

# Technical Memorandum #3 – Future Land Uses

## Overview

The purpose of this chapter is to analyze future land uses for the planning horizon (2040), accounting for projected population and employment changes, City plans, and direction from the City. It will include land use assumptions, including type, density, and projected traffic generation.

## Population Projections

The US Census numbered 2,140 residents in 2010, increasing 15.6 percent from 1,851 in 2000. This was a much more rapid rate than the 5.2 percent increase from 1990 to 2000. Jackson County grew 14.6 percent from 2000 to 2010 after a 23.8 percent increase the previous decade. The most recent population estimate provided by Portland State University’s Center for Population Research is for July 2016. Rogue River added 60 residents since 2010, a 2.8 percent increase, while Jackson County added 2.2 percent to its population.

The Center for Population Research now provides official population projections in addition to its longstanding responsibility for annual population estimates. The estimates include all the area within each city’s urban growth boundary, which accounts for the larger population in 2015 than Rogue River’s 2016 population estimate that reflects the area only within the city limits. The 2040 population is 40 percent higher than in 2015, compared to 25.3 percent for the county.

2015	2,838
2020	2,938
2025	3,158
2030	3,421
2035	3,705
2040	3,975

**Table 1 – Percent Population Increase**

	1990-2000	2000-2010	2010-2016	2016-2040
Rogue River	5.2	15.6	2.8	40.0
Jackson County	23.8	14.6	2.2	25.3

Source: PSU Center for Population Research

The table demonstrates that Rogue River and Jackson County have grown at differing rates, with the city growing more slowly from 1990 to 2000, but at a very similar rate since 2000. The city is projected to grow at a significantly faster rate than the county through 2040, which is typical of small jurisdictions compared with larger jurisdictions. The Portland State University forecasts also stated that the “annual housing unit growth rate is assumed to rapidly increase during the initial years of the forecast period and then decrease slightly and remain at this level through the remainder of the forecast period. The occupancy rate is assumed to slightly decrease over the forecast period, starting from the rate observed in 2010. Average household size is assumed to remain at about two persons per household over the forecast period. Group quarters population is assumed to stay relatively steady over the forecast period.”

The 2010 census reported Rogue River’s household size at 2.02 persons per household. To accommodate a population growth of 1,137, around 563 housing units will be needed. Current zoning permits 20,000 square foot parcels in the R-E zone, 8,000 and 12,000 square foot parcels in the R-1 zone, and multiple housing units in the R-2 zone. Rogue River does not have an R-3 zone, but permits up to 20 units in the R-2 zone. The 2011-2105 American Community Survey estimated the mix of housing to be 50 percent single-family, 36 percent multiple-family, and 14 percent manufactured dwellings. The ACS does not identify how many manufactured dwellings are in mobile home parks, but two mobile home parks and one RV park appear to accommodate a majority of the units. Although much of the area surrounding the downtown core contains single-family dwellings, it is zoned for multi-family development. Using the current mix of housing, approximately 282 single-family units and 203 multiple-family units will be added. Given current trends, it is less likely that there will be 78 new manufactured dwellings, and more likely that, because it is generally more affordable, multiple unit housing will accommodate a majority of those who would be occupying manufactured dwellings.

Rogue River encompasses less than 500 acres of the more than 1,500 acres in the Urban Growth Boundary. While the UGB initially established for Rogue River is unusually large, the City has followed a very conservative annexation policy and the city limits are little changed from 1990, when the current Comprehensive Plan was adopted.

## Employment Projections

The PSU Population Research Center also provides employment projections in coordination with the Oregon Employment Department. In 2015, PSU estimated there were 241 industrial employees and 575 commercial employees. Commercial employment includes office and public uses, not just retail.

Oregon Administrative Rule (OAR) Division 38 includes standards for simplified urban growth boundary amendments. The Transportation System Plan update is not a UGB amendment, but the information in the OAR cites Oregon Employment Department regional long-term employment projections from 2015 through 2029. For the Rogue Valley, commercial growth is expected to grow by 13 percent and industrial growth by 12 percent in the 14-year period. Lacking any other more specific local projections, extending the Employment Department projections to 2040 would result in a total of approximately 707 commercial employees and 292 industrial employees. This represents an equal distribution of employment throughout Jackson County, which does not account for the location of a majority of land zoned for employment uses near Medford and White City. Many Rogue River residents work in or near Medford and Grants Pass. The 2010-2015 American Community Survey provides the following evidence.

**Table 2 - Commuting Characteristics**

	<b>Percent Working Outside of County</b>	<b>Mean Commuting Time to Work</b>	<b>Percent with Commute of at Least 25 minutes</b>
Rogue River	28.7	20.5	47.5
Jackson County	3.9	19.0	23.7
Oregon	28.7	22.7	35.3

Source: American Community Survey: 5-year average 2010-2014

The percentage of residents working outside the county is much larger for Rogue River than for the county at large, and it is reasonable to assume that many of the commute trips are to Josephine

County, most likely Grants Pass. While mean commuting times are relatively consistent, the percent of commuters with trips lasting 25 minutes or more is double the rate in Jackson County, again supporting the conclusion that a large proportion of the Rogue River population works in other communities.

There are no immediate plans for large commercial uses or industrial firms to locate in Rogue River. Commercial land north of the river is either commercially developed or contains residences, significantly reducing opportunities for commercial development unless residential parcels are converted to commercial use. Most available land long-term is in the urban growth boundary south of the river and will need to be annexed before it can accommodate commercial uses. All of the area between Rogue River Highway and the river is in the floodplain, and most of it is designated floodway, which essentially prevents new development. The area south of the city limits contains the most land for new commercial development, but its cohesiveness is hampered by the high number of ownerships. The largest area in single ownership appears to be about 7.75 acres.

Two areas are designated for industrial uses, including the land between Classick Drive and the Murphy Company Mill, and an area south of Rogue River Highway within the Urban Growth Boundary but outside of the existing city limits. It includes about 30 acres on multiple parcels with more than a dozen owners, reducing the likelihood that larger employers would locate there, particularly within the TSP planning period. A small portion east of North River Road at the southern tip of the UGB but outside the city limits is also planned for industrial use. No other areas in the UGB are shown as employment lands on the comprehensive plan, except for the existing Rogue River High School at the north end of the UGB.

Given the land use pattern and the City's conservative approach to expanding its city limits, the likelihood of significant employment growth in the planning period is relatively low. Any industrial growth most likely would be confined to Classick Drive and North River Road.