may affect the transportation system.

Conclusion

Adoption of the 2019 TSP, together with the need to clearly identify and incorporate applicable TSP standards into the Development Code, constitutes changed planning conditions warranting amendment of the Development Code. The proposed amendments provide the necessary clarity regarding which transportation standards apply to development review. This criterion is satisfied.

3. THE AMENDMENT WILL NOT HAVE AN UNDUE ADVERSE IMPACT ON ADJACENT AREAS OR THE LAND USE PLAN OF THE CITY.

Findings:

The proposed amendments are legislative text amendments that apply citywide. They do not amend the Comprehensive Plan Map, Zoning Map, Urban Growth Boundary, permitted-use classifications, or residential-density designations. No particular development or physical transportation project is approved by the amendments.

The Land Use Element establishes a planned pattern of residential, commercial, industrial, educational, public, and open-space uses. Accessibility to existing and proposed transportation systems and the availability of public facilities were among the considerations used to establish that land-use pattern.

The amendments support the planned land-use pattern by:

- protecting the intended function and capacity of streets;
- managing access to arterial and collector facilities;
- coordinating new streets and accessways with existing and planned facilities;
- protecting residential areas from incompatible traffic effects;
- preserving pedestrian and bicycle connections; and
- requiring transportation obligations to be tied to an applicable Code standard and the impacts of the proposed development.

The amendments incorporate TSP project maps only to identify the general location and function of planned facilities. Inclusion of a project in the TSP does not independently require an applicant to construct, dedicate, or fund the project. Any development condition must be authorized by the Code and reasonably related and proportionate to the anticipated impacts of the development.

The precise alignment of a planned facility may be adjusted through development review based on property boundaries, topography, environmental constraints, existing development, and applicable transportation standards. The amendments also establish a site-specific modification procedure when a documented physical, environmental, legal, or existing-development constraint makes strict compliance impracticable. A modification must be limited to the minimum necessary and may not impair the intended operation of the transportation facility or preclude a planned connection.

Conclusion

The amendments support the City's adopted land-use pattern and include safeguards against unnecessary or disproportionate transportation requirements. They will not have an undue adverse impact on adjacent areas or the City's land-use plan. This criterion is satisfied.

4. THE AMENDMENT WILL NOT HAVE AN UNDUE ADVERSE ENVIRONMENTAL IMPACT.

Findings:

The proposed amendments are legislative text amendments that apply citywide. They do not amend the Comprehensive Plan Map, Zoning Map, Urban Growth Boundary, permitted-use classifications, or residential-density designations. The amendments do not approve any particular development, roadway alignment, or physical transportation project and therefore do not themselves authorize ground disturbance or other physical changes to the environment.

The amendments support the City's adopted transportation and land-use framework by:

- protecting the intended function and capacity of streets;
- managing access to arterial and collector facilities;
- coordinating new streets and accessways with existing and planned facilities;
- preserving pedestrian and bicycle connections; and
- requiring transportation obligations to be tied to an applicable Code standard and the impacts of the proposed development.

The amendments incorporate TSP project maps only to identify the general location and function of planned facilities. Inclusion of a project in the TSP does not independently require an applicant to construct, dedicate, or fund the project. Future construction of a transportation facility remains subject to applicable development review and environmental requirements.

The precise alignment of a planned facility may be adjusted through development review based on property boundaries, topography, environmental constraints, existing development, and applicable transportation standards. The amendments also establish a site-specific modification procedure where a documented physical, environmental, legal, or existing-development constraint makes strict compliance impracticable. A modification must be limited to the minimum necessary and may not impair the intended operation of the transportation facility or preclude a planned connection.

Conclusion

Because the amendments do not themselves authorize physical development and provide flexibility to account for environmental constraints during future development review, they will not have an undue adverse environmental impact. This criterion is satisfied.

5. THE AMENDMENT WILL NOT HAVE AN UNDUE ADVERSE IMPACT ON PUBLIC FACILITIES.

Findings:

The Public Facilities and Services Element, Section 9.690, establishes policies intended to ensure that public facilities are provided in a coordinated and financially responsible manner as the City grows. The proposed amendments are particularly consistent with the following policies:

- General Policy 1: Public facilities should contribute to an efficient framework for incremental community growth and development.
- General Policy 2: The City is to consider impacts on community facilities before approving development, rezoning, or annexation requests.
- General Policy 3: The City is to maintain procedures requiring development projects to bear the cost of needed support facilities.
- General Policy 5: The City is to maintain a Capital Improvements Program that includes streets and other transportation improvements.
- General Policy 9: New infrastructure that facilitates urban development and emergency response is to be constructed prior to or concurrently with development of new land within the Urban Growth Boundary.

The proposed amendments implement these policies by requiring transportation and public improvements when necessary to satisfy an applicable Code standard. Off-site transportation requirements must be supported by findings identifying the development impact and the relationship between that impact and the nature and extent of the required improvement or financial contribution.

The amendments allow an improvement to be deferred when immediate construction is impracticable or unnecessary and future completion remains feasible. A deferred improvement must be secured through an improvement agreement, performance security, proportionate contribution, or another approved mechanism, and the decision must identify the basis and timing for the deferral.

The amendments also distinguish land-use standards from engineering and construction requirements and preserve the authority of ODOT and Benton County over facilities within their jurisdiction.

Conclusion

The amendments implement Section 9.690, General Policies 1, 2, 3, 5, and 9, by providing a coordinated and proportionate process for addressing transportation and related public-facility needs generated by development. They do not independently require construction of an entire TSP project or impose an unfunded obligation on the City. This criterion is satisfied.

6. THE AMENDMENT WILL NOT HAVE AN UNDUE ADVERSE IMPACT ON TRANSPORTATION.

Findings:

The purpose of the amendments is to implement the adopted TSP and establish transportation standards applicable to development. The amendments are particularly consistent with the following Transportation Element policies in Section 9.790:

- General Policy 1, which calls for a balanced transportation system incorporating appropriate transportation modes;
- General Policy 3, which calls for transportation proposals to minimize adverse social, economic, energy, and environmental impacts and costs;
- Streets and Highways Policy 3, which calls for convenient circulation and access throughout the community;
- Streets and Highways Policy 5, which establishes functional classifications and standards for highways, arterials, collectors, and local streets;
- Streets and Highways Policy 7, which protects the safe and efficient movement of traffic on arterial streets;
- Streets and Highways Policy 12, which calls for standards for new streets that prevent traffic congestion and hazards;
- Streets and Highways Policy 13, which calls for coordination with Benton County and ODOT to maintain safe conditions on County and State facilities;
- Streets and Highways Policies 15 and 17, which address street alignment and protection of existing and planned rights-of-way;
- Bicycle and Pedestrian Ways Policies 1 and 3, which support integration of bicycle and pedestrian facilities and consideration of those needs during development review;
- Safety Policy 4, which calls for major new development to provide primary and secondary access for emergency services;
- Mobility and Circulation Policies 1 and 2, which address appropriate travel modes and sufficient transportation capacity concurrent with future travel demand; and
- Financial Stewardship Policy 1, which calls for development to provide TSP-consistent transportation improvements proportionate to expected impacts.

The amendments implement these policies by expressly incorporating the TSP's functional-classification map, roadway cross-sections, shared-use-path cross-section, and minimum roadway and access-spacing standards.

The amendments require development to preserve the functional classification, intended operation, and planned capacity of affected transportation facilities. They also require development to provide or preserve necessary rights-of-way, easements, street connections, sidewalks, bicycle facilities, shared-use paths, and accessways without independently requiring an applicant to construct or fund an entire TSP project.

The amendments establish measurable mobility standards for City intersections and require ODOT and Benton County facilities to comply with the applicable standards of the agency having jurisdiction. Development may not cause an applicable facility to exceed its mobility standard. Where a facility does not or will not meet the standard, mitigation must be reasonably related and proportionate to the development's anticipated impacts. This particularly implements Mobility and Circulation Policy 2 and Financial Stewardship Policy 1.

The amendments require on-site access, circulation, loading, queuing, pedestrian and bicycle routes, transit access, and emergency and service access to comply with applicable standards. Vehicle queues must be accommodated on the development site and may not extend into a public street, across a sidewalk or bicycle facility, across access serving another property, or into an emergency-access route.

Transportation Assessments and Traffic Impact Analyses are required according to the scale and potential effects of a proposal. A Traffic Impact Analysis must evaluate access, circulation, queuing, pedestrian, bicycle and transit facilities, safety, mobility, future conditions, and measures necessary to avoid or mitigate noncompliance with an applicable standard.

The amendments also strengthen requirements for street connectivity, sidewalks, bicycle facilities, shared-use paths, and reasonably direct access to schools, parks, shopping, transit stops, and other community services.

Conclusion

The amendments implement the Transportation Element policies by establishing standards to avoid, evaluate, and mitigate adverse transportation effects and coordinate development with the adopted transportation system. They will not have an undue adverse impact on transportation. This criterion is satisfied.

7. THE AMENDMENT WILL NOT HAVE AN UNDUE ADVERSE IMPACT ON THE ECONOMY OF THE AREA.

Findings:

The proposed amendments are consistent with several Comprehensive Plan policies addressing economic development, housing costs, and efficient development review.

The Population & Economy Element, Section 9.390, establishes an overall goal of encouraging economic development that is compatible with community livability. Relevant policies include:

- General Policy 1, which calls for improving quality of life, including livability and economic prosperity;
- Economy Policy 1, which encourages business and economic activities that support community needs;

- Economy Policy 2, which encourages broader local employment opportunities and expansion of the City's industrial base;
- Economy Policy 3, which encourages commercial, industrial, and service development that supports the community; and
- Economy Policy 4, which encourages employment opportunities compatible with the community's environmental and livability resources.

The Land Use Element, Section 9.590, further provides that sufficient land should be maintained for balanced expansion of major land uses, encourages reuse and redevelopment of existing properties, and supports development of a pedestrian-oriented Village Center and areas for future industrial growth.

The proposed amendments do not rezone property, reduce the land available for residential, commercial, industrial, educational, or public uses, or prohibit a use otherwise permitted by the applicable zoning district.

The amendments support economic activity by:

- protecting transportation corridors and existing public investments;
- providing clear application requirements and review procedures;
- identifying when a Transportation Assessment or Traffic Impact Analysis is required;
- establishing measurable access and mobility standards;
- providing procedures for technical and site-specific modifications; and
- requiring improvements and mitigation to be related and proportionate to development impacts.

The Housing Element, Section 9.490, General Policy 3 directs the City to seek means to reduce housing costs. The Plan also recognizes that municipal facilities, services, and administrative costs can affect housing affordability and that reasonable administrative costs and timely land-use decisions can encourage development.

The amendments address these concerns by limiting development obligations to those authorized by the Code and related to identified impacts, allowing lawful deferral and security, and providing modification procedures where strict compliance is impracticable.

Conclusion

The amendments are consistent with Sections 9.390, 9.490, and 9.590 by protecting transportation investments, supporting economic activity, and providing a clearer and more predictable development-review process without removing land from economic or housing use. No undue adverse economic impact has been identified. This criterion is satisfied.

8. THE AMENDMENT IS CONSISTENT WITH THE INTENT OF THE APPLICABLE STATEWIDE PLANNING GOALS.

The Comprehensive Plan identifies the Statewide Planning Goals applicable to the Adair Village Planning Area, including Goals 1 through 14, with specific transportation topics addressing highways, roads, streets, bicycle and pedestrian transportation, transit, and rail transportation.

Goal 1—Citizen Involvement. The amendments are being processed through the City’s legislative review procedures, including public notice, access to the proposed amendments and supporting materials, and an opportunity to submit written and oral testimony. These procedures are consistent with the Comprehensive Plan’s Citizen Involvement Program, which calls for open meetings, notice, public access to planning materials, and opportunities for verbal and written comment.

Goal 2—Land Use Planning. Goal 2 requires land use decisions to be based on an adequate factual base and implemented through comprehensive plans and land use regulations. The amendments are based on the acknowledged Comprehensive Plan, adopted 2019 TSP, and supporting transportation information. They establish identifiable standards, application requirements, review procedures, and decision authority and clarify the respective roles of the Development Code, TSP, Comprehensive Plan, and engineering standards.

Goals 5, 6, and 7—Natural Resources, Environmental Quality, and Natural Hazards. The amendments do not authorize a physical project or change resource designations. Future development remains subject to applicable environmental and hazard standards. The modification provisions expressly recognize documented environmental and physical constraints and require alternatives to preserve safety, drainage, accessibility, and transportation function. This is consistent with the Environment Element’s direction to protect natural resources, maintain environmental quality, and address natural hazards.

Goal 8—Recreational Needs. The amendments provide for pedestrian, bicycle, and shared-use-path connectivity and facilitate access to parks, trails, and other community destinations.

Goal 9—Economic Development. The amendments protect transportation facilities serving commercial, industrial, institutional, and residential development and provide greater predictability regarding transportation analysis, access, improvements, and mitigation. They do not change employment land designations or reduce land available for economic development.

Goal 10—Housing. The amendments do not change residential plan designations, zoning, permitted housing types, density, or identified housing capacity. Transportation requirements applicable to residential development must be based on applicable Development Code standards, and the amendments provide procedures for deferral and modification where appropriate.

Goal 11—Public Facilities and Services. Goal 11 calls for a timely, orderly, and efficient arrangement of public facilities and services. The amendments coordinate transportation improvements with development, provide for evaluation of facility impacts, authorize deferral and security where appropriate, and establish standards for development participation in needed transportation improvements.

Goal 12—Transportation. Goal 12 requires a safe, convenient, and economic transportation system and is implemented through the Transportation Planning Rule, OAR Chapter 660, Division 12. The proposed amendments directly implement the City’s adopted TSP through Development Code standards addressing functional classification, street design, access and access spacing, mobility, circulation, connectivity, pedestrian and bicycle facilities, shared-use paths, transportation analysis, mitigation, rights-of-way, and planned transportation facilities. The amendments also coordinate review of ODOT and Benton County facilities with the agency having jurisdiction.

Goal 13—Energy Conservation. The amendments support connected street systems and transportation options including walking, bicycling, transit access, and shared-use paths, thereby supporting transportation choices and efficient use of the transportation system.

Goal 14—Urbanization. Goal 14 provides for orderly and efficient urban growth within urban growth boundaries. The amendments do not alter the City’s Urban Growth Boundary. They support orderly urban development by coordinating development with transportation facilities, public improvements, emergency access, and planned transportation connections.

Goals 3 and 4 – Agricultural and Forest Lands are not directly applicable because the amendments do not amend agricultural or forest land designations or authorize development of such lands.

Goals 15 through 19 – Willamette River Greenway, Estuarine Resources, Coastal Shorelands, Beaches and Dunes, and Ocean Resources – are not applicable to the Adair Village Planning Area. Oregon identifies these as distinct statewide goal subjects.

Conclusion

The proposed amendments directly implement Goal 12 – Transportation and are consistent with the intent of the other applicable Statewide Planning Goals. The amendments do not conflict with goals that are not directly implicated by the legislative text amendments. This criterion is satisfied.

OVERALL CONCLUSION

Based on the findings above, the proposed Transportation System Plan Implementation Amendments are consistent with the intent of the Adair Village Comprehensive Plan, respond to changed planning conditions created by adoption of the 2019 TSP, and establish clear and proportionate standards for transportation-related development review.

The amendments will not result in undue adverse impacts on adjacent areas, the City’s land-use plan, the environment, public facilities, transportation, or the economy of the area and are consistent with the intent of the applicable Statewide Planning Goals. Therefore, the proposed amendments satisfy the approval criteria in AVDC Section 2.700(2).

STAFF RECOMMENDATION

Staff recommends that the City Council approve the Transportation System Plan Implementation Amendments, File No. DCA-26-01, as presented, based on the findings and conclusions in this staff report. The Planning Commission recommended approval as presented, without revisions, at its September 17, 2026, hearing.

CITY COUNCIL MOTIONS

Recommended Motion for Approval

- “I move to approve the Transportation System Plan Implementation Amendments, File DCA-26-01, as presented, based on the findings and conclusions in the staff report demonstrating compliance with the applicable approval criteria.”

Alternate Motion for Approval with Revisions

- “I move to approve the Transportation System Plan Implementation Amendments, File DCA-26-01, with the following revisions: [identify revisions], based on the findings and conclusions demonstrating compliance with the applicable approval criteria.”

Alternate Motion for Denial

- “I move to deny the Transportation System Plan Implementation Amendments, File DCA-26-01, based on the following findings and conclusions: [identify applicable criteria and reasons].”

Alternate Motion for Continuance

- “I move to continue the public hearing on the Development Code Amendments to Implement the 2019 Transportation System Plan, File No. DCA-26-01, to [date/time] at [location], for the purpose of [state reason, such as allowing additional review of the record, obtaining clarification, or preparing revised findings or amendments].”

EXHIBITS

- A. Proposed Transportation System Plan Development Code Amendments—Legislative Markup
- B. Proposed Transportation System Plan Development Code Amendments—Legislative Clean