



AGENDA
March 23, 2015
12:00 Noon Meeting

MEDFORD PLANNING COMMISSION
STUDY SESSION

MEDFORD ROOM 330 – CITY HALL
411 WEST 8TH STREET

Subject:

1. DCA-13-080/ZC-13-079 - A-A/A-R Overlays Code Amendment
2. CP-13-076/CP-13-077/CP-13-078 – Airport Master Plan Adoption
3. DCA-15-014 - Beekeeping



CITY OF MEDFORD

PLANNING DEPARTMENT

Working with the community to shape a vibrant and exceptional city

MEMORANDUM

SUBJECT: Proposed Code and Comprehensive Plan Amendments – Airport
TO: Planning Commission for March 23, 2015 Study Session
FROM: Carla Paladino ^{CAP} and Praline McCormack ^{PM}, Long-Range Planning
DATE: March 18, 2015

Enclosed is a draft of the *Comprehensive Plan and Land Development Code* Amendments being proposed in order to reflect the Airport's Master Plan Update. The proposed maps associated with these amendments are not done yet. At this stage we would like to run these draft text amendments by you so that you are familiar with them prior to the hearing.

The Environmental Element, the Transportation Element, and the *Transportation System Plan* comprise the Comprehensive Plan amendments. The Environmental Element has a section regarding Airport Hazards that is being updated. The revisions to the Transportation System Plan Element include updates to the bus service to the airport, air transportation needs and deficiencies, and air transportation strategies. The Transportation System Plan revisions duplicate those being proposed in the Transportation System Plan Element, as well as revisions to the Airport section of the Plan.

The following revisions are being proposed to the Land Development Code:

- Section 10.031, Exemptions from Development Permit. Several airport hangars have gone through Site Plan and Architectural Review in recent months. It is Staff's opinion that these types of accessory structures located behind the airport's secured fence do not rise to the level of such a review since they do not involve architectural, landscaping, parking, or setback standards among others.
- The proposed Code Amendment includes the creation of a new administrative mapping category called the Airport Area of Concern. According to airport staff this Area encompasses three miles surrounding the runways. Any new construction or alteration of structures (if they meet certain criteria listed in Attachment #4) within the Airport Approach Overlay or this new administrative mapping category will require the applicant to submit Notice of Proposed Construction or Alteration to the Oregon Department of Aviation (ODA) and the Federal Aviation Administration (FAA). After receiving Notice, the ODA/FAA will conduct an aeronautical study to determine whether the proposed structure will impact navigable airspace. Within 20 working days from the date the applicant submits Form 7460-1, ODA/FAA will issue a determination letter deeming the proposed structure a "hazard" or "no hazard." If the structure is determined to be a hazard, the ODA/FAA will work with the applicant to mitigate any hazard(s). Applications for building permits or land use applications within the Airport Approach Overlay or the Airport Area of Concern must include the letter of determination.

Attachments:

1. Proposed Amendment to the Environmental Element of the *Comprehensive Plan* – CP-13-077
2. Proposed Amendment to the Transportation Element of the *Comprehensive Plan* and amendment of the *Transportation System Plan* – CP-13-076
3. Proposed Code Amendment – DCA-13-080 – Airport Overlay Amendment
4. Airspace Analysis Criteria

**CITY OF MEDFORD
COMPREHENSIVE PLAN
ENVIRONMENTAL ELEMENT**

PREPARED BY
CITY OF MEDFORD PLANNING DEPARTMENT
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~~DESMOND MCGEOUGH, PLANNER~~
~~JOHN ADAM, AICP, PLANNER~~
PRALINE MCCORMACK, PLANNER
AARON HARRIS, PLANNER
CARLA ANGELI PALADINO, PLANNER

ADOPTED BY
MEDFORD CITY COUNCIL
ON FEBRUARY 17, 2000
BY ORDINANCE NO. 1999-213
REVISED ON April 17, 2003
BY ORDINANCE NO. 2003-135
Amended (minor changes) December 2, 2010
REVISED ON October 6, 2011
BY ORDINANCE 2011-123
REVISED ON XX,XX,XXXX
BY ORDINANCE 2015-XXX

Airport-Related Noise Compatibility

Airport-related noise compatibility is discussed below under “Airport Hazards.”

AIRPORT HAZARDS

The Rogue Valley International—Medford Airport encompasses ~~more than 925~~ 885 acres in the northern portion of the City. It is the major airport serving southwestern Oregon and the far northern part of California. Use of the facilities continues to increase steadily, although in 1998, the airport was operating at about 50% of capacity. The 1986 *Airport Master Plan and Noise Compatibility Study for the Medford-Jackson County Airport*, Coffman Associates, studied land uses surrounding the airport as related to hazards and noise. Most of the actions recommended by the study to address incompatible land uses have been completed by the airport, which is managed by Jackson County.

Most of the safety hazards associated with airports are related to takeoffs and landings. In 1985, the Airport constructed an aircraft rescue and firefighting facility (ARFF) that is staffed with contract ARFF-certified airport staff. ~~station with room for seven firefighters.~~ It is located south of the passenger terminal building that was opened in 2009. ~~near the terminal, with three engines having a response time of two to five minutes.~~ Future consideration for relocating the ARFF in order to meet Federal Aviation Regulations (FAR) and International Civil Aviation Organization (ICAO) standards is explained in the *Rogue Valley International—Medford Airport Master Plan Update Final Report, February 2013* prepared by Barnard Dunkelberg Company. The consideration to relocate the ARFF in the future closer to the mid-point of the runway will assist in meeting federal and international standards for responding to an emergency situation at the airport.

Airport approach and departure paths are critical areas in terms of land use compatibility. The Federal Aviation Administration (FAA) has adopted Federal Aviation Regulations (FAR) Part 77 regarding “objects affecting navigable airspace—~~and safety zones.~~” FAR Part 77 provides guidance to control the height of objects in the area surrounding the airport and to protect the airport’s airspace and approaches from hazards. Safety zones consist of Runway Protection Zones (formerly Clear Zones), Runway Safety Areas, and Runway Object-Free Areas. The Runway Safety Areas and Object-Free Areas are located within the airport proper, but Protection Areas often extend beyond the boundaries of an airport, ~~although~~ the FAA recommends that airports own as much of the Protection Areas as possible. For most of the Protection Areas identified in the 1986 Airport Master Plan, the airport undertook a noise compatibility program that prioritized the areas for purchase, and then acquired them. The *Medford-Jackson County Airport Master Plan Update, 1993*, prepared by Airport Technology and Planning Group, Inc. identified the “Imaginary Surfaces” used to determine potential obstructions to air navigation. The plan identified the existing obstructions within these areas, such as trees, buildings,

antennas, navigation aids, etc. The Airport Master Plan 2013 Update includes a set of maps that depict these imaginary approach surfaces including the Runway Protection Zones (RPZ) that extend off the ends of the runways. The plan identifies recommended land acquisition areas that encompass the existing and future RPZs.

~~Prior to annexation to the City of Medford, the airport was governed under several Jackson County zoning districts. These included the Airport Development - Mixed Use (AD-MU) zoning district which restricts residential uses, and limits light and glare; the Airport Approach (A-A) Overlay Zone, which also prohibits electrical interference, and the Airport Concern (A-C) Overlay Zone, which limits height and requires residential deed restrictions (Avigation Easements) recognizing the existence of the airport and its inherent noise.~~

Within the City of Medford, the airport and its environs are generally designated and zoned for industrial uses. The City adopted an Airport Approach (A-A) Overlay Zone in 1991. The area encompassed by the A-A Overlay Zone, the "Approach Surface," is one of the FAA "Imaginary Surfaces" noted above. The A-A Overlay Zone prohibits places of assembly, and restricts light, glare, and other causes of impaired visibility. ~~Avigation easements are required for plan authorizations and other development approvals for properties located within the A-A Overlay Zone.~~ According to the Airport Master Plan 2013 Update, the FAA approved the closure of Runway 9/27 (running east/west) and converting the pavement to a taxiway. This modification will result in a change to the A-A overlay zone. An Airport Radar (A-R) Overlay Zone was adopted in 1992. It prohibits objects in excess of 40 feet in height, and requires all construction to be reviewed and approved by the FAA. The airport, which previously had no radar, installed a \$23 million radar system in 1995 located near Crater Lake Highway. The A-R Overlay Zone generally encompasses an area extending east of the airport to Crater Lake Highway, and south of Vilas Road to the westerly extension of Coker Butte Road.

While local governments must strive to assure land use compatibility with airport operations, airports usually take on the responsibility of minimizing their noise impacts. Airports can often affect noise impacts through a variety of means, including proper airport design, runway use, curfews, takeoff, climbing, and landing procedures, noise monitoring, etc. The FAA has guidelines for land use compatibility related to airport-generated noise. Most land uses are considered incompatible with noise levels exceeding 75DNL¹, and residential development is considered incompatible with noise levels exceeding 65DNL.

The 1986 noise compatibility study established the runway noise contour lines for the Medford Airport. These were updated in 1999 as part of ~~the an~~ environmental assessment by David Evans and Associates for a runway expansion project. (See **Figure 15** for the year 2000 noise contours). In Medford, the airport has few residentially designated areas nearby, although the Central Point Urban Growth Boundary (UGB) is in close proximity to the northwest. The residential areas most impacted by airport noise (within the 65DNL contour) are located between Corona Avenue and Crater Lake Avenue, north of Johnson Street in Medford, and the area west and north of the intersection of Table Rock Road and Vilas/Hamrick Road in the Central Point UGB.

¹DNL - Yearly day-night average sound level noise contour - a method for measuring noise generated by an airport.

The Airport Master Plan 2013 Update used the FAA's Integrated Noise Model (INM) Version 7.0b to model the noise environment at the airport for 2010, 2020, and 2030. The results are depicted graphically in the master plan update and indicate the following. In 2010, the 65 DNL (day-night sound level) noise contour encompasses roughly 270 acres with the 65 DNL noise contour remaining primarily on airport property. The 2020 model was developed to show the anticipated effects of the proposed parallel runway project identified in the Conceptual Development Plan Phase 1. The 65 DNL contour is wider with the proposed parallel runway. The 65 DNL noise contour encompasses roughly 336 acres. The overall cumulative effect of the parallel runway is a positive change in noise exposure in that the more populated residential areas to the south of the Airport would be exposed to less aircraft noise. The 2030 model was developed to show the anticipated effects of the proposed upgrade to the ARC C-II of the parallel runway included in the Conceptual Development Plan Phase II. The area of 65 DNL is again enlarged and encompasses roughly 364 acres. The information indicates the overall cumulative effect of the upgraded parallel runway is a positive change in noise exposure to the south compared to the existing contour, but an increase in noise exposure to the south compared to the 2020 contours.

The 2013 Update identifies the requirements for deed declarations and noise abatement strategies for private properties where the noise level may be at or above 55 DNL. The City may impose such requirements after notification of the project is sent to the Airport and the Airport provides written justification for the specific requirements.

Since residential and other noise-sensitive development should be well-separated from airports, new development must be coordinated with future airport expansion plans to prevent conflicts as flights increase. Future designation of residential areas by the City of Medford, City of Central Point, and Jackson County must be coordinated with the Airport Master Plan to avoid conflicts with flight patterns, hazard areas, and expansion areas. The 1986 study recommended that no new residential development be allowed inside the 65DNL, and that new residential development inside the 60 DNL be required to attain, through construction techniques, a maximum indoor noise level of 45DNL.

The updated airport master plan also refers to requirements for aviation easements from private property owners. The City does not concur with the blanket requirement of these easements and chooses not to apply the requirement on lands within the Airport Approach Overlay or the new Airport Area of Concern Administrative Mapping Category. Instead, as part of the land use application process, the City will include the airport as a referral agency, giving the airport the opportunity to review development proposals within these areas on a case-by-case basis and then require an aviation easement if it is warranted. This decision is based upon LUBA Case No. 2010-11 (*Barnes v. City of Hillsboro*).

The Rogue Valley International-Medford Airport Master Plan Update Final Report, February 2013 is adopted by reference.

Prepared for City of Medford by:

**Parametrix
700 NE Multnomah Street, Suite 1160
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**ADOPTED BY
MEDFORD CITY COUNCIL
NOVEMBER 20, 2003
BY ORDINANCE NO. 2003-299
AMENDED ON DECEMBER 16, 2004
BY ORDINANCE NO. 2004-257
AMENDED ON OCTOBER 1, 2008
BY ORDINANCE NO. 2008-206
AMENDED ON MARCH 7, 2013
BY ORDINANCE NO. 2013-041
AMENDED ON XXX
BY ORDINANCE NO. 2015-XXX**

Public Transit Plan

Public Transit Needs and Deficiencies

The Rogue Valley Transportation District (RVTD) currently provides public transportation in the Medford area, and between Medford and its surrounding communities in Jackson County. Service includes nearly 300 miles of fixed route and paratransit service. Over 2.7 million passenger miles are traveled annually with approximately 848,000 fixed route passengers and nearly 70,000 paratransit passengers carried in 2001-2002. RVTD also promotes alternative transportation through various travel demand management (TDM) strategies such as ridesharing, a “bikes on buses” program, telecommuting, and other activities. RVTD works with major employers in the area to provide a variety of different incentives, including a guaranteed ride home program to increase the use of fixed route bus service by employees.

RVTD’s fixed route service typically radiates outward from downtown Medford, connecting this portion of the City to a variety of other destinations. With the exception of the east/west service within Medford that is currently provided by Routes 2 and 4, fixed route service is primarily designed to provide intercity service that connects central Medford to the communities of Ashland, Phoenix, Central Point, Jacksonville, Talent and White City. The existing route structure generally provides very good coverage within 1/4 mile of most activity centers in the greater Medford area. However, connections between activity centers are not easily made and there is limited or no service in much of the eastern (and largely residential) portion of the city, including the SE Medford TOD and in the southwestern portion of the urban area. Additionally, little or no service is provided to the northwest industrial portion of the city and to the southwest, largely residential area. Service to the Rogue Valley International—Medford Airport is no longer provided via Route 1 as noted on the RVTD bus schedule provided on their website (February 2015). upon request only. Figure 3-5 of the complete Transportation System Plan document shows the existing RVTD fixed route structure and ¼ mile service coverage area (map adoption date November 20, 2003).

Air Transportation Plan

Air Transportation Needs and Deficiencies

The Rogue Valley International—Medford Airport is the area’s only provider of regularly-scheduled commercial airline service providing a national and international connection for the region. The airport is also the focal point for regional air cargo activity and employment growth in the adjacent Foreign Trade Zone (FTZ) and other business parks. The airport also provides for the air freight needs of the Rogue Valley area.

The *Rogue Valley International—Medford Airport Master Plan* serves as the primary guide to future development at the airport. The document identifies facility improvements and additions that the airport will need in the coming decades to sufficiently handle increases in passenger and freight activity while also meeting Federal Aviation Administration requirements. While growth in passenger volumes largely dictates the timing of airport improvements, the *Airport Master Plan 2013 Update* includes a prioritized list of capital improvements projects separated into three phases. based on short-, intermediate-, and long-term planning horizons. The improvement list

relates to the Airport Layout Plan drawing found in the Airport Master Plan 2013 Update and the Capital Improvements Program (CIP) that is updated by airport management and the Federal Aviation Administration (FAA). In addition, the City's "Level of Service Study" that identified street system needs and deficiencies throughout the Medford UGB, addresses airport landside access issues, and deficiencies.

Along with issues related to airport on-site development needs to meet anticipated travel demand for this mode and the off-site airport landside access needs as identified below, airports typically can have significant impacts on land uses in their vicinity. These impacts include not only potential safety issues related to both aircraft operations and risks to surrounding land uses, but also potentially neighborhood quality of life issues related to airport noise. The economic and transportation needs associated with airport use and development must be balanced against these potential land use issues.

To address airport area land use issues, the Oregon Administrative Rules (Section 660-013-Airport Planning) requires local agencies with planning authority for one or more airports or for areas within safety or compatibility zones around airports to adopt Comprehensive Plan and land use regulations for airports consistent with the requirements of that division and ORS 836.600 through 836.630. These plans and regulations are intended to encourage the long-term viability and compatibility of airports with their surrounding communities. Medford currently has provisions in its Municipal Code to address airport compatibility issues, including the Airport Approach (A-A) overlay, and Airport Radar (A-R) overlay Zoning Districts, and a new administrative mapping category for the Airport Area of Concern (A-C)(for Federal Aviation Administration (FAA) notification purposes only). However, review of these code provisions is appropriate to ensure that they meet all of the requirements of OAR 660-013.

The 2013 Update identifies the requirements for deed declarations and noise abatement strategies for private properties where the noise level may be at or above 55 DNL. The City may impose such requirements after notification of the project is sent to the Airport and the Airport provides written justification for the specific requirements.

The plan also refers to requirements for aviation easements from private property owners. The City does not concur with the blanket requirement of these easements and chooses not to apply the requirement on lands within the Airport Approach overlay or the new Airport Area of Concern Administrative Mapping Category. Instead, as part of the land use application process, the City will include the airport as a referral agency, giving the airport the opportunity to review development proposals within these areas on a case-by-case basis and then require an aviation easement if it is warranted based on written justification. This decision is based upon LUBA Case No. 2010-11 (*Barnes v. City of Hillsboro*).

The most recent update to the airport master plan is the Rogue Valley International-Medford Airport Master Plan Update Final Report, February 2013, which is adopted by reference.

Air Transportation Strategies

Improvements at or in the vicinity of the Rogue Valley International-Medford Airport include those related to on-site enhancement, off-site improvements, and land use compatibility.

- On-site - The City of Medford should work with the Jackson County Airport Authority (the owner/operator of the airport) to implement the recommendations of the *Rogue Valley International Medford Airport Master Plan 2013 Update or as amended.*
- Off-site - Improvements in the vicinity of the airport to enhance off-site transportation system access include the following:
 - Construct the North Medford Interchange improvements included in the Highway 62 Unit 1 strategy. (Completed)
 - Improve existing and likely future traffic operations at the intersection of Highway 62 with Poplar Drive by adding additional vehicle turning lanes. Further consideration of potential of grade-separation of this intersection should be made as part of the on-going study for Highway 62 Unit 2 improvements.
 - Improve the intersections of Highway 62 with Delta Waters Road and West Vilas Road.
 - Address long-term improvement needs at the existing at-grade intersection of Highways 99, 62 and 238 which could include future grade-separation.
 - Extend and provide bicycle and pedestrian facilities along Biddle Road to the airport terminal access roads. (Completed)
 - Support and encourage provision of public transportation services to the airport to meet the travel needs of passengers, employees and other airport visitors.
 - Work with Jackson County to develop an appropriate long-term strategy for airport terminal area access (identified in the Airport Master Plan as a future grade separation).
- Land Use - To address land use compatibility issues in the vicinity, the City of Medford should work cooperatively with the Jackson County Airport Authority to evaluate the City's current Comprehensive Plan and Code to ensure the following:
 - That the types and levels of public facilities and services needed to support development located at or planned for the airport are provided;
 - That there is adequate mapping of the airport area as required by OAR 660-013;
 - Develop and consider any ordinances necessary to carry out the requirements of OAR 660-013 consistent with applicable statewide planning requirements. This might include revisions to the City's existing Airport Approach (A-A) and Airport Radar (A-R) Zoning-Districts-overlays if these are determined to be inadequate and the creation of a new administrative mapping category for the Airport Area of Concern (A-C)(for Federal Aviation Administration (FAA) notification purposes only) to meet the requirements of OAR 660-013 for the safety provisions of an Airport Overlay Zone;
 - Consider land use plans in the vicinity of the airport to minimize potential safety and noise related impacts associated with the airport.

City of Medford
Transportation System Plan

Adopted
November 20, 2003
Amended by Ordinance No. 2015-XXX, XX,XX, 2015

Prepared for:

City of Medford

Prepared by:

Parametrix
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Public Transit Needs and Deficiencies

The Rogue Valley Transportation District (RVT) currently provides public transportation in the Medford area, and between Medford and its surrounding communities in Jackson County. Service includes nearly 300 miles of fixed route and paratransit service. Over 2.7 million passenger miles are traveled annually with approximately 848,000 fixed route passengers and nearly 70,000 paratransit passengers carried in 2001-2002. RVT also promotes alternative transportation through various travel demand management (TDM) strategies such as ridesharing, a “bikes on buses” program, telecommuting, and other activities. RVT works with major employers in the area to provide a variety of different incentives, including a guaranteed ride home program to increase the use of fixed route bus service by employees.

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Air Transportation Plan

Air Transportation Needs and Deficiencies

The Rogue Valley International-Medford Airport is the area’s only provider of regularly-scheduled commercial airline service providing a national and international connection for the region. The airport is also the focal point for regional air cargo activity and employment growth in the adjacent Foreign Trade Zone (FTZ) and other business parks. The airport also provides for the air freight needs of the Rogue Valley area.

The Rogue Valley International-Medford Airport Master Plan 2001 and as amended February 2013 serves as the primary guide to future development at the airport. The document identifies facility improvements and additions that the airport will need in the coming decades to sufficiently handle increases in passenger and freight activity while also meeting Federal Aviation Administration requirements. While growth in passenger volumes largely dictates the timing of airport improvements, the Airport Master Plan 2013 Update includes a prioritized list of capital improvements projects separated into three phases. The improvement list relates to the Airport Layout Plan drawing found in the Master Plan and the Capital Improvements Program (CIP) that is updated by airport management and the Federal Aviation Administration (FAA). based on short-, intermediate-, and long-term planning horizons. In addition, the City’s Level of Service Study that identified street system needs and deficiencies throughout the Medford UGB, addresses airport landside access issues, and deficiencies.

Along with issues related to airport on-site development needs to meet anticipated travel demand for this mode and the off-site airport landside access needs as identified above, airports typically can have

significant impacts on land uses in their vicinity. These impacts include not only potential safety issues related to both aircraft operations and risks to surrounding land uses, but also potentially neighborhood quality of life issues related to airport noise. The economic and transportation needs associated with airport use and development must be balanced against these potential land use issues.

To address airport area land use issues, the Oregon Administrative Rules (Section 660-013-Airport Planning) requires local agencies with planning authority for one or more airports or for areas within safety or compatibility zones around airports to adopt comprehensive plan and land use regulations for airports consistent with the requirements to that division and ORS 836.600 through 836.630. These plans and regulations are intended to encourage the long-term viability and compatibility of airports with their surrounding communities. Medford currently has provisions in its Municipal Code to address airport compatibility issues including Airport Approach (A-A) ~~overlay and~~ Airport Radar (A-R) ~~Zoning Districts overlay, and a new administrative mapping category for the Airport Area of Concern (A-C)(for Federal Aviation Administration (FAA) notification purposes only)~~. However, review of these code provisions is appropriate to ensure that they meet all of the requirements of OAR 660-013.

The most recent update to the airport master plan is the Rogue Valley International-Medford Airport Master Plan Update Final Report February 2013 which is adopted by reference.

Air Transportation Strategies

Improvements at or in the vicinity of the Rogue Valley International-Medford Airport include those related to on-site enhancement, off-site improvements, and land use compatibility.

- On-site - The City of Medford should work with the Jackson County Airport Authority (the owner/operator of the airport) to implement the recommendations of the ~~Rogue Valley International-Medford Airport Master Plan 2013 Update or as amended~~.
- Off-site - Improvements in the vicinity of the airport to enhance off-site transportation system access include the following:
 - Construct the North Medford Interchange improvements included in the Highway 62 Unit 1 strategy. (Completed)
 - Improve existing and likely future traffic operations at the intersection of Highway 62 with Poplar Drive by adding additional vehicle turning lanes. Further consideration of potential of grade-separation of this intersection should be made as part of the on-going study for Highway 62 Unit 2 improvements.
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 - Extend and provide bicycle and pedestrian facilities along Biddle Road to the airport terminal access roads. (Completed)
 - Support and encourage provision of public transportation services to the airport to meet the travel needs of passengers, employees and other airport visitors.
 - Work with Jackson County to develop an appropriate long-term strategy for airport terminal area access (identified in the *Airport Master Plan* as a future grade separation).
- Land Use - To address land use compatibility issues in the vicinity, the City of Medford should work cooperatively with the Jackson County Airport Authority to evaluate the City's current Comprehensive Plan and Code to ensure the following:

- o That the types and levels of public facilities and services needed to support development located at or planned for the airport are provided;
- o That there is adequate mapping of the airport area as required by OAR 660-013;
- o Develop and consider any ordinances necessary to carry out the requirements of OAR 660-013 consistent with applicable statewide planning requirements. This might include revisions to the City's existing Airport Approach (A-A) and Airport Radar (A-R) ~~Zoning Districts~~ ~~overlays~~ if these are determined to be inadequate and the creation of a new administrative mapping category for the Airport Area of Concern (A-C)(for the Federal Aviation Administration (FAA) notification purposes only) to meet the requirements of OAR 660-013 for the safety provisions of an Airport Overlay Zone;
- o Consider land use plans in the vicinity of the airport to minimize potential safety and noise related impacts associated with the airport.

Chapter 2

Previous Work/Background Studies

Overview

The purpose of this chapter is to review existing plans and to identify important transportation and land use issues that need to be considered in the preparation of the Medford *Transportation System Plan* (TSP). A variety of transportation studies, transportation plans, and other transportation-related documents have been produced in the past. The relevance of each of these documents in relation to the preparation of the Medford TSP varies widely. This chapter will provide a synopsis of the following documents: Oregon Transportation Plan, all State modal plans, 2004-2007 Statewide Transportation Improvement Program (STIP), Jackson County *Comprehensive Plan Transportation Element*, *Medford Bicycle Master Plan*, *Jackson County Bicycle Master Plan*, *2001-2023 Rogue Valley Regional Transportation Plan* (RTP) and modal components, Transit Oriented Design and Development (TOD) Study, *Southern Oregon Commuter Rail Study*, *Southeast Medford Plan*, *City Center Design Concept '99*, *Downtown 2050 Plan*, *Medford in the 21st Century Vision Strategic Plan*, Highway 62 Corridor Solutions project, South Medford Interchange project, *Rogue Valley International—Medford Airport Master Plan as amended*, and various other transportation studies. In addition, the City's *Public Facilities Element* of the *Comprehensive Plan* contains goals and policies for the city related to transportation. The salient components of each study are described below.

Air Transportation Component

The Medford metropolitan area, Jackson County and a large area of southern Oregon is served by the Rogue Valley International-Medford Airport which is located north of the City and east of I-5, between Crater Lake Highway and Table Rock Road. This airport is owned and operated by Jackson County and provides both passenger and air freight service, as well as serving numerous private aircraft operations. The airport has been designated a foreign trade zone (FTZ) which is intended to help the airport develop to its fullest potential and boost the local economy in the southern Oregon region. The FTZ is projected to increase employment in the immediate vicinity of the airport and produce an annual increase in revenue of more than \$3 million. The ~~recently-adopted~~ *Rogue Valley International—Medford Airport Master*

Plan Update [2001 and as amended in 2013](#) provides guidance for future development at the airport including both landside and airside facilities. The RTP identifies the following air transportation policy:

Policy: Local governments shall take actions to promote air transportation in the region and its connections with the other areas in the state, nation and abroad. This includes ensuring that good ground transportation is available for passengers and freight, and that the Airport Master Plan is periodically updated as necessary.

Rogue Valley International—Medford Airport Master Plan (2001) and (2013)

An Airport Master Plan was completed in February of 2001 for the Rogue Valley International—Medford Airport [and updated in February 2013](#). These Master Plans provides for anticipated aviation facility needs over the next twenty-year period (and beyond). The improvements identified in the [Airport Master Plans](#) will allow the airport to meet growing demands of commercial passenger air service, air cargo, military, and general aviation needs. In addition to addressing aviation needs, the plan also identifies airport-owned properties that are not anticipated for aviation-related development. These properties may be used for other purposes to enhance airport revenues. The plan generally recommends that proposed improvements be implemented as airport activity demands them. Recommended improvements include:

Chapter 3 Existing Conditions

Overview

The inventory data comes from a variety of sources. Although all transportation system modes are inventoried, the street inventory is the most data intensive. The street inventory effort includes detailed tables describing arterial and collector roadway features including number of lanes, posted speeds, functional classification, on-street parking, intersection traffic control, sidewalks and bicycle facilities. The detailed tables are included in Appendix A. This information was obtained through a combination of the Rogue Valley Metropolitan Planning Organization (RVMPO) travel model roadway inventory database and City of Medford staff review of existing roadway documents. The Rogue Valley Transportation District (RVTD) provided information related to transit service provided in the Medford area. Aviation data was supplied by the Jackson County Airport Authority. [The most recent airport master plan is adopted by reference and is known as the Rogue Valley International—Medford Airport Master Plan Update Final Report, February 2013.](#) Freight-related information including trucking, freight rail, and pipelines was obtained from the RVMPO.

Air Transportation

The majority of the following discussion was derived from information contained in the Rogue Valley International—Medford Airport’s [Airport Master Plan \(2001\) and \(2013\)](#) and the [2001–2023 Rogue Valley Regional Transportation Plan](#). Additional data was provided by the Jackson County Airport

Authority and updates made based on information contained in the most recent Rogue Valley International–Medford Airport Master Plan Update Final Report, February 2013.

Rogue Valley International-Medford Airport

The Rogue Valley International–Medford Airport is a non-hub, commercial service airport with four air carriers that serve eight hubs. the area's only provider of regularly-scheduled commercial airline service. The airport offers air passenger and air freight transportation opportunities to residents and businesses in the Rogue Valley by providing a national and international connection to the region. Currently, air passenger service is provided by Allegiant Air, Delta Connection (Sky West), United Express (Sky West) and Alaska Air (Horizon). ~~These carriers provide service to Portland, San Francisco, Seattle, Denver, Salt Lake City, Los Angeles, Las Vegas, and Phoenix. Horizon Airlines (linking Medford to Portland, Seattle and Los Angeles), United Express (connecting to Portland, San Francisco and Denver), and America West (connecting to Phoenix).~~ The Airport also provides a safe operating location for all classes of aircraft, including small general aviation aircraft, corporate business jets, and commercial service passenger aircraft. ~~The airport also provides service to general aviation aircraft, as well as offering private, commercial, non-passenger related services (such as Erickson Air Crane) that operate from private helipads.~~ Reliever service for general aviation and air freight service is provided at the Ashland Municipal Airport when visibility in Medford is below minimums due to fog or other inclement weather.

The Rogue Valley International–Medford Airport is located north and east of I-5 between Highway 62 (Crater Lake Highway) and Table Rock Road, entirely within the Medford Urban Growth Boundary (see Figure 3-4) (update map with figure A.4 from 2013 update). Parking is available at the airport operating 24 hours a day, seven days a week. Current parking rates range from ~~\$2.00~~ \$2.50 per hour for short-term parking with a ~~\$12.00-\$15.00~~ \$15.00 per day maximum to ~~\$1.25~~ \$2.00 per hour for long-term with a ~~\$5.50~~ \$9.00 per day maximum.

Public transportation to the airport from various locations in Medford is available through privately operated taxis, and shuttle services, ~~and~~ RVTD. ~~Upon advance request, RVTD will deviate Route 60 to serve the airport.~~ Bicycle and pedestrian facilities are available to the airport site along Biddle Road, however, facilities for direct access to the terminal using these modes are minimal.

Airport Facilities

The airport consists of both airside and landside facilities. Airside facilities include runways, taxiways, lighting and navigational aids. There are two active runways at the Rogue Valley International–Medford Airport. Runway 14/32 (the primary runway) is 8,800 feet long by 150 feet wide, while Runway 9/27 (the secondary crosswind runway) is 3,1~~55~~36 feet long by 100 feet wide. The primary runway can accommodate most aircraft operating in the commercial fleet, while the crosswind runway is limited to small aircraft weighing less than 12,500 pounds. Per the Airport Master Plan 2013 Update, Form 7480-1, Notice of Landing Area Proposal, was submitted to the FAA in August 2010 for the permanent closure of Runway 9/27, converting the pavement to a taxiway, which has been approved by the FAA for closure. In addition to the runways, the airside facilities at the airport consist of several taxiways that provide access to the terminal area and other aviation facilities.

Landside facilities include the passenger terminal facilities, aircraft parking aprons, Fixed Base Operator (FBO) facilities, the Aircraft Rescue and Fire Fighting (ARFF) facility, general aviation facilities, fuel storage facilities, and access roadways. ~~Other facilities such as the Airport Traffic Control Tower (ATCT), Mercy Flights, U.S. Forest Service facilities, and the Foreign Trade Zone Building are located around the airport. terminal, fixed-base and corporate aviation facilities, storage hangars, the U.S. Forest Service facilities, and various facilities that support airport operations including the Federal Aviation Administration's airport traffic control tower and the airport's administration buildings.~~

Air Passenger Activity

Table 3-16 presents a summary of recent aircraft operations and passenger activity at the airport. As indicated in the table, air passenger activity increased by an annual average rate of about 4 percent between 1998 and 2000, while actual aircraft operations declined, primarily as a result of a drop in local civil aircraft operations. The increases in passenger activity have shown potential for growth in the air transportation mode as an important component in the regional transportation system. Aircraft and air passenger activity also increased in the early months of 2001. However, since September 2001, air operations and passenger activity has dropped consistent with the experience of other airports throughout the United States.

**Table 3-16
Rogue Valley International-Medford Airport
Air Operations and Passengers**

	1998	1999	2000	2001	2002 *	1998-2001 Change (%)
Aircraft Operations - Itinerant						
• Air Carrier	16,235	16,724	19,203	18,195	9,861	+12.1%
• Air Taxi	2,119	2,279	2,509	2,113	1,321	-0.3%
• General Aviation	26,133	25,648	24,181	24,100	13,529	-7.8%
• Military	340	350	368	286	183	-15.9%
Total Itinerant Operations	44,827	45,001	46,261	44,694	24,894	-0.3%
Aircraft Operations – Local						
• Civil	25,166	25,862	20,901	17,380	12,018	-30.9%
• Military	224	442	96	183	66	-18.3%
Total Local Operations	25,390	26,304	20,997	17,563	12,084	-30.8%
Total Operations	70,217	71,305	67,258	62,257	36,978	-11.3%
Passengers						
• Enplanements	218,593	228,783	245,874	234,779	126,840	+7.4%
• Deplanements	235,213	228,013	246,191	229,756	127,001	-2.3%
Total Passengers	453,806	456,796	492,065	464,535	253,831	+2.4%

Source: Jackson County Airport Authority, 4-year percentile change in data is for 1998 through 2001.

* Data is for period from January through July, 2002 inclusive

In 2001, the *Rogue Valley International—Medford Airport Master Plan* was completed. [The plan was updated in February 2013.](#) [These documents](#) serves as the primary guide to future development of the airport. The *Airport Master Plan* includes documentation and an assessment of existing airport activity, a discussion of planning assumptions that relate to future demand for airport-related services, and a summary of recommended improvements. Key assumptions and conclusions that are important for the development of the Medford TSP include forecasts of passenger enplanements, expectations for growth in air cargo activity and potential future employment in the developing Foreign Trade Zone (FTZ) located on airport property. The passenger enplanement and employment assumptions lead directly to increased traffic volumes on the airport access road, as well as all major roadways leading to the airport and the Foreign Trade Zone. Principal roads affected by a growth in airport traffic include: I-5, Highway 62, and Biddle Road.

According to the 2001 Airport Master Plan, passenger enplanements are forecast to increase substantially from the 1998 level of approximately 219,000 passengers. Several different forecasting methods were used to determine the likely future demand for air passenger service at the Rogue Valley International-Medford Airport with the preferred method being based on a per capita ratio that related growth in demand to the area's growing population and propensity to fly. The preferred forecast was prepared in five-year increments through 2020, with the outlying year estimated at 379,300 passengers or a 74 percent increase over 1998 levels. This translates to slightly over 1,000 passengers on an average day, which is not significant, compared with forecast daily traffic volumes on I-5 of over 50,000 vehicles at both the north and south study area boundaries.

The 2013 updated plan provides passenger enplanement forecasts for 2010 through 2030 (Table B-3 in the Plan). The forecast includes three scenarios, representing scenario one (the selected scenario), scenario two (the low) and scenario three (the high) forecasts for the identified time-frame. Scenario one projects enplanements to increase at an average annual growth rate of 2.4 percent which is equal to the projected growth rate of the Terminal Area Forecast (TAF) for Medford through 2030. The low forecast projects an average annual growth rate of 1.5. This number is equal to the projected growth rate of Jackson County through 2030. The high forecast is 3.0 and equals the projected national enplanement growth rate for regional carriers according to FAA Aerospace Forecast Fiscal Years 2010–2030. Scenario one was selected to be submitted to the FAA for approval and will be used as the basis for facility needs documentation.

Existing land uses around the airport are largely a mix of scattered single family residential, industrial/commercial development, and agricultural uses. The density of development is greater on the south side of the airport where there has been extensive recent commercial and industrial land development, and to the northwest where there has been new residential development in Central Point. A 1986 study of airport land use compatibility resulted in the Airport's acquisition of a number of properties that were determined to be incompatible with existing airport noise levels. The city has two airport overlay zones (A-A and A-R) to ensure compatibility of land uses around the airport by restricting land uses and structure heights in the airport's imaginary surfaces. These imaginary surfaces radiate outward from the existing runways at specified angles in relation to the ground. They are intended to identify the area within which height restrictions should be enforced on development adjacent to the airport to maintain a safe flight path. Imaginary surfaces are depicted in the 2001 Airport Master Plan and also in the 2013 updated plan.

One significant and growing land use in the airport vicinity is the Foreign Trade Zone (FTZ No. 206). The FTZ was designated in 1995 and is intended to help the airport develop to its fullest potential and to boost the local economy of southern Oregon through enhanced trading opportunities and job creation. FTZ No. 206 is one of four in Oregon, the others being located in Coos County, Klamath Falls, and Portland. The FTZ is projected to increase employment in the immediate vicinity of the airport and to produce an annual increase in revenue of more than \$3 million. Those who work in the FTZ are expected to live throughout the region. The FTZ and air cargo activity at the airport are discussed more fully below in the discussion of air cargo activity.

Air Cargo

Along with air passenger and general aviation services, the Rogue Valley International—Medford Airport provides for the air freight needs of the Rogue Valley area, connecting the region to national and international markets. Air freight is handled by both all-cargo carriers and the scheduled airlines, while air mail is handled only by the latter. ~~Five companies currently operate under contract with cargo-carrying companies such as FedEx, United Parcel Service (UPS) and Airborne Express, to carry air freight to and from the Medford area using a combination of small turboprop planes and jets.~~

In the mid-1980s, it was reported that only about 1.4 million total pounds of air freight were carried. This had increased by nearly 8 million pounds by 1993, at which point demand appeared to level off. Based on information in the 2001 *Airport Master Plan*, over 8 million pounds of air freight were carried in 1998, with the cargo-only carriers performing 5,800 annual operations. Table 3-17 illustrates air cargo activity at the Rogue Valley International—Medford Airport from 1998 to 2001. ~~over the past few years.~~

Based on the 2013 update, the Medford Airport has two small cargo operators, Ameriflight (contracted with UPS and various banks) and Empire Air (contracted with FedEx) conducting air cargo flights six days a week (Monday–Saturday) with turboprop aircraft. There is a FedEx air cargo building adjacent to the ARFF building and facility used by Secured Couriers. The plan states, there was approximately 5.4 million pounds of freight and mail which passed through the Airport in 2010. The percentage of air cargo is projected to increase by an average annual growth rate of 2.1 percent. In 2011, two additional buildings were planned to hold freight/cargo operations.

**Table 3-17
Rogue Valley International-Medford Airport, Air Cargo Activity**

	1998	2000	2001	2002 *
Mail				
• Pounds On	678,770	588,735	393,454	267,161
• Pounds Off	27,569	51,110	60,967	15,610
Total	706,339	639,845	454,421	282,771
Air Freight				
• Pounds On	3,397,785	3,584,127	3,062,367	1,751,719
• Pounds Off	4,362,396	5,908,274	3,848,590	2,292,911
Total	7,760,181	9,492,401	6,910,957	4,044,630
Total Pounds of Air Cargo	8,466,520	10,132,246	7,365,378	4,327,401

Source: Jackson County Airport Authority

* ~~Data is for period from January through July, 2002 inclusive~~

~~FedEx, United Parcel Service and Airborne Express operate air cargo facilities at the airport. FedEx constructed its facility south of the airport terminal in 1990. Airborne has constructed a facility on airport property at the northern end of the storage hangar area. Medford Air Cargo operates a facility to the south of the terminal, as well as a nearby storage and inspection facility with cold storage and a truck loading dock. The air cargo handling company has been very active in the development of air cargo facilities at the airport including expansion of on-field cargo handling capacity and in the establishment of an airport commerce park.~~

Future projections of air freight activity reflect a gradual “phasing in” of facilities on the east side of the airport in the Foreign Trade Zone (FTZ), and continuing development of markets in Southwest Oregon and Northwest California. FTZ No. 206 includes more than 700 acres divided among 12 sites in Jackson and Josephine Counties. Within the Medford UGB are located the following FTZ properties:

- Airport Commerce Park (east of the airport) 95 acres
- Crater Lake Center (east of the Airport Commerce Park) 38 acres
- North Medford Business Center (north of Crater Lake Center) 54 acres
- Medford Industrial Park 215 acres

The Foreign Trade Zone (FTZ) of Jackson County is a legally secured area considered to be outside the United States for purposes of customs, duties, and quotas. Imports are admitted to a FTZ duty-free

facility to be stored, processed, manufactured, distributed, exhibited or inspected. The FTZ is designed to open the region to increased foreign and domestic trade opportunities and to enhance efficiency in reaching global markets with locally-produced commodities. The heart of the FTZ is located on 95 acres owned by Jackson County on the east side of the Rogue Valley International—Medford Airport (see Figure 3-4), adjacent to the old Medco Haul Road.

The FTZ is a new international port of entry although customs and immigration services are not presently available. An agricultural quarantine and inspection center began service in the FTZ in 1996. The new air cargo and cold storage warehouse in the FTZ is one of the largest available at an airport between Los Angeles, California and Vancouver, B.C.¹ Regional access to the FTZ is available from Highway 62 north of the interchange with I-5. Direct road access to the FTZ includes Commerce Drive, Vilas Road, Table Rock Road and the Medco Haul Road. Recently Vilas Road was widened to accommodate increased traffic, and Coker Butte Road is being extended west of Crater Lake Highway to service the vicinity of the FTZ. Truck traffic on roads in this area is consistent with the pattern of truck activity common in other industrial areas.

In comparison with the demand for truck freight movement on Interstate 5, air freight is currently a small percentage of total freight movement in the Medford area. It is anticipated that the airport and FTZ will have minimal impact on the regional roadway system during the next few years. As operations in the FTZ grow and business interests increase, the adequacy of the existing surface transportation system will become increasingly important to accommodate expected increases in cargo handling and associated truck traffic. A significant increase of cargo moving in and out of this area could provide the impetus for development of an intermodal system for handling freight containers and trailers to increase the efficiency of cargo handling. It will be important to monitor activities related to air freight and the FTZ during the next few years for future TSP updates.

RVTD's fixed route service typically radiates outward from downtown Medford, connecting this portion of the city to a variety of other destinations. With the exception of the east/west service within Medford that is currently provided by Routes 2 and 4, fixed route service is primarily designed to provide intercity service that connects central Medford to the communities of Ashland, Phoenix, Central Point, Jacksonville, Talent and White City. The existing route structure generally provides very good coverage within 1/4 mile of most activity centers in the greater Medford area. However, connections between activity centers are not easily made and there is limited or no service in much of the eastern (and largely residential) portion of the city, including the SE Medford TOD and in the southwestern portion of the urban area. Additionally, little or no service is provided to the northwest industrial portion of the city and to the southwest, largely residential area. Service to the Rogue Valley International—Medford Airport is no longer provided via Route 1 as noted on the RVTD bus schedule provided on their website (February 2015). upon request only. Figure 3-5 in Chapter 3 shows the existing RVTD fixed route structure and ¼ -mile service coverage area as adopted on November 20, 2003.

¹ Southern Oregon Regional Economic Development, Inc., January, 2002.

Chapter 9

Air Transportation Plan

Overview

This chapter includes a review and assessment of needs, deficiencies, policies and improvement options affecting the air transportation system within the Medford Urban Growth Boundary (UGB). Included is a discussion of the local and regional policy context for developing and maintaining this travel mode, an evaluation of needs and deficiencies in the existing system, and a discussion of various short, mid and longer term improvement projects for enhancing and expanding this system.

Information contained in this memo was obtained largely from the ~~recently completed~~ *Rogue Valley International–Medford Airport Master Plans (2001 and 2013)* that includes forecasts of air passenger and cargo demand and identifies options and recommendations for airport improvement. In addition, the city’s Level of Service study evaluated critical connections in the roadway system around the airport and provides insight into the airport landside access benefits realized by the implementation of currently-funded roadway improvement projects that are expected to be completed within the 20-year planning horizon. Additional improvement needs to the roadway system around the airport were also identified in this study. A key transportation issue to be addressed will be the adequacy of multi-modal transportation access to the Rogue Valley International–Medford Airport, particularly in light of the growth in air passenger and air cargo activity that is anticipated in the *Airport Master Plan (2001)*.

Policy Context and Background

The *2001-2023 Rogue Valley Regional Transportation Plan (RTP)* prepared for the Medford Urbanized Area by the Rogue Valley Metropolitan Planning Organization and adopted in 2002, establishes regional policy direction with respect to the air transportation system within the Medford UGB. The Rogue Valley International-Medford Airport provides an important passenger and freight connection to the remainder of the state, as well as to other national and international destinations. Because of the regional significance of this facility, the RTP recommends that *“Local governments shall take actions to promote air transportation in the region and its connections with the other areas in the state, nation, and abroad. This includes ensuring that good ground transportation is available for passengers and freight, and that the Airport Master Plan is periodically updated as necessary.”* (Policy 13-1) Subsequently, Regional Transportation Plans have been adopted, including the 2009–2034 and the 2013–2038 plans. These updated plans do not include any new policies or goals related to air transportation.

The City’s existing *Comprehensive Plan* includes a goal and policies specifically directed at protecting and enhancing the air transportation system. Goal 7 indicates that the City will take actions *“To assure that land use planning and development approval processes are fully coordinated with the present and future needs of the Rogue Valley International-Medford Airport, thereby protecting and enhancing this valuable regional resource.”*

Adopted city policies related to air transportation include the following:

- *“Policy 1: The City of Medford shall encourage and support in every way possible the continuation and expansion of the Rogue Valley International-Medford Airport facilities and services as an important transportation mode. This “Public Facilities Element” shall be amended as appropriate as airport facility plans are updated by Jackson County.”*

- *“Policy 2: The City of Medford shall be an active participant in all matters related to airport land use planning. Special emphasis shall be placed on providing protective land use regulations, such as the existing Airport Approach (AA) Overlay district, and any other such measures that are determined to be necessary.”*
- *“Policy 3: The City of Medford shall consider the airport area (MATS sectors 10, 11, and 12) as a priority area for providing urban levels of public facilities and services.”*

The *Comprehensive Plan* goal and accompanying policies were reviewed and modified as appropriate during the development of the TSP. New goals, policies and implementation strategies are included in Chapter 13.

In addition to local and regional policies related to air transportation, development of the air transportation portion of the Medford TSP must also consider Oregon Administrative Rules related to airport planning (OAR 660-013). These rules address the issues related to the on-going operation and vitality of Oregon’s system of airports including the need to address land use planning in the vicinity of airports to reduce risks to aircraft operations and nearby land uses.

Needs

The Rogue Valley International—Medford Airport is the area’s only provider of regularly-scheduled commercial airline service providing a national and international connection for the region. The airport is also the focal point for regional air cargo activity and employment growth in the adjacent Foreign Trade Zone (FTZ) and other business parks. The location of the airport is illustrated in Figure 3-4.

The *Rogue Valley International—Medford Airport Master Plan* serves as the primary guide to future development of the airport. Completed in 2001 and updated in 2013, the *Airport Master Plan* includes planning assumptions with respect to future community growth and business activity, identifies future needs for air passenger, air cargo and general aviation activities, evaluates potential options to enhance the airport to meet anticipated needs, and outlines recommendations for a staged airport improvement program.

Based on projected airport activity, the Jackson County Airport Authority plans to improve and expand several airport facilities including runways, parking facilities and vehicle accessways. These improvements will affect both internal airport circulation, as well as the surrounding transportation system. Improvement recommendations are based on an assessment of future air passenger and air cargo demands that are largely driven by increased population and economic activity both in Medford and throughout southern Oregon. A discussion of airport needs and deficiencies is presented below.

Demand for Airport Services

Key information gleaned from the 2001 *Airport Master Plan* and used in the development of this multi-modal TSP includes forecasts of passenger enplanements (the number of passenger boardings for air carrier or scheduled airline service), forecasts of air cargo tonnage, and itinerant and local aircraft operations including both civil and military aircraft. Estimates of employment growth in the developing Foreign Trade Zone (FTZ) located adjacent to and east of the existing airport facility, have also been considered in evaluating both the demand for on-site airport improvements and off-site airport access needs (this analysis is focused on several key intersections in the vicinity of the airport).

According to the 2001 Airport Master Plan, passenger enplanements ~~are~~ were forecast to increase substantially from the 1998 level of approximately 219,000 passengers. Several different forecasting methods were used to determine the likely future demand for air passenger service at the Rogue Valley International—Medford Airport with the preferred method being based on a per capita ratio that correlates growth in travel demand to the area’s growing population and propensity to fly. The preferred forecast was prepared in five-year increments through 2020, with the outlying year estimated at 379,300 passengers or a 74 percent increase over 1998 levels. This translates to slightly over 1,000 passengers on an average day, which is not significant compared with forecast daily traffic volumes on I-5 of over 50,000 vehicles at both the north and south ends of the Medford UGB study area. Table 9-1 illustrates the projected growth in air passenger demand at the Medford Airport.

**Table 9-1
Rogue Valley International-Medford Airport
Projected Air Operations and Passengers**

	1998	2005	2010	2020
Passenger Enplanements	218,593	268,950	303,630	379,300
Aircraft Operations - Itinerant				
• Air Carrier	16,235	18,120	19,100	21,900
• Air Taxi	2,119	4,000	4,500	5,500
• General Aviation	26,133	28,000	30,000	34,500
• Military	340	375	375	375
Total Itinerant Operations	44,827	50,495	53,975	62,275
Aircraft Operations - Local				
• Civil	25,166	28,000	30,000	34,500
• Military	224	200	200	200
Total Local Operations	25,390	28,200	30,200	34,700
Total Operations	70,217	78,695	84,175	96,975
Total Aircraft Based at Airport	150	160	168	184
• Single-Engine	124	128	129	132
• Multi-Engine	15	17	20	25
• Jet	7	9	11	15
• Helicopter	4	6	8	12

Source: Unpublished data from Jackson County Airport Authority (for 1998) and *Rogue Valley International—Medford Airport Master Plan*, February 2001 (for future year estimates).

Table 9-1 also outlines projected growth in aircraft operations including the air carriers responsible for accommodating most of the projected passenger growth. Along with air passenger growth, air carrier operations are expected to grow by 35 percent by 2020. Other aircraft operations include air taxi (expected to more than double by 2020), general aviation (expected to grow by about 35 percent by

2020), and military operations (expected to grow very slightly). Total aircraft operations are expected to grow by a little less than 40 percent between 1998 and 2020.

In addition to serving air passenger and general aviation demand, the Rogue Valley International–Medford Airport provides for the air freight needs of the Rogue Valley area, connecting the region to national and international markets. Both all-cargo carriers and the scheduled airlines handle air freight, while air mail is handled only by the latter. ~~Five companies currently operate under contract with cargo-carrying companies such as FedEx, United Parcel Service (UPS) and Airborne Express, to carry air freight to and from the Medford area using a combination of small turboprop planes and jets.~~

According to the 2001 *Airport Master Plan*, over 8 million pounds of air freight were carried in 1998, with the cargo-only carriers performing 5,800 annual operations. In comparison with the demand for truck freight movement on Interstate 5, air freight is currently a small percentage of total freight movement in the Medford area. Future projections of air freight activity reflect a gradual “phasing in” of air cargo facilities on the east side of the airport in the Foreign Trade Zone (FTZ), and continuing development of markets in Southwest Oregon and Northwest California. A significant increase of cargo moving in and out of this area could provide the impetus for development of an intermodal system for handling freight containers and trailers to increase the efficiency of cargo handling. Table 9-2 identifies both existing and projected air cargo activity based on the 2001 plan.

Table 9-2

Rogue Valley International-Medford Airport

Projected Air Cargo Activity				
	1998	2005	2010	2020
Mail				
• Pounds On	678,770	864,000	1,026,000	1,450,000
• Pounds Off	27,569	35,000	42,000	59,000
Total	706,339	899,000	1,068,000	1,509,000
Air Freight				
• Pounds On	3,397,785	4,980,000	6,540,000	11,280,000
• Pounds Off	4,362,396	6,390,000	8,390,000	14,470,000
Total	7,760,181	11,370,000	14,930,000	25,750,000
Total Pounds of Air Cargo	8,466,520	12,269,000	15,998,000	27,259,000

Source: *Rogue Valley International-Medford Airport Master Plan*, February 2001.

Based on the 2013 update, the Medford Airport has two small cargo operators, Ameriflight (contracted with UPS and various banks) and Empire Air (contracted with FedEx) conducting air cargo flights six days a week (Monday–Saturday) with turboprop aircraft. There is a FedEx air cargo building adjacent to the ARFF building and facility used by Secured Couriers. The plan states there were approximately 5.4 million pounds of freight and mail which passed through the Airport in 2010. The percentage of air cargo is projected to increase by an average annual growth rate of 2.1 percent.

On-Site Airport Improvement Needs

The [2001 Airport Master Plan](#) identifies facility improvements and additions that the airport will need in the coming decades to sufficiently handle increases in passenger and freight activity while also meeting Federal Aviation Administration (FAA) requirements. While growth in passenger volumes largely dictate the timing of airport improvements, the [2001 Airport Master Plan](#) includes a prioritized list of improvements based on short-, intermediate-, and long-term planning horizons. Short-term needs lie within the period between 2001 and 2005. Intermediate and long-term needs span the 2006-2010 and 2011-2020 timeframes, respectively.

Operating with nearly 219,000 enplanements during 1998, the Rogue Valley International-Medford Airport is deficient in terms of space and facilities to accommodate air passenger demand. According to airport planning standards developed by the FAA, the overall passenger terminal area is too small to handle the number of passengers currently being served. In addition, public parking capacity is below FAA standards for an airport of this size. With air passenger demand anticipated to grow by nearly 75 percent between 1998 and 2020, the need for terminal and parking area expansion is evident.



Determining facility needs for general aviation depends on the number of annual operations, number of aircraft based at the airport, and the varying types of fleet being served. Both local and itinerant general aviation operations are anticipated to increase in the coming decades. While the number of based aircraft is expected to grow, the fleet mix is expected to remain generally the same as it exists today. Projected military activity is not expected to vary much from current levels, therefore static projections were used in the forecasts. Terminal and storage facilities for general aviation currently meet both short- and intermediate-term needs, however, apron area and parking facilities are currently deficient. Realignment of Taxiway "A" is also identified as a short-term need.

The airport's air cargo facilities presently do not meet short-term needs. The current 20,000 square-feet of available building space is less than the 25,000 square-feet estimated to be needed. In addition, there are only 5,000 square yards of apron space available for air cargo activity, while short-term demand is estimated at 9,700 square yards.

[The 2013 updated plan includes an updated project list based on a Capital Improvements Project list created by the airport management staff and the Federal Aviation Administration \(FAA\).](#)

Off-Site Airport Access Needs

Based on the information prepared as part of the city's Level of Service (LOS) Study, some current deficiencies exist with respect to multi-modal transportation system access to the Rogue Valley International-Medford Airport. The analysis of existing (2002) conditions indicates that there are several intersections in the vicinity of the airport that currently operate below the city's existing LOS D standard during the PM peak hour, including:

- Highway 62 at Poplar Drive/Hilton Road (currently operating at LOS D/E)
- Highway 62 at Delta Waters Road (currently operating at LOS E)
- I-5 NB on and off-ramp at Biddle Road (currently operating at LOS E)
- Biddle Road at ~~N-Withams~~/Hilton Road (also operating at LOS E)

Based on output from the regional travel demand model maintained by the Rogue Valley COG, traffic growth in the vicinity of the airport is expected to be significant. This traffic growth assumes an increase in both air passenger and air cargo demand as well as future employment in the Foreign Trade Zone (FTZ) adjacent to the east side of the Medford airport. Future intersection traffic operations exceeding the city's LOS D standard include:

- Highway 99/Highway 62/Highway 238 (expected to operate at LOS D with a v/c of 1.00)
- Highway 62/Poplar Drive (expected to operate at LOS F with a v/c of 1.14)
- Highway 62/Delta Waters Road (expected to operate at LOS F with a v/c of 1.37)
- Highway 62/West Vilas Road (expected to operate at LOS E with a v/c of 1.02)

The identified future problems along Highway 62 in the vicinity of the airport are expected to occur even with the proposed Unit 1 improvements in the vicinity of the I-5/Highway 62 interchange.

To ensure that landside access to the airport includes not only adequate facilities to address anticipated future travel demand by automobiles and trucks, consideration must also be given to the needs of those who travel to the airport by other means. These travelers could include not only airline passengers, but also airport area employees, visitors and others with a need to reach the airport. Currently, RVTB bus service to the Rogue Valley International—Medford Airport is no longer provided via Route 1 as noted on the RVTB bus schedule provided on their website (February 2015). ~~upon request only with a requirement for advance reservations.~~ Service is also available by taxi and airport shuttle. Access to/from the airport by walking and bicycling is incomplete with pedestrian and bicycle facilities extended only part way along Biddle Road northward from the city.

Land Use Issues

Along with issues related to airport on-site development needs to meet anticipated travel demand for this mode and the off-site airport landside access needs as identified above, airports typically can have significant impacts on land uses in their vicinity. These impacts include not only potential safety issues related to both aircraft operations and risks to surrounding land uses, but also potentially neighborhood quality of life issues related to airport noise. The economic and transportation needs associated with airport use and development must be balanced against these potential land use issues.

To address airport area land use issues, the Oregon Administrative Rules (Section 660-013-Airport Planning) requires local agencies with planning authority for one or more airports or for areas within safety or compatibility zones around airports to adopt comprehensive plan and land use regulations for airports consistent with the requirements to that division and ORS 836.600 through 836.630. These plans and regulations are intended to encourage the long-term viability and compatibility of airports with their surrounding communities.

To meet the requirements of the OAR, local governments are required to:

- Adopt an Airport Safety Overlay Zone to prohibit structure, trees and other objects of natural growth from penetrating airport imaginary surfaces (e.g., in particular, height limitations in areas used by aircraft to approach or depart from the airports runways);
- Adopt airport compatibility requirements to prohibit new residential development and public assembly within the Runway Protection Zone; to limit establishment of specified uses within a noise impact boundary; to prohibit siting of new industrial uses and the expansion of existing industrial uses that could cause emissions of smoke, dust or steam that would obscure visibility

within airport approach corridors; to limit outdoor lighting that would project directly onto an existing runway or taxiway or into existing airport approach corridors; to coordinate siting of transmission facilities with ODOT Aeronautics Division; and to regulate water impounds and the establishment of new landfills near airports (that might attract birds).

Medford currently has provisions in its Municipal Code to address airport compatibility issues including Airport Approach (A-A) and Airport Radar (A-R) overlays. A new administrative mapping category for the Airport Area of Concern (A-C)(for Federal Aviation Administration (FAA) notification purposes only) will be created. However, review of these code provisions is appropriate to ensure that they meet all of the requirements of OAR 660-013.

Strategies

Airport Master Plan

Based on the assessment of existing conditions and estimates of future needs, the 2001 *Airport Master Plan* identifies several alternatives for implementing needed improvements. Each alternative was analyzed and documented in the 2001 Airport Master Plan to provide a foundation for the plan’s recommendations. Several functional areas at the airport were considered as the various alternatives were developed, including the airfield, passenger terminal, air cargo complex (including the Foreign Trade Zone), general aviation facilities, and other airport support facilities. The 2001 Airport Master Plan outlines several combinations of improvements and summarizes the results based on extensive analysis. Table 9-3 identifies key components of the improvement options that were considered for the each of major functional areas at the airport.

Of particular significance for the City of Medford’s TSP is the identified need to improve the airport’s vehicular entrance on Biddle Road. The existing access roads to the airport terminal are stop sign-controlled at Biddle Road. Based on existing volumes, no significant traffic operational problems were observed. The 2001 Airport Master Plan recommends grade separation of the southern airport terminal entrance road with Biddle Road as an intermediate term improvement (needed between 2006 and 2010). However, there has been recent industrial park development activity in the vicinity of the existing at-grade intersection that would need to be acquired and removed in order to build the proposed grade-separation. This would increase the cost of such an improvement over the level anticipated in the *Airport Master Plan*.

**Table 9-3
Rogue Valley International-Medford Airport
Improvement Alternatives Considered**

Airfield Considerations
<ul style="list-style-type: none"> • Extension of Runway 14-32 to 8,800 feet (project completed) • Consider longer runway for trans-Pacific air cargo flights (subsequently determined not to be feasible) • Realign Taxiway A at south end to provide 400-foot separation from runway • Reserve area for parallel runway to increase capacity
Terminal/Access Considerations
<ul style="list-style-type: none"> • Short-term need to expand terminal (bag claim, holdroom and rental car) • Short-term need to expand public parking area • Evaluate entrance/exit onto Biddle Road

General Aviation Considerations

- Consider current hanger expansion proposals
- Evaluate development potential if Runway 9-27 is closed

Air Cargo Considerations

- Consider current layout for air cargo facilities prepared for Airport Commerce Park
 - Maintain segregation of large aircraft cargo facilities from other commercial or general aviation facilities
-

Source: *Rogue Valley International-Medford Airport Master Plan*, February 2001.

[The 2013 plan provides an updated project list of needed improvements to the airport \(Tables G1 and G2 found in the new plan\).](#)

Off-Site Transportation System Improvement Strategies

One of the more significant roadway improvement projects proposed in the vicinity of the Rogue Valley International—Medford Airport is the North Medford interchange project. This project will eliminate Hilton Road, which currently runs from Biddle Road to the Poplar/ Highway 62 intersection. Bullock Road currently intersects Hilton Road very close to its intersection with Highway 62. Bullock Road provides access to the south side of the airport, largely for industrial and/or air cargo purposes. However, due to long queues on Hilton Road approaching Highway 62, vehicles cannot make a southbound left-turn from Bullock Road onto Hilton Road (and thus reach Highway 62) during peak traffic periods. This makes Bullock Road unattractive for vehicles exiting the airport desiring to get to Highway 62 via this route. Under the North Medford Interchange project Bullock Road will be realigned to become the fourth leg of the Poplar/ Highway 62 intersection. This will enhance the attractiveness of this route, which would reduce some reliance on the airport roadway connections to Biddle Road.

There has also been some consideration of providing a new link to Bullock Road from Lear Way. This alignment would connect from Lear Way to the curve at the north end of Bullock Road. Such a connection would require a tunnel since it would cross the Runway Protection Zone. Given the cost of a tunnel and the current levels of congestion at Delta Waters/ Lear Way/ Highway 62, this connection is not currently recommended.

As a result of the City's LOS Study, several other street system improvements have been proposed in the airport vicinity to address likely future deficiencies and/or to enhance passenger access to the terminal and/or access to the industrial areas surrounding the airport. These improvements would include adding additional turning lanes along Highway 62 at Poplar Drive and Delta Waters (with the possible future grade-separation of Highway 62 at Poplar as part of the Unit 2 improvement package); adding additional through lane capacity on West Vilas Road at Highway 62, and potentially grade-separating the existing at-grade intersection of Highway 99, Highway 62 and Highway 238.

Strategies

Airport Master Plan

Analysis of various development alternatives resulted in a list of recommended airport capital improvements. Although airport activity levels and facility demand ultimately drive the timing of improvements, the 2001 *Airport Master Plan* groups recommended projects into a general time-based schedule. Short-term improvements range between the years 2001 and 2005; intermediate-term improvements are recommended for implementation between 2006 and 2010; long-term improvements are generally scheduled between 2011 and 2020. Table 9-4 identifies recommended airport

improvements that affect transportation planning in the Medford area. The *Airport Master Plan* contains a full list of capital improvements.

**Table 9-4
Rogue Valley International-Medford Airport**

Key Components of Recommended Capital Improvement Program

<p>Short-term Improvements (2001-2005)</p> <ul style="list-style-type: none"> • Expand loop road to accommodate additional public parking • Expand public parking (400 spaces) • Construct taxiway stub/Schultz Road (8,100 sq. yds.) • Construct new baggage claim/2nd level concourse (Phase 1) (14,000 sq. ft.) • Re-align Taxiway A (south) (30,000 sq. yds.)
<p>Intermediate-term Improvements (2006-2010)</p> <ul style="list-style-type: none"> • Construct new Biddle Road interchange • Expand surface parking (400 spaces) • Re-align Milligan Way (1,200 linear feet)
<p>Long-term Improvements (2011-2020)</p> <ul style="list-style-type: none"> • Expand general aviation apron (50,000 sq. yds.) • Construct parallel runway (4,650 x 75 ft.) • Acquire property for terminal area expansion (8.8 acres) • Acquire property for development (100 acres)

Source: *Rogue Valley International-Medford Airport Master Plan*, February 2001.

Projects in the short-term horizon represent those ranking highest in priority and meeting immediate needs of the airport. The shortage of public parking has strengthened the need for expansion as airport activity increases. At the same time, baggage claim expansion is also a recommended short-term improvement. The baggage claim expansion will possibly force the rental car area to be relocated into the existing parking lot, which will affect parking space availability depending on the timing of improvements.

An additional 400 public parking spaces are expected to be needed in the intermediate-term. This expansion will likely occur south of the existing parking area. Concurrently, the *2001 Airport Master Plan* recommends the construction of a grade-separated interchange at Biddle Road. To enhance safety and mobility, the plan recommends that the interchange consist of airport entrance and exit ramps passing over Biddle Road to eliminate several turning conflicts. Additional terminal expansion is also anticipated to take place during this period.

Long-term improvements include acquiring land for future development, specifically 8.8 acres in front of the terminal area as well as 100 acres at the north end of the airport property.

~~It should be noted that the Airport Master Plan was completed prior to September 11, 2001 and some of the recommendations discussed above may need to be reconsidered in light of any long term drop in future passenger and/or air cargo activity.~~

The Airport Master Plan 2013 Update includes a new list of capital improvement projects for future consideration.

Off-Site Transportation System Improvement Projects

Improvements in the vicinity of the Rogue Valley International-Medford Airport to enhance off-site transportation system access include the following:

- Construct the North Medford Interchange improvements included in the Highway 62 Unit 1 strategy. (Completed)
- Improve existing and likely future traffic operations at the intersection of Highway 62 with Poplar Drive by adding additional vehicle turning lanes. Further consideration of the potential for grade-separation of this intersection should be made as part of the on-going study for Highway 62 Unit 2 improvements.
- Improve the intersections of Highway 62 with Delta Waters Road and West Vilas Road as identified and discussed in the Street Plan chapter.
- Address long-term improvement needs at the existing at-grade intersection of Highways 99, 62 and 238 which could include future grade-separation.
- Extend and provide bicycle and pedestrian facilities along Biddle Road to the airport terminal access roads. (Completed)
- Support and encourage provision of public transportation services to the airport to meet the travel needs of passengers, employees and other airport visitors.
- Work with Jackson County to develop an appropriate long-term strategy for airport terminal area access (identified in the *Airport Master Plan* as a future grade separation).

Land Use Issues

To address land use compatibility issues in the vicinity, the City of Medford should work cooperatively with the Jackson County Airport Authority (the owner/operator of the airport) to evaluate the City's current comprehensive plan and code to ensure the following:

- That the types and levels of public facilities and services needed to support development located at or planned for the airport are provided;
- That there is adequate mapping of the airport area as required by OAR 660-013;
- Develop and consider any ordinances necessary to carry out the requirements of OAR 660-013 consistent with applicable statewide planning requirements. This might include revisions to the City's existing Airport Approach (A-A) and Airport Radar (A-R) ~~Zoning Districts~~ overlays if

these are determined to be inadequate and the creation of a new administrative mapping category for the Airport Area of Concern (A-C)(for Federal Aviation Administration (FAA) notification purposes only) to meet the requirements of OAR 660-013 for the safety provisions of an Airport Overlay Zone;

- Consider land use plans in the vicinity of the airport to minimize potential safety and noise related impacts associated with the airport.

Proposed Code Amendment
DCA-13-080 – Airport Overlays Amendment
(Additions = red, deletions = black strikethrough, moved from = black double strikethrough,
moved to = black double underline)

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ARTICLE I

10.031 Exemptions from the Development Permit Requirement.

* * *

C. The following uses or developments do not require a development permit.

(11) Airport accessory structure(s) including hangars, aircraft storage, maintenance facilities, warehouse storage, and office buildings to be located behind the secured fence on airport property shall be exempt from Site Plan and Architectural Review.

* * *

ARTICLE II

10.146 Referral Agencies, Distribution.

This Chapter employs the use of referral agencies for the review of those plan authorizations indicated below, as shown on the Schedule which follows:

- A. Major Comprehensive Plan Amendment
- B. Land Development Code Amendment
- C. Minor Comprehensive Plan Amendment
- D. Annexation, except as provided in Section 10.199
- E. Vacation
- F. Zone Change, Major and Minor
- G. Conditional Use Permit
- H. Exception
- I. Planned Unit Development
- J. Land Division
- K. Site Plan and Architectural Review
- L. Transportation Facility Development
- M. Historic Review

Numerical references in the Schedule refer to the following:

- 1. When the proposal is within, abutting, or affecting the referral agency’s jurisdiction.
- 2a. When the proposal is within, or abutting the Airport Approach **Overlay, the ~~or~~ Airport Radar Overlay Districts or the Airport Area of Concern Administrative Mapping Category.**
- 2b. **When the proposal is within, or abutting the Airport Radar Overlay District.**
- 3. When the proposal includes new buildings or building additions that are within the referral agency’s jurisdiction.
- 4. When the proposal is within the Southeast Overlay District and in a Parks or Schools land use category on the Southeast Plan Map.
- 5. When the proposal is within or abutting a Greenway General Land Use Plan Map designation.

Referral agencies may be asked to review certain proposals not indicated on the Schedule if, in the judgment of the Planning Director, the agency may have an interest in the proposal.

SCHEDULE OF REFERRAL AGENCY DISTRIBUTION

	A	B	C	D	E	F	G	H	I	J	K	L	M
CITY DEPTS.													
Building Safety	X	X	X	X	X	X	X	X	X	X	X		X
City Attorney	X	X	X	X	X	X	X	X	X	X	X	X	X
City Manager	X	X	X	X									
Engineering Division	X	X	X	X	X	X	3		X	X	X	X	X

	A	B	C	D	E	F	G	H	I	J	K	L	M
Fire	X	X	X	X	X	X	3		X	X	X		X
Parks & Recreation	X	X	X	X	X	X	3		X	X	X		X
Parks Director	4	4	4	4	4	4	4	4	4	4	4	4	4
Planning	X	X	X	X	X	X	X	X	X	X	X	X	X
Police	X		X	X	X	X			X	X	X		X
Public Works	X	X	X	X	X	X	3		X	X	X		X
AGENCY													
Water Commission	X	X	X	X	X	X	3		X	X	X	X	X

	A	B	C	D	E	F	G	H	I	J	K	L	M
OTHER AGENCIES													
Army Corps of Engineers							5	5	5	5	5	5	
LHPC*	1	1	1		1	1	1	1	1	1	1	1	
Cable Television Co.			X	X	X	X	3		X	X	X		X
City of Central Point	1	1	1	1	1	1	1	1	1	1	1	1	
City of Phoenix	1	1	1	1	1	1	1	1	1	1	1	1	
DLCD*	X	X	X										
DSL*							5	5	5	5	5	5	
FAA							2b	2b	2b	2b	2b		
Garbage Company				X	X								
Jackson Co. Health Dept				X						X			
Jackson Co. Planning	X	X	X					1	1		1		
MID*	1		1	1	1		3		1	1			
Natural Gas Company			X	X	X	X	3		X	X	X	X	X
ODFW*							5	5	5	5	5	5	
ODOT*	X		1	1		1	3		1	1	1	1	
Power Company			X	X	X	X	3		X	X	X	X	X
RRVID*	1		1	1	1		3		1	1			
RV- Medford Airport*	1		1			1	2a	2a	2a	2a	2a		
RVS*	1		1	1	1	1	3		1	1	1		1
RVTD*	X		1	1	1	X	3		1	1	X	X	X
Medford 549C Schools	1		1	1		1	3		1	1			

Superintendent	4	4	4	4	4	4	4	4	4	4	4	4	4
Phoenix-Talent Schools	1		1	1		1	3		1	1			
Superintendent	4	4	4	4	4	4	4	4	4	4	4	4	4
Telephone Company			X	X	X	X	3		X	X	X	X	X
U. S. Post Office									X	X	X	X	X
Urban Renewal Agency			1		1	1	1	1	1	1	1	1	1
Water Districts	1		1	1		1			1	1			

*Acronyms:

- DLCD Department of Land Conservation and Development (Oregon)
- DSL Department of State Lands (Oregon)
- FAA Federal Aviation Administration**
- LHPC Landmarks and Historic Preservation Commission
- MID Medford Irrigation District
- ODFW Oregon Department of Fish and Wildlife
- ODOT Oregon Department of Transportation
- RRVID Rogue River Valley Irrigation District
- RV- Medford Airport Rogue Valley-International Medford Airport
- RVS Rogue Valley Sewer Services
- RVTD Rogue Valley Transportation District

ARTICLE III

10.300 Establishment of Zoning Districts.

This Code separates the city into three (3) basic use classifications, sixteen (16) zoning districts, eight (8) overlay districts, and ~~four~~ **five (54)** administrative mapping categories as follows:

I. RESIDENTIAL

- (a) SFR-00 Single-Family Residential - (1 dwelling unit per existing lot)
- (b) SFR-2 Single-Family Residential - (2 dwelling units per gross acre)
- (c) SFR-4 Single-Family Residential - (4 dwelling units per gross acre)
- (d) SFR-6 Single-Family Residential - (6 dwelling units per gross acre)
- (e) SFR-10 Single-Family Residential - (10 dwelling units per gross acre)
- (f) MFR-15 Multiple-Family Residential - (15 dwelling units per gross acre)
- (g) MFR-20 Multiple-Family Residential - (20 dwelling units per gross acre)
- (h) MFR-30 Multiple-Family Residential - (30 dwelling units per gross acre)

I. COMMERCIAL

- (a) C-S/P Commercial, Service and Professional Office
- (b) C-N Commercial, Neighborhood
- (c) C-C Commercial, Community
- (d) C-R Commercial, Regional
- (e) C-H Commercial, Heavy

III. INDUSTRIAL

- (a) I-L Industrial, Light
- (b) I-G Industrial, General

(c) I-H Industrial, Heavy

IV. OVERLAY DISTRICTS

~~(ah)~~ **I-00 Limited Industrial Overlay District**

~~(ba)~~ **A-A Airport Approach Overlay District**

~~(cf)~~ **A-R Airport Radar Overlay District**

~~(db)~~ **C-B Central Business Overlay District**

~~(ee)~~ **E-A Exclusive Agriculture Overlay District**

~~(fe)~~ **F Freeway Overlay District**

~~(g)~~ **S-E Southeast Overlay District**

~~(hd)~~ **H Historic Preservation Overlay District**

~~(e)~~ **F Freeway**

~~(f)~~ **A-R Airport Radar**

~~(g)~~ **S-E Southeast**

~~(h)~~ **I-00 Limited Industrial**

V. ADMINISTRATIVE MAPPING CATEGORIES

(a) Downtown Parking

(b) **L-S Limited Service**

(c) P-D Planned Unit Development

(d) R-Z Restricted Zoning

(e) A-C Airport Area of Concern

10.349 Airport Approach **Overlay District, A-A.**

A. Purpose of the A-A Overlay District: The purpose of this **overlay** district is to minimize the nuisance effects of the airport on its surroundings, to minimize the restrictions placed upon the airport operations by surrounding development, to reduce or eliminate incompatible land use development which may jeopardize the present and future operations of the airport functions. It is also the purpose of this district to recognize that the continued residential development adjacent to the airport reduces the livability of the area and adversely impacts the health, safety, and welfare of the residents. It is further recognized that certain categories of land use development are most appropriate and compatible with the airport development. **reduce risks to aircraft operations and land uses within close proximity to the airport.**

B. Location of A-A Overlay District: The Airport Approach is shown on the official zoning map of the City of Medford, and is defined by Federal Aviation Regulations (FAR, Part 77, OAR 660-013, and OAR 738-070). The Airport Approach District shall be described as follows:

1) Main Runway: an area extending 5000 feet beyond each end of the primary surface and 1250 feet laterally from the centerline of the main runway.

C. 10.350—Application of Airport Approach A-A Provisions. The A-A designation shall overlay a basic zoning district. If any conflict in the regulation or **procedure standard** occurs with **between** the basic zoning district **and the A-A Overlay**, the provisions of the Airport Approach **A-A Overlay District** shall govern.

D. Prior to submittal of a land use application or building permit application for construction or alteration of a structure or object within the A-A, a property owner may first be required to go through an Airspace Analysis process through the Oregon Department of Aviation (ODA) and the Federal Aviation Administration (FAA). Such Analysis shall be conducted in order to ensure that the structure or object will not obstruct

air navigation, or if it does, to minimize such hazards. The typical processing time for such review is at least 20 working days. Property owners are advised to factor this time into their plans.

E. Criteria for Airspace Analysis in the A-A: To determine whether the proposed construction or alteration will require review, visit the FAA's Obstacle Evaluation (OE)/Airport Airspace Analysis (AAA) website at <https://oeaaa.faa.gov>. If review is required the property owner shall complete and submit FAA Form 7460-1 "Notice of Proposed Construction or Alteration" electronically via the FAA's OE/AAA website. After receiving Notice, the ODA/FAA will conduct an aeronautical study to determine whether the proposed structure will impact navigable airspace with a determination of "hazard" or "no hazard." A Determination Letter will be sent to the applicant.

F. Requirements for Development Permit in A-A: No person may alter any building, structure, object, or site, nor may any new structure or object be constructed in the A-A unless and until the applicant can:

- (1) Provide a Determination Letter from the ODA/FAA regarding such alteration or construction; or
- (2) Demonstrate that such alteration or construction does not require Notice to the ODA/FAA.

G. Mitigation of Hazards in the A-A: In the event an object or structure is determined to be a hazard to air navigation then the FAA/ODA may:

- (1) Require the object or structure be marked or lighted; and/or
- (2) Determine responsibility for installation and maintenance of marking or lighting; and/or
- (3) Determine other appropriate measures to be applied for the continued safety of air navigation; and/or
- (4) Notify pilots of the alteration or construction.

~~Other required conditions:~~

~~(1) The Site Plan and Architectural Commission shall consider the purpose and objectives of the A-A District when reviewing projects located wholly or partially within the A-A District and otherwise subject to their review and approval.~~

H. 10.351—Permitted Uses in the A-A Overlay District.

The following uses are permitted within the A-A **Overlay** District:

- (1) Uses Permitted in the underlying zoning district.
- (2) Open land uses such as cemeteries, reservoirs, sod farming, truck farming, other vegetable and plant crop cultivation, landscape nursery, golf courses, riding academies, picnic area, botanical gardens, paths or recreation areas.
- (3) Roadways, parking areas and storage yards located in such a manner that vehicle lights will not make it difficult for pilots to distinguish between landing lights and vehicle lights, or result in glare or in any other way impair visibility in the vicinity of the landing approach.

(4) Uses consistent with the **Airport** Master ~~Airport~~-Plan adopted by the city **as referenced in the Comprehensive Plan.**

I. 10.352—Conditional Uses in the A-A Overlay District.

Any use listed as conditional in the underlying zoning district.

J. 10.353—Prohibited Uses in the A-A Overlay District.

The following uses are prohibited within the A-A **Overlay** District:

- (1) Places of public assembly such as churches and schools.

(2) Any use or building material that results in glare in the eyes of the pilots using the airport **(such as flat roofs that retain water, use of glass on roofs, skylights, and east or west facing storefronts).**

(3) Any use which makes it difficult for the pilots to distinguish between airport lights and other lights.

(4) Any use that produces smoke, dust, steam or any other substance that would impair visibility in the vicinity of the airport.

(5) Any use which creates electrical interference with navigational signals or radio communications between the airport and aircraft.

(6) Any use which would create a bird strike hazard **(such as water treatment plants, golf courses, sanitary landfills, water impoundments).**

(7) Flashing, blinking signs or any lighting projected upward.

(78) Any other use that would endanger or interfere with the landing, takeoff or maneuvering of aircraft intending to use the airport.

10.354-K. Height Regulations in the A-A Overlay.

No structure, construction equipment, vegetation, electrical transmission lines or any other object shall be allowed to be constructed so as to penetrate the ~~airport Approach slopes~~ defined **Clearance Surface as described** in the Federal Aviation Regulations, Part 77.19(d).

10.3505 Airport Radar Overlay District, A-R.

A. Purpose of the A-R Overlay District: The purpose of ~~this~~ **the A-R Overlay District** is to ensure that development within close proximity to the radar facility does not interfere with the performance of the radar and thus affect airport operations.

B. Location of the A-R Overlay District: **The A-R is shown on the official zoning map of the City of Medford**~~The boundary of the overlay area is defined on the official zoning map of the City of Medford.~~

~~(1)~~**C. Height Restriction in the A-R Overlay District:** No structure, construction equipment, vegetation, electrical transmission lines or any other object shall be allowed to exceed forty (40) feet in height.

~~(2)~~**D. FAA Review within the A-R Overlay District:** All construction within this area shall be reviewed and approved by the FAA prior to development.

* * *

10.414 Airport Area of Concern (A-C) Administrative Mapping Category.

A. Purpose of the A-C: **To advise property owners that prior to submittal of a land use application or building permit application for construction or alteration of a structure or object within the A-C they may first be required to go through an Airspace Analysis process through the Oregon Department of Aviation (ODA) and the Federal Aviation Administration (FAA). Such Analysis shall be conducted in order to ensure that the structure or object will not obstruct air navigation, or if it does, to minimize such hazards. The typical processing time for such review is at least 20 working days. Property owners are advised to factor this time into their plans.**

B. Location of the A-C: **The Area is shown on the official zoning map of the City of Medford, and is defined by Federal Aviation Regulations (FAR, Part 77, OAR 660-013, and OAR 738-070) as being lands, waters and airspace, or portions thereof that have been**

mapped as being within the Primary, Approach, Transitional, Horizontal, and/or Conical surface zones of the airport.

C. Documents Supporting the A-C: The Airport Master Plan can be found in the Comprehensive Plan.

D. Criteria for Airspace Analysis in the A-A: To determine whether the proposed construction or alteration will require review, visit the FAA's Obstacle Evaluation (OE)/Airport Airspace Analysis (AAA) website at <https://oeaaa.faa.gov>. If review is required the property owner shall complete and submit FAA Form 7460-1 "Notice of Proposed Construction or Alteration" electronically via the FAA's OE/AAA website. After receiving Notice, the ODA/FAA will conduct an aeronautical study to determine whether the proposed structure will impact navigable airspace with a determination of "hazard" or "no hazard." A Determination Letter will be sent to the applicant.

E. Requirements for Development Permit in A-C: No person may alter any building, structure, object, or site, nor may any new structure or object be constructed in the A-C unless and until the applicant can:

- (1) Provide a determination letter from ODA/FAA regarding such alteration or construction; or
- (2) Demonstrate that such alteration or construction does not require Notice to the ODA/FAA.

F. Mitigation of Obstructions in the A-C: In the event an object or structure is determined to be an obstruction to air navigation then the FAA/ODA may:

- (1) Require the object or structure be marked or lighted; and/or
- (2) Determine responsibility for installation and maintenance of marking or lighting; and/or
- (3) Determine other appropriate measures to be applied for the continued safety of air navigation; and/or
- (4) Notify pilots of the alteration or construction.

AIRSPACE ANALYSIS

(Excerpt from Oregon Department of Aviation's brochure "Development Requirements for Oregon Airspace Obstructions")

Per OAR 738-070-70, a determination by ODA will be required for the following tall structures:

- That are more than 500 feet above ground level (AGL) any place in the state
- When the structure is more than 200 feet AGL at its site or more than 200 feet above the established airport elevation, whichever gives the highest elevation, within three nautical miles of an airport and increasing by 100 feet for each additional mile out to six miles.
- That would increase an instrument approach minimum flight altitude or increase its flight visibility minimums.
- That penetrates any of the following imaginary surfaces: primary, horizontal, conical, approach or transitional surfaces.
- Additionally, the FAA must be notified by the developer. A form 7460-1 shall be submitted directly to the FAA.

Analysis is not required if:

- The proposed structure will not penetrate any of the airport's imaginary surfaces as described in OAR 660 Division 13, Public Use Airport Overlay Zone.
- The proposed structure is more than six miles from the nearest public use airport unless its height is 500 feet or more AGL.
- The proposal is for additional antennas to be co-located on an existing antenna tower that has previously been designated by the FAA and/or ODA as no hazard to air navigation and if the additional antennas do not increase the tower height.



CITY OF MEDFORD

PLANNING DEPARTMENT

MEMORANDUM

Subject: Beekeeping Code Amendment
To: Planning Commission *for 3/23/2015 study session*
From: Carla Angeli Paladino, Planner III
Date: March 19, 2015

In July 2014, staff asked the Planning Commission to discuss and consider a code amendment to allow beekeeping as an urban use after the City had received two requests from the public on the subject. At that time, the Planning Commission directed staff to move forward with researching and drafting language on urban beekeeping.

Since then, planning staff has researched other cities codes across the state and country. In addition, staff reached out to the Southern Oregon Beekeepers Association, a personal contact who is a beekeeper, and Jesse Botens, the citizen who most recently raised this issue. These contacts were instrumental in providing feedback to staff on draft language, discussing questions, and finding best practices.

The proposed language and minutes from the July study session are attached.

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Beekeeping Amendment

The use of **Bold** text indicates new language and ~~Strikethrough~~ text indicates language to be removed.

Section 10.012 Definitions, Specific. Beekeeping Terms.

Bee. Any stage of the common domestic honey bee, *Apis mellifera*.

Beekeeper. A person who raises honeybees; apiculturist.

Beekeeping. The rearing and breeding of honeybees; apiculture.

Colony. A hive and related equipment and appurtenances including bees, comb, honey, pollen, and brood.

Hive. A shelter constructed for housing a colony of honey bees.

Swarm. A group of bees when migrating with a queen to establish a new colony.

Section 10.314 Permitted Uses in Residential Land Use Classification.

PERMITTED USES IN RESIDENTIAL ZONING DISTRICTS	SFR 00	SFR 2	SFR 4	SFR 6	SFR 10	MFR 15	MFR 20	MFR 30	Special Use or Other Code Section(s)
6. NONRESIDENTIAL SPECIAL USES									
(n) Beekeeping	Ps	Ps	Ps	Ps	Ps	X	X	X	10.813 (C)

Section 10.337 Uses Permitted in Commercial and Industrial Zoning Districts.

02 AGRICULTURAL PRODUCTION-LIVESTOCK. This major group includes farms, ranches primarily engaged in the keeping, grazing, or feeding of livestock for the sale of livestock. As used herein, the term livestock refers only to cattle, sheep, and goats; also included are animal specialties, such as horses, bees, fish in captivity.

		C-S/P	C-N	C-C	C-R	C-H	I-L	I-G	I-H
021	Livestock, except Dairy and Poultry	X	X	X	X	X	X	X	X
024	Dairy Farms	X	X	X	X	X	X	X	X
025	Poultry and Eggs	X	X	X	X	X	X	X	X
027	Animal Specialties	X	X	X	X	X	X	X	X
0279	-Beekeeping	Ps	Ps	Ps	Ps	Ps	Ps	Ps	Ps
029	General Farms, Primarily Livestock	X	X	X	X	X	X	X	X

The special use reference for beekeeping corresponds with Section 10.813, Agricultural Services and Animal Services.

Section 10.707 Exceptions to Yard Requirements.

(5) Beehives may be placed within a front yard setback when a minimum of ten feet of setback is maintained from a street right-of-way.

Section 10.813 Agricultural Services and Animal Services.

C. Beekeeping.

The City recognizes the many benefits of bees including pollination services and useable products such as honey and wax. The keeping of bees is permitted in the single-family residential districts, and commercial and industrial districts in the city limits subject to the following standards:

1. Registration with the Medford Planning Department is required in order to keep beehives within the city limits.
2. Number of Hives Permitted.
 - a. A maximum of three hives on a property less than one acre.
 - b. A maximum of six hives on a property one acre or greater.
3. A beekeeper who owns five or more hives is required by the State to register them with the Oregon Department of Agriculture.
4. Bees shall be kept in hives with removeable frames or combs, which shall be kept in sound and usable condition.

5. For each colony permitted to be maintained under this ordinance, one temporary nucleus colony in a hive structure not to exceed one standard 9-5/8-inch-depth, ten-frame hive body may also be maintained on the same property.
6. Hives shall not be placed within a required side, rear, street side, or buffer yard.
7. Hives shall be kept ten feet from any street right-of-way, except for along alleys where standard yards apply.
8. When a beehive is located less than 20 feet from a property line, a flyway barrier at least six feet in height shall be maintained parallel to the property line for a minimum of five feet in either direction of the hive. The flyway barrier may consist of a wall, fence, dense vegetation or a combination thereof, such that bees will fly over rather than through the material to reach the colony.
9. A constant supply of fresh water shall be provided for the colonies on site within 15 feet of each hive.
10. Each beekeeper shall ensure that no wax comb or other material that might encourage robbing by other bees are left upon the grounds of the property. Such materials once removed from the site shall be handled and stored in sealed containers, or placed within a building or other insect-proof container.
11. If the beekeeper serves the community by removing a swarm or swarms of honey bees from locations where they are not desired, the beekeeper shall be permitted to temporarily hive the swarm on their property for up to 30 days from the date acquired, at which time the hive limit requirements of Section C.2 apply once more.
12. Products generated on site by bees, such as honey, shall be permitted to be sold on the property per applicable business license and/or home occupation regulations; however, no outdoor sales are permitted.
13. A beekeeper shall not locate or maintain a hive on property owned by another person without first obtaining permission from the property owner or person lawfully in possession of the property.
14. A beekeeper shall immediately replace the queen in a hive that exhibits aggressive characteristics, including stinging or attempting to sting without provocation.
15. Only docile common honey bees shall be permitted. African honey bees or any hybrid thereof are prohibited.
16. Any person found in violation of the above standards is subject to the nuisance abatement laws identified in the Municipal Code (Section 5.520 or as amended).



MINUTES
PLANNING COMMISSION STUDY SESSION
July 14, 2014

The study session of the Medford Planning Commission was called to order at 12:00 p.m. in Room 151 of the Lausmann Annex on the above date with the following members and staff in attendance:

Commissioners: Michael Zarosinski, David McFadden, Bill Christie, Bill Mansfield and Alec Schwimmer (arrived at 12:05).

Staff: Bianca Petrou, Kelly Akin, John Adam and Carla Paladino.

Guest: Jesse Botens

Subjects: 1. Discussion of possible beekeeping Code amendment (per citizen request).

John Adam, Senior Planner, reported that twice in the past few months a citizen has approached the City requesting that the Planning Department change the code to allow beekeeping as an urban use. Staff is looking for the Planning Commission to either recommend initiation or put in on the next agenda for the Commission to initiate it as a Code amendment. Mr. Adam reviewed briefly the public safety, utility, duty, nuisance, scope and scale of beekeeping.

Commissioner Christie stated that he sees no use in beekeeping. His store sells a lot of bee supplies. It is an on-going adventure with the bee industry. He does not know about bringing them into an urban setting. He does not see the need.

Commissioner McFadden commented that if beekeeping was regulated in an SFR-10 or greater area the probability of problems increase dramatically. If a person has an acre of land in the City he may not be noticed.

Commissioner Christie reported that where he lives everyone has large lots. It is a rural setting. There are beehives in that area. He is thinking of neighborhoods in general whether it is acceptable. Bees swarm, the hives will move and they are agitating to see beehives in trees. Some people are allergic to bees.

Chair Zarosinski asked if the discussion was regarding people being able to put beekeeping in their back yards and rent them out or as a hobby. Mr. Adam said he understood it to be for hobby purposes, but with the ability to sell their excess honey.

Mr. Adam reported that Mr. Botens sent him an example of what some cities are limited to. Most cities limit it to three boxes; over an acre they were allowed no more than six boxes. A commercial operation would have hundreds or thousands of hives. He has raised bees in urban Seattle. They disburse four to five feet away.

Chair Zarosinski asked if beekeeping gets registered with the Department of Agriculture. Mr. Botens said varies by city and state. Most recently Ashland required registration and Portland has a registry.

Commissioner Mansfield stated that he tends to favor this. Is there any data about the danger to people in neighborhoods? Mr. Adam reported that he did not have any data at this time. Mr. Botens also reported that he did not have any data.

Commissioner Mansfield inquired whether honey bees' swarm and attack people? Mr. Botens replied that they do not swarm and attack people. The swarm to procreate and split the hive.

Commissioner Mansfield asked if there were a lot of folks in the area that would like to do this. Mr. Botens replied that he has found a lot of support. It is good for gardeners in the area. He has noticed in the last several years there are less and less bees in the area.

Chair Zarosinski state that there needs to be more information on beekeeping.

Bianca Petrou, Assistant Planning Director, inquired whether there was a lot size minimum that Mr. Botens would suggest. Mr. Botens replied that he supplied language as a starting point to Mr. Adam.

Commissioner Mansfield commented that the Commission should initiate the code. It is a healthy debate for the community.

Commissioner Schwimmer agreed. There needs to be reasonable management, lot size, best use and minimum issue regarding number of units.

Mr. Adam asked if this was the sort of item to put on the Planning Commission's agenda consent calendar as an initiation or what? Kelly Akin, Principal Planner replied that it is done all at once as an initiation and recommendation. There would be a study session on the text before the public hearing.

Commissioner Mansfield stated that if it goes to a public hearing he hopes that the proponents would bring data about health and safety that counter against the general fear that people have.

Mr. Adam has contacted the Oregon Beekeepers Association to see what resources they have.

Ms. Akin reported that staff had received Paul Shoemaker's resignation on Friday, July 11, 2014. He has moved out of the City.

The meeting was adjourned at 12:27 p.m.

Submitted by:
Terri L. Rozzana, Recording Secretary