



Community Development Department
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DEVELOPMENT CODE AMENDMENT – DC25-03 STAFF REPORT

File: DC25-03 Land Development Code Amendment – Amending Chapter 2.9 Trip Budget Overlay.

Location: N/A

Land Use District: N/A

Date Notice of Application Published: December 19, 2025

Date of Hearing: January 12, 2026 (First Evidentiary Hearing)

I. OWNER INFORMATION

N/A

II. APPLICANT

City of Phoenix
Zac Moody, Community Development Director
PO Box 330
Phoenix, OR 97535

III. SUMMARY

This staff report presents proposed amendments to Chapter 2.9 (Trip Budget Overlay Zone) of the Phoenix Land Development Code. The proposed changes streamline the administration of the Trip Budget Overlay Zone by relocating the Parcel Budget Table from the ordinance text to a city-maintained Trip Budget Ledger that will be updated by City Council resolution. These modifications will allow more frequent and accurate updates to trip budget data as development occurs and new transportation information becomes available, while also enabling appropriate urban development to proceed when individual parcels lack sufficient trip allocations through an expanded Trip Bank mechanism.

Chapter 2.9 establishes the Trip Budget Overlay Zone to foster orderly development in the vicinity of the Fern Valley Interchange while maintaining traffic operations that meet State of Oregon mobility performance standards. The overlay zone operates through the following regulatory mechanisms:

Trip Budget Assignment and Control

The overlay assigns a finite "trip budget" for PM peak-hour motor vehicle trips associated with development in the affected area, and controls how those trips are reserved, transferred, or used as development occurs. Each parcel within the overlay receives an allocated number of trips (the Parcel Budget) that development on that parcel may generate during the evening peak hour (4:00 PM to 5:00 PM on weekdays).

Traffic Analysis and Regional Coordination

The Chapter requires traffic impact studies for all development within the overlay and mandates Oregon Department of Transportation (ODOT) review and concurrence on trip generation estimates. This requirement ensures that cumulative development across all parcels does not exceed the adopted trip budget and that transportation facilities—specifically the OR99/Fern

Valley Road intersection, North Phoenix Road, Fern Valley Road, and OR99—continue to operate within applicable performance standards.

The overall maximum trip budget for the overlay zone is established at 2,219 PM peak-hour trips, representing the total capacity that has been allocated for new development based on transportation modeling.

The proposed amendments are designed to improve the administration and accuracy of the Trip Budget Overlay Zone through two primary mechanisms:

Dynamic Management of Parcel Budget Data

The proposed changes remove the Parcel Budget table from the ordinance text itself and direct that it be maintained by City planning staff and updated through City Council resolution. This adjustment allows trip budget data to be updated more frequently and accurately as development occurs and new transportation information becomes available.

Rather than requiring a formal ordinance amendment each time trip budget data changes, the City can now maintain current parcel-level trip allocations through a Trip Budget Ledger. This ledger would serve as the authoritative record of trip allocations and consumption, enabling responsive management as development applications are processed and transportation conditions change.

Enhanced Development Opportunity Through Creation of Trip Bank

The proposed amendments expand the mechanism through which properties may obtain additional trips when their allocated parcel budget is insufficient for their planned development. The changes are intended to allow additional trips to be allocated in cases where a property does not currently have sufficient trips for its planned development, so that appropriate urban uses can proceed while still respecting overall trip budget limits and safety constraints.

These amendments have been prepared in collaboration with the Oregon Department of Transportation (ODOT) to align local development review procedures with the trip allocation framework recommended in the Fern Valley Interchange Area Management Plan (IAMP 24). While the proposed changes allow greater flexibility in how trips are allocated to individual parcels over time, they maintain the overall PM peak-hour trip limits for the Trip Budget Overlay Zone, thereby preserving the assumptions and performance standards underlying IAMP 24. This approach preserves the integrity of the overall 2,219-trip cap while enabling flexibility at the parcel level, ensuring that the city can accommodate appropriate infill and redevelopment projects that serve community goals.

The proposed amendments result in the following modifications to the Chapter:

Amended Sections:

- Section 2.9.2 – Definitions: Modified to reflect that the Parcel Budget is now defined as "the number of PM peak-hour trips listed for a parcel in the parcel budget as adopted by resolution of the City Council" (rather than appearing in the ordinance text).
- Section 2.9.3 – Limitation on Motor Vehicle Trip Generation: Updated to remove direct reference to a Parcel Budget Table and instead reference the parcel allocations as maintained in the Trip Budget Ledger.
- Section 2.9.5 – Approval of Trip Generation Above Parcel Budget Numbers: Clarified procedures for parcels seeking additional trips from the Trip Bank.

New/Reorganized Sections:

- Section 2.9.8 – Approval of Trip Generation Above Parcel Budget Number: This section establishes the mechanism for authorization of trips above a parcel's allocated budget, allowing up to ten additional PM peak-hour trips per net developable acre from the Trip Bank when available.



- Section 2.9.9 – Trip Bank: New section establishing the Trip Bank with an opening balance of 294 trips, defining how trips are deducted as allocated to parcels, and establishing the process by which trips may be added back to the Trip Bank.
- Section 2.9.10 – Recordkeeping, Monitoring, and Evaluation: Enhanced provisions requiring the Community Development Department to maintain a Trip Budget Ledger as a public document.

| Chapter & Section | Description of Change | Rationale |
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| 2.9.2 – Definitions | Modified definition of "Parcel Budget" to reference City Council resolution rather than ordinance text | Enables updates without formal ordinance amendments; supports flexible management |
| 2.9.3 – Limitation on Motor Vehicle Trip Generation | References Trip Budget Ledger instead of Parcel Budget Table within ordinance | Allows accurate tracking of trip allocation and consumption as development occurs |
| 2.9.5 – Approval of Trip Generation Above Parcel Budget Numbers | Clarified procedures for Site Design Review evaluation of Trip Bank requests | Streamlines administrative process; ensures consistency |
| 2.9.8 – Approval of Trip Generation Above Parcel Budget Number | New section establishing mechanism for additional trip allocation from Trip Bank (up to 10 trips per net developable acre) | Enables development opportunity when parcel budget is insufficient; maintains overall trip cap |
| 2.9.9 – Trip Bank | New section establishing Trip Bank management with opening balance of 294 trips; defines deduction and addition procedures | Provides clear mechanism for tracking available trips; establishes procedures for adjustments |
| 2.9.10 – Recordkeeping, Monitoring, and Evaluation | Enhanced requirements for Community Development Department to maintain Trip Budget Ledger as public document | Ensures transparency and accurate tracking of trip allocation/consumption across all parcels |

IV. APPLICABLE CRITERIA

- Phoenix Land Development Code (PLDC) Section 4.1.2 D. and Section 4.1.6 - Type IV Procedure, and PLDC Chapter 4.7 - Land Use District Map and Text Amendments.
- Phoenix Comprehensive Plan – Land Use Element

V. AGENCY COMMENTS

Oregon Department of Transportation

VI. PUBLIC COMMENTS

None

VII. RECOMMENDATION

The Community Development Director recommends that the Planning Commission adopt the findings of fact and conclusions of law presented in the proposed final order and based on those findings and conclusions, recommend that the City Council **APPROVE** the amendments outlined in the proposed final order.

VIII. PROPOSED MOTION

"I move to adopt the findings of fact and conclusions of law presented in the proposed final order, and, based on those findings and conclusions, recommend City Council approve the amendments outlined in the proposed final order."

IX. EXHIBITS

- A. PC Proposed Final Order
- B. Draft Amendments
- C. Agency Comments

Respectfully Submitted,

A handwritten signature in black ink, appearing to read 'Zac Moody', is written over a light blue rectangular background.

Zac Moody
Community Development Director