



Oregon

Kate Brown, Governor

Department of Land Conservation and Development

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NOTICE OF ADOPTED CHANGE TO A COMPREHENSIVE PLAN OR LAND USE REGULATION

Date: February 10, 2016

Jurisdiction: City of Medford

Local file no.: 13-076

DLCD file no.: 003-15

The Department of Land Conservation and Development (DLCD) received the attached notice of adopted amendment to a comprehensive plan or land use regulation on 02/09/2016. A copy of the adopted amendment is available for review at the DLCD office in Salem and the local government office.

Notice of the proposed amendment was submitted to DLCD less than 35 days prior to the first evidentiary hearing.

Appeal Procedures

Eligibility to appeal this amendment is governed by ORS 197.612, ORS 197.620, and ORS 197.830. Under ORS 197.830(9), a notice of intent to appeal a land use decision to LUBA must be filed no later than 21 days after the date the decision sought to be reviewed became final. If you have questions about the date the decision became final, please contact the jurisdiction that adopted the amendment.

A notice of intent to appeal must be served upon the local government and others who received written notice of the final decision from the local government. The notice of intent to appeal must be served and filed in the form and manner prescribed by LUBA, (OAR chapter 661, division 10).

If the amendment is not appealed, it will be deemed acknowledged as set forth in ORS 197.625(1)(a). Please call LUBA at 503-373-1265, if you have questions about appeal procedures.

DLCD Contact

If you have questions about this notice, please contact DLCD's Plan Amendment Specialist at 503-934-0017 or plan.amendments@state.or.us



NOTICE OF ADOPTED CHANGE TO A COMPREHENSIVE PLAN OR LAND USE REGULATION

FOR DLCD USE
003-15
File No.: {23700}
Received: 2/9/2016

Local governments are required to send notice of an adopted change to a comprehensive plan or land use regulation **no more than 20 days after the adoption.** (See [OAR 660-018-0040](#)). The rules require that the notice include a completed copy of this form. **This notice form is not for submittal of a completed periodic review task or a plan amendment reviewed in the manner of periodic review.** Use [Form 4](#) for an adopted urban growth boundary including over 50 acres by a city with a population greater than 2,500 within the UGB or an urban growth boundary amendment over 100 acres adopted by a metropolitan service district. Use [Form 5](#) for an adopted urban reserve designation, or amendment to add over 50 acres, by a city with a population greater than 2,500 within the UGB. Use [Form 6](#) with submittal of an adopted periodic review task.

Jurisdiction: City of Medford

Local file no.: **13-076**

Date of adoption: 2/4/2016

Date sent: 2/9/2016

Was Notice of a Proposed Change (Form 1) submitted to DLCD?

Yes: Date (use the date of last revision if a revised Form 1 was submitted): 12/10/2015

No

Is the adopted change different from what was described in the Notice of Proposed Change? Yes No

If yes, describe how the adoption differs from the proposal:

Local contact (name and title): Carla Angeli Paladino

Phone: 541-774-2395

E-mail: carla.paladino@cityofmedford.org

Street address: 200 S. Ivy St.

City: Medford

Zip: 97501-

PLEASE COMPLETE ALL OF THE FOLLOWING SECTIONS THAT APPLY

For a change to comprehensive plan text:

Identify the sections of the plan that were added or amended and which statewide planning goals those sections implement, if any:

Amendment to the text of the Transportation and Transportation System Plan elements of the Comprehensive Plan to adopt by reference and incorporate portions of the 2013 Airport Master Plan Update.

For a change to a comprehensive plan map:

Identify the former and new map designations and the area affected:

Change from	to	acres.	A goal exception was required for this change.
Change from	to	acres.	A goal exception was required for this change.
Change from	to	acres.	A goal exception was required for this change.
Change from	to	acres.	A goal exception was required for this change.

Location of affected property (T, R, Sec., TL and address):

The subject property is entirely within an urban growth boundary

The subject property is partially within an urban growth boundary

If the comprehensive plan map change is a UGB amendment including less than 50 acres and/or by a city with a population less than 2,500 in the urban area, indicate the number of acres of the former rural plan designation, by type, included in the boundary.

Exclusive Farm Use – Acres:	Non-resource – Acres:
Forest – Acres:	Marginal Lands – Acres:
Rural Residential – Acres:	Natural Resource/Coastal/Open Space – Acres:
Rural Commercial or Industrial – Acres:	Other: – Acres:

If the comprehensive plan map change is an urban reserve amendment including less than 50 acres, or establishment or amendment of an urban reserve by a city with a population less than 2,500 in the urban area, indicate the number of acres, by plan designation, included in the boundary.

Exclusive Farm Use – Acres:	Non-resource – Acres:
Forest – Acres:	Marginal Lands – Acres:
Rural Residential – Acres:	Natural Resource/Coastal/Open Space – Acres:
Rural Commercial or Industrial – Acres:	Other: – Acres:

For a change to the text of an ordinance or code:

Identify the sections of the ordinance or code that were added or amended by title and number:

For a change to a zoning map:

Identify the former and new base zone designations and the area affected:

Change from	to	Acres:
Change from	to	Acres:
Change from	to	Acres:
Change from	to	Acres:

Identify additions to or removal from an overlay zone designation and the area affected:

Overlay zone designation:	Acres added:	Acres removed:
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Location of affected property (T, R, Sec., TL and address):

List affected state or federal agencies, local governments and special districts: Jackson County, Federal Aviation Administration, Oregon Dept. of Aviation, ODOT, Rogue Valley International–Medford Airport

Identify supplemental information that is included because it may be useful to inform DLCD or members of the public of the effect of the actual change that has been submitted with this Notice of Adopted Change, if any. If the submittal, including supplementary materials, exceeds 100 pages, include a summary of the amendment briefly describing its purpose and requirements.

ORDINANCE NO. 2016-20

AN ORDINANCE approving an amendment to revise three elements of the *Comprehensive Plan* and adopt by reference the *2013 Rogue Valley International Medford Airport Master Plan*.

THE CITY OF MEDFORD ORDAINS AS FOLLOWS:

Section 1. That an amendment to revise three elements of the *Comprehensive Plan* and adopt by reference the *2013 Rogue Valley International Medford Airport Master Plan* is hereby approved.

Section 2. The approval is based upon the Planning Commission Report dated January 28, 2016, attached as Exhibit A and incorporated herein.

PASSED by the Council and signed by me in authentication of its passage this 4 day of February, 2016.

ATTEST: Winnie Shepard
Deputy City Recorder

APPROVED February 4, 2016.

[Signature]
Mayor
[Signature]
Mayor



City of Medford

Planning Department

Working with the community to shape a vibrant and exceptional city

COMMISSION REPORT

to City Council for a Class-A legislative decision: **Comprehensive Plan Amendment**

Project Rogue Valley International–Medford Airport Master Plan Update related to the Transportation System Plan, the Environmental Element, and the Transportation Element of the Comprehensive Plan

File no. CP-13-076 & CP-13-077

To Mayor and City Council *for 02/04/2016 hearing*

From Planning Commission via Carla Angeli Paladino, Planner IV

Reviewer John Adam, AICP, Principal Planner

Date January 28, 2016

BACKGROUND

Proposal

Consideration of a Class-A (Major) legislative amendment to revise the Environmental Element, Transportation System Plan, and the Transportation Element of the Comprehensive Plan and adopt by reference the 2013 Rogue Valley International–Medford Airport Master Plan. (Exhibits C, D, E, and F)

Note: The entire 2013 Rogue Valley International–Medford Airport Master Plan can be viewed at the Planning Department office or on-line at <http://jacksoncountyor.org/airport/General/About-Us/Master-Plan>

History

The Rogue Valley International–Medford Airport is located within the city limits of Medford. It is publicly owned by Jackson County and operated by the Jackson County Board of Commissioners. The airport is managed by an Airport Director and is assisted by an Airport Advisory Committee. The Committee is composed of nine members appointed by the County Commissioners.

The County hired Barnard Dunkelberg and Company in December 2010 to update the Airport Master Plan. The previous update to the plan took place in 2001 with the Airport Layout Plan updated in 2009. The final report from Barnard Dunkelberg was completed in February 2013. The plan focuses on the airport facility as a whole and how to

EXHIBIT A

best meet future aviation needs while working within the existing property boundaries and its surroundings.

The Federal Aviation Administration submitted a letter to the airport director approving the Rogue Valley International Airport Layout Plan dated February 2013. (Exhibit G) A letter was submitted by Bern E. Case, Airport Director in July 2013, providing a copy of the master plan update and asking that the information be included into the City's Comprehensive Plan. (Exhibit H)

These amendments are included in the City's 2015–2020 Strategic Plan. The Planning Commission reviewed these amendments during a study session in March 2015.

The Planning Commission held a hearing on Thursday, January 14, 2016, and voted 8-0 to recommend adoption to the Council. The findings in support of this amendment are contained in Exhibit A at the end of this report.

Related projects

CP-13-078. A Comprehensive Plan Amendment to modify the General Land Use Plan map for properties owned by Jackson County and surrounding the airport. (Ordinance 2015-079 – Approved in July 2015).

DCA-13-080. A Development Code Amendment to amend Chapter 10 of the Municipal Code related to airport provisions.

ZC-13-079. An amendment to the Medford Zoning Map to create a new Airport Area of Concern overlay, adding the airport fence line, and amending the existing Airport Approach overlay.

The DCA and ZC projects are being recommended for approval along with the Comprehensive Plan amendments.

Authority

This proposed plan authorization is a Class-A legislative Comprehensive Plan Amendment. The Planning Commission is authorized to recommend, and the City Council to approve, amendments to the Comprehensive Plan under Medford Municipal Code §§10.102–122, 10.164, and 10.184.

ANALYSIS

The 2013 Airport Master Plan Update provides information about the characteristics of the airport and serves as a guide to direct future changes to the operation and development of the airport into the future. Data from the plan were used to update the relevant elements of the Medford Comprehensive Plan that reference airport facilities,

operations, and improvements. The 2013 Update is proposed to be adopted by reference only. Any disagreements with the language in the Update are specifically addressed in the elements of the Comprehensive Plan.

RECOMMENDATION

The Planning Commission recommends adopting the proposed amendment based on the analyses, findings, and conclusions in the Commission Report dated January 28, 2016, including Exhibits A through H.

EXHIBITS

- A Findings and Conclusions
- B Minutes, Planning Commission, March 23, 2015 & January 14, 2016
- C Amended Environmental Element
- D Amended Transportation System Plan
- E Amended Transportation Plan
- F 2013 Airport Master Plan Update – (Hard Copy in Planning Department or link for electronic version)
- G Letter dated March 8, 2013, from Carol A. Suomi, Manager, Seattle Airports District Office
- H Letter dated July 18, 2013, from Bern E. Case, Airport Director

CITY COUNCIL AGENDA: FEBRUARY 4, 2016

Exhibit A

Findings and Conclusions

Applicable criteria

For the applicable criteria the Medford Municipal Code §10.184(1) redirects to the criteria in the “Review and Amendments” chapter of the Comprehensive Plan. The applicable criteria in this action are those for conclusions and goals and policies. The criteria are set in *italics* below; findings and conclusions are in roman type.

Comprehensive Plan, Review and Amendments chapter: Amendments [to Conclusions] shall be based on the following:

1. *A change or addition to the text, data, inventories, or graphics which substantially affects the nature or one or more conclusions.*

Findings

The Comprehensive Plan does not include Conclusions related to the air transportation system. The goals, policies, and implementation strategies are still relevant to the 2013 Update. The City is following through on the measures by reviewing and updating the applicable elements of the Comprehensive Plan and making changes as necessary.

Environmental Element: The Environmental Element includes a section on Airport Hazards. This section has been amended to reflect new information related to relocating the Aircraft Rescue and Firefighting Facility (ARFF) in the future and land acquisition needs in order to protect the Runway Protection Zone located at either end of the runway. In terms of noise, the element includes language that discusses the different noise modeling represented in the Update and its extent of impact. The 2013 Update makes reference to requiring noise abatement strategies and avigation easements for new, private development surrounding the airport. The City takes the position that such noise abatement requirements with building construction and avigation easements will be required on a case-by-case basis. The Airport will be notified of new development and given an opportunity to comment on projects and submit conditions of approval. The request for noise abatement or avigation easements will need to be demonstrated by a set of findings that support the need for those requirements rather than as a guaranteed requirement.

Transportation System Plan and Transportation Element: The City’s Transportation System Plan (TSP) discusses different elements of air transportation. Information from the 2013 Update was used to amend the data in the TSP to reflect current and future conditions. The existing tables that identify air operations and passenger information and air cargo forecasts were revised as well. Select capital improvement projects were taken from the Airport Master Plan and incorporated into the TSP to reflect upcoming airport projects. The Transportation Element is an excerpt of the TSP and the air transportation information was adjusted to reflect the updated data.

Conclusions

The Comprehensive Plan does not include any Conclusions related to air transportation. The various Comprehensive Plan elements have been updated to reflect the revised data and continue to support this regional resource. Criterion 1 is satisfied.

Comprehensive Plan, Review and Amendments chapter: Amendments [to Goals and Policies] shall be based on the following [criteria 1–6]:

1. *A significant change in one or more Conclusion.*

Findings

As noted above, the Comprehensive Plan does not include any Conclusions related to air transportation.

Conclusions

This criterion is not applicable to the amendment.

2. *Information reflecting new or previously undisclosed public need.*

Findings

The 2013 Update provides a phasing schedule and estimated budget for future land acquisition and site improvements needed at the airport over the next twenty years. This information helps inform the Federal Aviation Administration, the Oregon Department of Aviation, and the County about future budget needs and priorities. It addresses the airport’s needs into the future and keeps this regional resource relevant and up-to-date.

Conclusions

The 2013 Update provides updated information about identified projects at the airport into the future. Criterion 2 is satisfied.

3. *A significant change in community attitudes or priorities.*

Findings

The amendments do not reflect a change in community attitudes or priorities. The Comprehensive Plan supports the continued use and expansion of the airport and the benefit it provides to Medford and the region.

Conclusions

The airport is acknowledged as a valuable resource. The amendments help to keep the latest available data current. Criterion 3 is satisfied.

4. *Demonstrable inconsistency with another Plan provision.*

Findings

No inconsistencies with other Plan provisions have been identified.

Conclusions

Criterion 4 is not applicable.

5. *Statutory changes affecting the Plan.*

Findings

Airport planning is addressed in Oregon Administrative Rule 660-013-0010 through 660-013-160, Oregon Revised Statutes Chapter 836, and Statewide Planning Goal 12 (Transportation). There are no statutory changes affecting the Plan.

Conclusions

Criterion 5 is not applicable.

6. *All applicable Statewide Planning Goals.*

Goal 1—Citizen Involvement

Findings

The City has an adopted Citizen Involvement Element in compliance with Statewide Planning Goal 1. Notice of the amendment was provided to the Department of Land Conservation and Development for review and comment. The proposal was also sent to the Federal Aviation Administration and Oregon Department of Aviation for input. The amendments are posted on the City's website to inform citizens of the proposed changes and provide an opportunity to submit comments. The review bodies (Planning Commission and City Council) will consider and vote on the proposed amendment during televised public hearings, providing an additional forum to

discuss the proposal. The Planning Commission will provide a recommendation on the amendments on January 14, 2016. The City Council will hear the proposal on February 4, 2016.

Amendments to the Environmental and Transportation Elements as well as the Transportation System Plan were prepared by the Medford Planning Department staff. The 2013 Rogue Valley International–Medford Airport Master Plan Update was completed by Barnard Dunkelberg and Company, consultants hired by the Airport Authority. The 2013 Update is proposed to be adopted by reference only into the Comprehensive Plan.

Conclusions

The proposal complies with Goal 1.

Goal 2—Land-use Planning

Findings

Goal 2 ensures compliance and incorporation of various plans into the City’s Comprehensive Plan. The 2013 Airport Master Plan Update provides best available data, an inventory of existing conditions, and future projections and projects for the long-term operation of the airport. The Update has been reviewed and portions of the plan are incorporated into the various elements of the Comprehensive Plan. The addition of the entire 2013 Update will be adopted by reference into the City’s Plan.

Relevant federal, state, and local agencies have been informed about the proposed changes and been given an opportunity to comment. Two public hearings will take place in order to provide additional opportunities for public comment and feedback.

Conclusions

The proposal complies with Goal 2.

Goal 3—Agricultural Lands does not apply in this case.

Goal 4—Forest Lands does not apply in this case.

Goal 5—Natural Resources, Scenic & Historic Areas, and Open Spaces

Findings

The 2013 Update has researched historic and cultural resources and park facilities in the vicinity of the airport. One historic property listed on the National Register of Historic Places is approximately 1.25 miles from the airport. Several parks and trails are also in close proximity to the airport such as the Railroad Park, the Bear Creek Greenway and others located in Central Point. No impacts are proposed to these resources.

Conclusions

The proposal complies with Goal 5.

Goal 6—Air, Water, and Land Resources Quality

Findings

The Airport Master Plan addresses air and water quality issues that may affect the operations of the airport. Research was conducted regarding soils types, wetlands, endangered species and solid waste. All these factors are important considerations as the airport expands and changes over time.

Conclusions

The proposal complies with Goal 6.

Goal 7—Areas Subject to Natural Hazards

Findings

Portions of the airport property interact with Lone Pine Creek and Midway Creek and their related floodplains. These natural hazards are mapped in the 2013 Update and flood information is available at the Planning Department and on the FEMA website. Projects associated with floodplain areas are subject to more detailed review to minimize the impacts to the floodplain boundaries and ensure applicable floodplain regulations are being enforced.

Conclusions

The proposal complies with Goal 7.

Goal 8—Recreation Needs does not apply in this case.

Goal 9—Economic Development

Findings

The airport is a regional resource providing the transport of goods and people into and out of the region. The airport itself employs people in a range of jobs. Services that support the operation of the airport also create economic opportunities for new businesses and employment – hotels, rental car businesses, food service, and transport of goods to name a few.

Conclusions

The proposal complies with Goal 9.

Goal 10—Housing does not apply in this case.

Goal 11—Public Facilities and Services

Findings

The airport is situated in the Northwest portion of the City and provides a major transportation facility for the City and the region. Air transportation is a component in the Transportation System Plan. The extension of public services and street infrastructure to both serve the airport and surrounding uses is important to evaluate as plans are updated and assist in prioritizing projects and allocating funds.

Conclusions

The proposal complies with Goal 11.

Goal 12—Transportation

Findings

The Comprehensive Plan and the Transportation System Plan identify air transportation as an important transportation facility as well as a means to support economic development through the transfer of goods and services. The 2013 Update provides information to inform future decisions regarding transportation projects within the airport boundary. The goals and policies of the Comprehensive Plan seek to improve access to the airport through all modes of transportation and provide infrastructure upgrades that support airport development. State law regarding airport planning has been reviewed for compliance and consistency.

Conclusions

The proposal complies with Goal 12.

Goal 13—Energy Conservation does not apply in this case.

Goal 14—Urbanization does not apply in this case.

Goals 15–19 do not apply to this part of the State.

Exhibit B

Minutes, Planning Commission

Study Session, March 23, 2015

Public Hearing, January 14, 2016

[Cover sheet]

Planning Commission Study Session Minutes, March 2015

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

John Adam, Senior Planner, reported that the airport has developed a new master plan and typically the City adopts the master plan and elements into the Comprehensive Plan by reference. The other item for discussion is beekeeping. A citizen petitioned beekeeping to the City Council for the Planning Department for a Code amendment.

Carla Paladino, Planner III, stated that the City will adopt the airports new master plan by reference into the City's Comprehensive Plan. Also, making adjustments to the development code related to the overlays (i.e. airport approach, airport radar and a new mapping category called the airport area of concern). In addition there will be zone map amendments. The General Land Use Plan Map shows the majority of the airport under the "Airport" map designation. There is outlying property owned by the County with different General Land Use Plan Map designations that will be changed from the current designation to the Airport designation. The Airport Master Plan's focus is the aviation facility and its surroundings along with meeting future demand needs.

There are three elements that will be amended in the Comprehensive Plan to incorporate the new airport update: 1) Environmental Element (aviation easements, deed restrictions and noise abatement); 2) Transportation Element; and Transportation System Plan.

The Development Code amendments would affect sections:

- 10.031 – Exemptions
- 10.146 – Referral Agencies
- 10.300 – Zoning Districts
- 10.349 – Airport Approach (application requirements)
- 10.350 – Airport Radar Overlay
- 10.414 – Airport Area of Concern (NEW) (application requirements)

Chair McFadden asked if developments outside the airports fence would still come before the City? Ms. Paladino replied yes.

Chair McFadden asked if has reviewed the tall sign ordinance such as freeway signs, etc. that there are no existing conflicts with the airport master plan update?

The City's text changes were provided to the airport. Maps were not included. Staff received positive feedback from Bern Case, Airport Director. He agrees with the changes including aviation easements and the noise abatement changes.

Staff's next step is to update the maps and make sure the airport concurs with those changes. There is a scheduled hearing before the Planning Commission on Thursday, April 23, 2015. It will be presented to the City Council in June.

Planning Commission Hearing, January 14, 2016

Excerpt

50.1 CP-13-076 / CP-13-077 Consideration of a Class A legislative amendment to revise the Transportation System Plan, the Environmental Element, and the Transportation Element of the Comprehensive Plan and adopt by reference the 2013 Rogue Valley International–Medford Airport Master Plan. (City of Medford, Applicant)

Carla Paladino, Planner IV, reviewed the proposal, read criteria 10.184 (1), presented background information and gave a staff report.

The public hearing was opened.

Chair McFadden congratulated Mr. Bern Case for reaching a new service high.

a. Bern Case, Rogue Valley International–Medford Airport, 1000 Terminal Loop Parkway, Medford, Oregon, 97504. Mr. Case reported that it has been a tremendous year. Mr. Case reported that masterplans are very important to an airport. Mr. Case expressed his appreciation for the work that City staff has done.

The public hearing was closed.

Motion: Based on the findings and conclusions that all of the applicable criteria are either satisfied or not applicable, the Planning Commission forwards a favorable recommendation for approval of CP-13-076 and CP-13-077 to the City Council per the staff report dated January 7, 2016, including Exhibits A through F.

Moved by: Vice Chair Miranda

Seconded by: Commissioner Foley

Voice Vote: Motion passed, 8–0.

Exhibit C

Amended Environmental Element

[Cover sheet]

CITY OF MEDFORD COMPREHENSIVE PLAN ENVIRONMENTAL ELEMENT

**PREPARED BY
CITY OF MEDFORD PLANNING DEPARTMENT
200 SOUTH IVY STREET
MEDFORD, OREGON 97501
plnmed@ci.medford.or.us**

JAMES E. HUBER, AICP, PLANNING DIRECTOR

**COMPREHENSIVE PLANNING SECTION
BIANCA PETROU, AICP, ASSISTANT PLANNING DIRECTOR
JOHN ADAM, AICP, PRINCIPAL PLANNER
SUZANNE MYERS, AICP, PRINCIPAL PLANNER
CARLY GUILLORY, PLANNER
CHRIS OLIVIER, GIS COORDINATOR PLANNER
DESMOND MCGEOUGH, PLANNER
JOHN ADAM, AICP, PLANNER
PRALINE MCCORMACK, PLANNER
CARLA ANGELI PALADINO, PLANNER
JENNIFER JONES, 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 2016-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 by the Oregon Department of Aviation (ODA) and the Federal Aviation Administration (FAA). ~~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.

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

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.

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 explain 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 avigation 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 or Airport Area of Concern overlays. 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 avigation easement if it is warranted. This decision is based upon LUBA Case No. 2010-11 (*Barnes v. City of Hillsboro*).

The Oregon Department of Aviation (ODA) and the Federal Aviation Administration (FAA) review hazards to air navigation, as required by Oregon Administration Rule (OAR) 738-070. Both agencies have guidelines for land use compatibilities that include both noise levels as well as land uses on real properties. Each agency will issue a determination of “hazard” or “no hazard” related to development proposed in the overlays.

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

Exhibit D

Amended Transportation System Plan

[Cover sheet]

City of Medford

Transportation System Plan

Adopted

November 20, 2003

Amended by Ordinance No. 2016-XXX , XX,XX, 2016

Chapter 1 Introduction and Executive Summary

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 dated 2001 and the 2013 Master Plan* serves as the primary guides 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 *2013 Master Plan* 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 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, a~~ 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 the Airport Approach (A-A) and Airport Radar (A-R) Zoning Districts, overlays. The A-C overlay triggers notification to the Federal Aviation Administration (FAA) and Oregon Department of Aviation (ODA). However, review of these code provisions is appropriate to ensure that they meet all of the requirements of OAR 660-013.

The 2013 Master Plan 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 within the Airport Approach or Airport Area of Concern overlays. 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 request 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~~will 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.~~
 - ~~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 modifications as part of the Oregon 62 Expressway project. grade separation of this intersection should be made as part of the ongoing 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.~~
 - 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~~ will work cooperatively with the Jackson County Airport Authority to evaluate the City's current Comprehensive Plan and Code as necessary to ensure compatibility with the Airport and applicable state and federal regulations. 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 if these are determined to be inadequate 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.~~

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*, *Oregon Aviation Plan, as updated*, 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~~ are 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 and~~ servicing numerous private aircraft operations. The airport ~~has been~~ was designated a foreign trade zone (FTZ), which was intended to help the airport develop to its fullest potential and boost the local economy in the southern Oregon region. The FTZ was projected to increase employment in the immediate vicinity of the airport and produce an annual increase in revenue of more than \$3 million. Over the past ten years, the FTZ has been on inactive status and re-establishment is not currently planned.

The ~~recently adopted~~ Rogue Valley International—Medford Airport Master Plan Update 2001 and 2013 Update provides guidance for future development at the airport including both land-side and airside facilities. The Oregon Aviation Plan (Chapter 8) also describes the economic impact of the airport on the region. 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 Update)

An Airport Master Plan was completed in February of 2001 for the Rogue Valley International—Medford Airport and revised and updated in February 2013. ~~These~~ 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:~~

- ~~Expanding the loop road in order to provide additional parking capacity~~
- ~~Construction of a grade-separated interchange between Biddle Road and the airport access road~~
- ~~Construction of an additional runway to handle projected airline activity~~

Implementation of these and other recommendations related to development of the airport are the responsibility of Jackson County using County, Federal Aviation Administration (FAA), and other funding. Airport-related recommendations are further addressed in Chapter 9 of the TSP.

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 wereas 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 Airlines, United, and Alaska Air. 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 an 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). Parking is available at the airport operating 24 hours a day, seven days a week. Current parking rates range from \$2.00 per hour for short-term parking with a \$12.00 per day maximum to \$1.25 per hour for long-term with a \$5.50 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 is are two one active runways at the Rogue Valley International–Medford Airport identified as Runway 14-32 (the primary runway) which is 8,800 feet long by 150 feet wide, while Runway 9-27 (the secondary crosswind runway) is 3,155 feet long by 100 feet wide. This 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.~~

~~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, and the U.S. Forest Service facilities 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

	<u>1998</u>	<u>1999</u>	<u>2000</u>	<u>2001</u>	<u>2002</u>	<u>1998-2001</u>
	<u>2010</u>	<u>2011</u>	<u>2012</u>	<u>2013</u>	<u>2014</u> *	<u>2010-2014</u>
						<u>Change (%)</u>
Aircraft Operations - Itinerant						
• Air Carrier	16,235	16,724	19,203	18,195	9,861	-
	<u>5,953</u>	<u>5,062</u>	<u>5,060</u>	<u>5,071</u>	<u>5,416</u>	1.80%+12.1%
• Air Taxi	2,119	2,279	2,509	2,113	1,321	0.30%-0.3%
	<u>12,287</u>	<u>10,520</u>	<u>10,549</u>	<u>10,952</u>	<u>12,470</u>	
• General Aviation	26,133	25,648	24,181	24,100	13,529	-4.24%-7.8%
	<u>20,039</u>	<u>18,145</u>	<u>17,620</u>	<u>16,931</u>	<u>15,794</u>	
• Military	340	392	350	286	183	-1.68%-15.9%
		<u>456</u>	<u>269</u>	<u>252</u>	<u>359</u>	
Total Itinerant Operations	44,827	45,001	46,261	44,694	24,894	-2.40%-0.3%
	<u>38,671</u>	<u>34,183</u>	<u>33,498</u>	<u>33,206</u>	<u>34,039</u>	
Aircraft Operations – Local						
• Civil	25,166	25,862	20,901	17,380	12,018	-10.39%-
	<u>11,271</u>	<u>7,728</u>	<u>7,548</u>	<u>6,994</u>	<u>5,278</u>	30.9%
• Military	224	442	96	183	66	15.77%-
	<u>104</u>	<u>152</u>	<u>118</u>	<u>116</u>	<u>186</u>	18.3%
Total Local Operations	25,390	26,304	20,997	17,563	12,084	-10.39%-
	<u>11,375</u>	<u>7,880</u>	<u>7,666</u>	<u>7,110</u>	<u>5,464</u>	30.8%
Total Operations	70,217	71,305	67,258	62,257	36,978	-4.21%-11.3%
	<u>50,046</u>	<u>42,063</u>	<u>41,164</u>	<u>40,316</u>	<u>39,503</u>	
Passengers						
• Enplanements	218,593	228,783	245,874	234,779	126,840	1.07%+7.4%
	<u>320,298</u>	<u>310,477</u>	<u>322,426</u>	<u>316,491</u>	<u>337,483</u>	
• Deplanements	235,213	228,013	246,191	229,756	127,001	0.47%-2.3%
	<u>319,381</u>	<u>307,718</u>	<u>320,143</u>	<u>314,743</u>	<u>326,940</u>	
Total Passengers	453,806	456,796	492,065	464,535	253,831	0.77%+2.4%
	<u>639,679</u>	<u>618,195</u>	<u>642,569</u>	<u>631,234</u>	<u>664,423</u>	

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, and later updated in February 2013. These documents serve as the primary guide to future development of the airport. The 2001 Airport Master Plan includes documentation and an assessment of existing airport activity, a discussion of planning assumptions that related to future demand for airport-related services, and a summary of recommended improvements. Key assumptions and conclusions that were important for the development of the Medford TSP included forecasts of passenger enplanements (the number of passenger boardings for air carrier or scheduled airline service), 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 *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 three airport overlay zones (Airport Approach (A-A), and Airport Radar (A-R), and Airport Area of Concern (A-C)) 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 in the 2013 update.

~~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 updated air cargo activity at the Rogue Valley International–Medford Airport from 2010 to 2030. ~~over the past few years.~~

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

	<u>1998</u>	<u>2000</u>	<u>2001</u>	<u>2002 *</u>	
	<u>2010</u>	<u>2015</u>	<u>2020</u>	<u>2025</u>	<u>2030</u>
(pounds)	5,437,787 ²	6,033,244	6,693,906	7,426,913	8,240,186
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	

² Airport Personnel

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: Barnard Dunkelberg and Company, Jackson County Airport Authority
 * Data is for period from January through July, 2002 inclusive

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. In 2011, two additional buildings were planned to hold freight/cargo operations.

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:

1. Airport Commerce Park (east of the airport) 95 acres
2. Crater Lake Center (east of the Airport Commerce Park) 38 acres
3. North Medford Business Center (north of Crater Lake Center) 54 acres
4. 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.³ 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.

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 Plan* 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 Inter-

³Southern Oregon Regional Economic Development, Inc., January, 2002.

national Medford Airport, particularly in light of the growth in air passenger and air cargo activity that is anticipated in the *Airport Master Plan*.

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 ~~67~~ 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.”* “To facilitate the provision of efficient, safe, and competitive movement of people and goods to and from the Rogue Valley International—Medford Airport, recognizing the value of Rogue Valley International—Medford Airport as a 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 Ggoals, 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

Since the 2001 Airport Master Plan, changes have occurred within the aviation industry at all levels (locally and nationally) that impact the facilities and services at the Airport. Such changes made it important to re-evaluate the Airport Master Plan as a means of analyzing current and forecast operational characteristics and facilities, in addition to looking at airport development into the future. Tables identified in the 2001 Master Plan regarding key information gleaned from the 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, have been revised to reflect updated and forecast numbers. 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 *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 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**

	<u>1998</u> 2011	<u>2005</u> 2012	<u>2010</u> 2013	<u>2020</u> 2014
Passenger Enplanements	<u>218,593</u> <u>310,477</u>	<u>268,950</u> <u>322,426</u>	<u>303,630</u> <u>316,491</u>	<u>379,300</u> <u>337,483</u>
Aircraft Operations - Itinerant				
• Air Carrier	<u>16,235,062</u>	<u>18,120,060</u>	<u>19,100,071</u>	<u>21,900,416</u>
• Air Taxi	<u>2,119,10,520</u>	<u>4,000,10,549</u>	<u>4,500,10,952</u>	<u>5,500,12,470</u>
• General Aviation	<u>26,133,18,145</u>	<u>28,000,17,620</u>	<u>30,000,16,931</u>	<u>34,500,15,794</u>
• Military	<u>340,456</u>	<u>375,269</u>	<u>375,252</u>	<u>375,359</u>
Total Itinerant Operations	<u>44,827,34,183</u>	<u>50,495,33,498</u>	<u>53,975,33,206</u>	<u>62,275,34,039</u>
Aircraft Operations - Local				
• Civil	<u>25,166,7,728</u>	<u>28,000,7,548</u>	<u>30,000,6,994</u>	<u>34,500,5,278</u>
• Military	<u>224,152</u>	<u>200,118</u>	<u>200,116</u>	<u>200,186</u>
Total Local Operations	<u>25,390,7,880</u>	<u>28,200,7,666</u>	<u>30,200,7,110</u>	<u>34,700,5,464</u>
Total Operations	<u>70,217,42,063</u>	<u>78,695,41,164</u>	<u>84,175,40,316</u>	<u>96,975,39,503</u>
Total Aircraft Based at Airport				
• Single-Engine	<u>124,145</u>	<u>128,149</u>	<u>129,141</u>	<u>132,139</u>
• Multi-Engine	<u>15,22</u>	<u>17,26</u>	<u>20,23</u>	<u>25,25</u>
• Jet	<u>31,7</u>	<u>9,28</u>	<u>11,23</u>	<u>15,27</u>
• Helicopter	<u>4,8</u>	<u>6,8</u>	<u>8,7</u>	<u>12,10</u>

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

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 oper-

ations 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.

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.

On-Site Airport Improvement Needs

Significant airport improvements have been made since the 2001 Airport Master Plan was adopted. In 2009, a new passenger terminal building and Airport Traffic Control Tower were

constructed and opened. New parking facilities to serve short-term and long-term parking needs were provided at the Airport, and three entry points are available to access the Airport from the north, south, and west.

The updated Master Plan looks at the entire facility and its surroundings, and plans for the development of an aviation facility that can meet future needs. It provides forecasts of aviation activity, looks at how the airport facilities can safely and efficiently meet the needs of those activities, evaluates the Airport use related to surrounding uses, and identifies future development at and adjacent to the Airport properties. The 2013 Update includes a project list based on a Capital Improvements Project list created by the airport management staff and the Federal Aviation Administration (FAA). The list is prioritized into three phases with select projects noted in Table 9-3 below. The 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 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.

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, RVTD bus service to the Rogue Valley International Medford Airport is provided 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 econom-

ic 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 (Airport Area of Concern (A-C) overlay) 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 (RPZ) (the RPZ is incorporated in the Airport Approach overlay); 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 ODA (Oregon Department of Aviation 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 the Airport Approach (A-A) and Airport Radar (A-R) overlays. The Airport Area of Concern (A-C) will also be added as an overlay. The A-C overlay triggers notification to the Federal Aviation Administration (FAA) and Oregon Department of Aviation (ODA). – 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 *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 *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 *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
Select Capital Improvement Projects

Airfield Considerations

- 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

- 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

Phase I Projects

- Rehabilitate Taxiway A, South Taxiway C (old runway intersection)
- Rehabilitate Taxiway A, North of Taxiway C (old runway intersection)
- Acquire Runway 14 RPZ Land
- Acquire 80 Acre Parcel on East Side of Airport

Phase II Projects

- Apron Construction Adjacent to Taxiway "C" loop
- Construct Large Hangars along Milligan Way
- Runway 14L/32R Environmental Assessment
- Construct Parallel Runway 14L/32R and Associated Taxiways – Design/Earthwork Phase I

Phase III Projects

- Construct Eastside Access Public Road at South end of Airport

- Relocate ARFF Station
- Runway 14L/32R Upgrade Environmental Assessment
- Construct Runway 14/32R Upgrade/Extension Design/Earthwork Phase I

Source: *Rogue Valley International-Medford Airport Master Plan Update*, February 2004¹³.

The complete list of projects is provided in the 2013 Master Plan Update (Tables G1 and G2).

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

Short-term Improvements (2001–2005)

- 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.)

Intermediate-term Improvements (2006–2010)

- Construct new Biddle Road interchange
- Expand surface parking (400 spaces)
- Re-align Milligan Way (1,200 linear feet)

Long-term Improvements (2011–2020)

- 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 *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.

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.~~
- 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 modifications as part of the Oregon 62 Expressway project. ~~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.~~
- 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~~ will work cooperatively with the Jackson County Airport Authority (the owner/operator of the airport) to evaluate the City's current Comprehensive Plan and Land Development Code as necessary to ensure compatibility with the Airport and applicable state and federal regulations. ~~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 if these are determined to be inadequate 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.~~

Exhibit E

Amended Transportation Element

[Cover sheet]

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 dated 2001 and the 2013 Master Plan* serves as the primary guides to future development at the airport. The documents identify 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 *2013 Master Plan* 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 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 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) and Airport Radar (A-R) Zoning Districts overlays. The Airport Area of Concern (A-C) will also be added as an overlay. The A-C overlay triggers notification to the Federal Aviation Administra-

tion (FAA) and Oregon Department of Aviation (ODA). However, review of these code provisions is appropriate to ensure that they meet all of the requirements of OAR 660-013.

The 2013 Master Plan 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 within the Airport Approach or Airport Area of Concern overlays. 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 request 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~~ will work with the Jackson County Airport Authority (the owner/operator of the airport) to implement the recommendations of the *Rogue Valley International-Medford-2013 Airport Master Plan* 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.~~
 - 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 modifications as part of the Oregon 62 Expressway project, ~~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.~~
 - 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~~ will work cooperatively with the Jackson County Airport Authority to evaluate the City's current Comprehensive Plan and Land Development Code as necessary to ensure compatibility with the Airport and applicable state and federal regulations. 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 if these are determined to be inadequate 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.~~

Exhibit G
Letter dated March 8, 2013 from
Carol A. Suomi

[Cover sheet]



U S Department
of Transportation
Federal Aviation
Administration

Northwest Mountain Region
Seattle Airports District Office
1601 Lind Avenue S.W., Suite 250
Renton, Washington 98057-3356

March 8, 2013

Mr. Bern E. Case
Airport Director
Rogue Valley Intl Airport
1000 Terminal Loop Pkwy, Suite 201
Medford, OR 97504

Dear Mr. Case,

The Rogue Valley International Airport Layout Plan (ALP) dated February, 2013, submitted by the firm of Barnard Dunkelberg & Co., and bearing your signature, is hereby approved. A signed copy of the ALP is enclosed.

This approval considers only the safety, utility, and efficiency of the Rogue Valley International Airport, and is conditioned on acknowledgment that any development on airport property requiring federal environmental approval must receive such written approval from the Federal Aviation Administration (FAA) prior to commencement of the subject development. This ALP approval is also conditioned on acceptance of the plan under local land use laws. We encourage appropriate agencies to adopt land use and height restrictive zoning based on the plan since action toward this end is a prerequisite of the Airport Improvement Program (AIP). Grant Assurance 21, Compatible Land Use, requires airport sponsors to take appropriate action, including the adoption of zoning laws to restrict the use of land adjacent to, or in the immediate vicinity of the airport, to activities and purposes compatible with normal airport operations including the arrival and departure of aircraft. The FAA recognizes residential development adjacent to the airport property as an incompatible land use.

Approval of the plan does not indicate that the United States will participate in the cost of any proposed development. When airport construction, alteration, or deactivation is undertaken, such action requires notification and review in accordance with the provisions of Part 77 and Part 157 of the Federal Aviation Regulations.

Please attach this letter to the approved Airport Layout Plan and retain it in the airport files for future use under the Airport Improvement Program.

Sincerely,

Carol A. Suomi
Manager, Seattle Airports District Office

Encl: MFR ALP dtd Feb 2013

cc:
Mr. Peter Van Pelt, BD & Co.

Exhibit H
Letter dated July 18, 2013 from
Bern E. Case

[Cover sheet]



JACKSON COUNTY
Airport Authority

**Rogue Valley International
Medford Airport**

Bern E. Case, A.A.E.
Airport Director

1000 Terminal Loop Pkwy, Ste 201
Medford, OR 97504
Phone: 541-776-7222
Fax: 541-776-7223

casebe@jacksoncounty.org

www.jacksoncounty.org

July 18, 2013

Bianca Petrou
City of Medford
Planning Department
411 W. 8th Street
Medford, OR 97501

Re: Final Master Plan Update

Dear Bianca:

Thank you for your time and input in the Airport's Master Plan update process. Enclosed is a copy of the final report, and it is also posted on the County's web page at: www.jacksoncounty.org under the "Airport" link.

We hope the information is useful and look to the City's planners to mesh the details into Medford's Comp Plan.

Sincerely,

A handwritten signature in cursive script that reads "Bern E. Case".

Bern E. Case, A.A.E.
Airport Director

Enclosure (1)