

Sewer and Water Systems Capacity

The ability of a city to supply services, especially sewer and water facilities, will help to determine the city's growth rate. The opposite is also true, with the growth rate determining the future need for city services.

At this time, Brownsville has just completed the development of a new water source and is in the process of expanding its existing sewage lagoon, and installing a spray-irrigation form of sewage treatment.

Krause and Dalke, Inc. and CH₂M Hill, Inc., Consultants, have estimated the maximum design capacities of both these systems. The water system should be able to serve 2,027 people at a consumption rate of 150 gallons per day per person (averaged over the entire city and including commercial and industrial development). This assumes an increase in use from the current average of 120 gallons per day per person to 150 gallons per day per person. This also assumes that the system will work to capacity. Both assumptions tend to cancel (if consumption does not go up, use will not rise, but if the system does not work to capacity, the water will not be there to use). At a maximum population of 2,027, the water system will reach capacity in 1998.

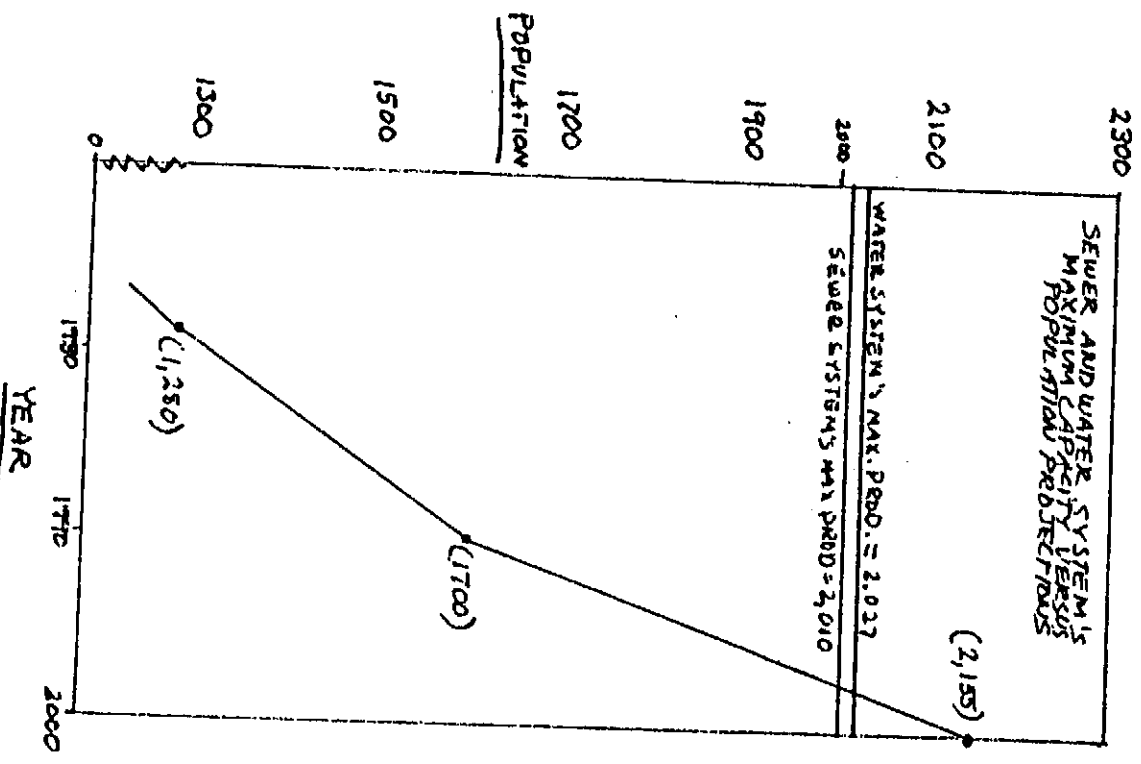
The sewage system, at a 2,010 population capacity, will reach capacity in the same year. (If water use does not increase or decrease, then the facilities will not have to be expanded so quickly and long-run tax dollars will be saved).

The comprehensive plan requires that facilities and utilities capital improvement be reviewed for adequacy every five years. As well, the comprehensive plan review process requires review of all city systems concurrent with the plan. By 1983, the year of the next plan review, the city will know a lot more about the capacity of its sewer and water systems while having time to adjust to needed changes.

The City will have to closely watch not only total population increases but also total water consumption and sewage system use. This will allow the city, on short notice, to estimate the costs and effects of a large sewer or water user moving into town, or a sudden surge in population.

Table 18

POPULATION PROJECTIONS	
Year	Total Population
1980	1340
1990	1700
2000	2155
SYSTEM CAPACITY	
Water	(maximum) 2,027 people
Sewer	(maximum) 2,010 people
SYSTEM OVERLOAD	
Water: 1998	
Sewer: 1998	



Observation of total consumption may occur through city billing records, surveys, and facility operation data.

Under an improvement program now in progress, much of the existing collection system both north and south will be grouted to seal out infiltration and inflow.

Both collection systems have pneumatic ejector type lift stations pumping the sewage from the gravity collection to the stabilization pond elevation.

The south collection system utilizes a siphon to cross under the Calapooia River.

Sewage treatment facilities are currently being improved and enlarged, under a grant from the U.S. Environmental Protection Agency (E.P.A.).

The north treatment facility will consist of a lagoon capable of holding 52.82 acre feet of sewage. Chlorine will be added prior to utilizing spray irrigation during summer months (growing season) as a method of discharge. Because the north system will utilize spray irrigation which is considered innovative by the E.P.A., 85% of the cost of development was covered in the E.P.A. Grant.

The land on which the sewage from the north system is to be applied will continue to be farmed. It is believed that application of treated sewage will enhance the agricultural potential of the land.

The south treatment system is also being enlarged and will be capable of holding 28.06 acre feet of sewage when completed. Treatment will consist of holding and settling during the summer months with chlorination and release into the Calapooia River during the winter.

The City has received permission from the Department of Environmental Quality to discharge treated sewage.

Problems With the System: Maintenance needs to be increased to maintain the system in good operating order. The River crossing system (siphon) should be watched to be kept in the best working order. Once the new facilities are complete and all work to stop inflow and infiltration is complete, the system will be in optimum working order. However, in some areas of the City the ends of the collection system are near the surface which will prevent the extension of the system on gravity flow.

Drainage: Soil conditions and the natural landscape of Brownsville do not create adequate drainage. Human activities have in many places aggravated the situation. At present, the city is not following a specific plan to eliminate drainage problems. Most problems, once identified, are addressed on a site specific approach.

The city has formed a committee to look into solving the city's drainage problems. In the past, several studies were developed to address drainage. However, no study has been approved. The major obstacle to the adoption and implementation of a drainage study has been the lack of community support and funding.

Studies which have been developed to address drainage in Brownsville include:

- 1) Study and Master Plan for Brownsville Drainage Systems, prepared in 1963 by Westech Engineering.
- 2) U.S. Soil Conservation Service's Drainage Study for North Brownsville.
- 3) Kraus and Dalke Drainage Study for South Brownsville.

Streets and Sidewalks are viewed as public facilities. They supply a public need, transportation. Streets and sidewalks (motorized and non-motorized traffic) will also be addressed in the transportation section of the background studies.

There are few streets and sidewalks in Brownsville which are in good repair. Most streets which are the sole responsibility of the city are either gravel or have a deteriorated hard surface. The same can be said for sidewalks.

Many streets in Brownsville only exist on paper. These streets were platted when the land was divided. Where no developments took place, the streets were never put in. Many of the paper streets were created in the mid 1800s. Problems arise when landowners attempt to develop on a paper street or when new development tries to conform to paper street patterns. The City has experienced and approved many requests for street and alley vacation. Although the result has not created landlocked parcels, the long term result of vacation may reduce access alternatives.

A major area of access concern is the hill north of Old Town.

Other problems associated with streets and sidewalks can be solved through a street and pedestrian plan and through systematic street improvement.

One obstacle to street improvement is the lack of a drainage plan. It has been stated that, if it were not for the gravel streets, drainage problems would be worse.

Fire and Police Service: Figure 18.0

Fire protection has become a topic of community concern. In the 133 year history of Brownsville three (3) major fires have repeatedly destroyed virtually all the commercial area of the city. Negligence of fire protection is hopefully a thing of the past. The city currently contracts with the Brownsville Rural Fire Protection District. The fire station is located at 255 North Main Street. The Brownsville Rural Fire Protection District is an all volunteer operation.

Police service in Brownsville is no different for city residents than for county residents at this time.

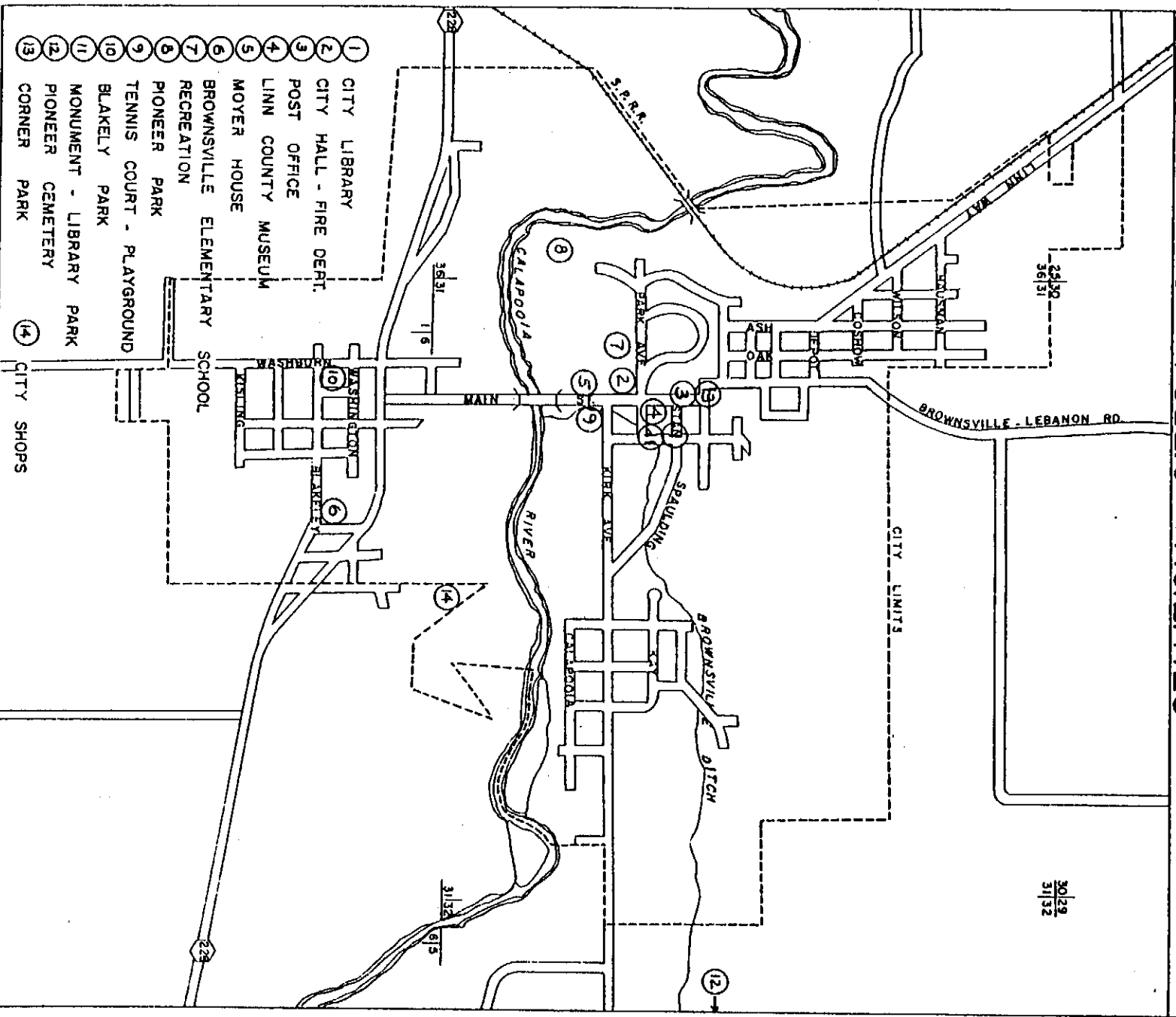
Prior to 1977, Brownsville had its own police force which for the most part was a one man operation. Upon resignation of the Brownsville Police Chief in 1977, the city decided to contract with the Linn County Sheriff's Department.

Contracts with the Linn County Sheriff's Department are not generally subject to modification or arbitration by the city. The contract is a complete package for a specific amount.

In 1978, the city accepted a contract with the Linn County Sheriff's Department. In 1979, the city was having financial difficulty and requested a reduction in the contract with the county. The county would not reduce the terms or cost of the contract and, as a result, city voters rejected the 1979-80 budget earmarked specifically for police protection. There is no way to determine if voters will again reject the budget for police protection.

Figure 18.0

LOCATION OF PUBLIC FACILITIES



- ① CITY LIBRARY
- ② CITY HALL - FIRE DEPT.
- ③ POST OFFICE
- ④ LINN COUNTY MUSEUM
- ⑤ MOYER HOUSE
- ⑥ BROWNSVILLE ELEMENTARY SCHOOL RECREATION
- ⑦ PIONEER PARK
- ⑧ TENNIS COURT - PLAYGROUND
- ⑨ BLAKELY PARK
- ⑩ MONUMENT - LIBRARY PARK
- ⑪ PIONEER CEMETERY
- ⑫ CORNER PARK
- ⑬ CITY SHOPS
- ⑭

BROWNSVILLE

SCALE: 2 1/4" = 1/2 MI.



Solid Waste: The City of Brownsville is currently being served by Sweet Home Sanitation Service which utilizes the Lebanon Landfill.

Garbage collection in Brownsville is covered by a franchise with Sweet Home Sanitation.

Solid waste can be both a problem and a resource. It is a problem when it builds up and there is no place to dispose of it. In today's "throw away" society, the build up of solid waste can occur rapidly. The improper disposal of garbage may lead to unsightly neighborhoods or find its way into the roadside ditches.

Solid waste is also a resource. Many packaging materials can be reused or recycled, thus eliminating or reducing the need for landfills, and saving energy in the process.

Waste disposal will have to be looked into as part of Brownsville's overall energy reduction program.

Schools and Education: Figure 18.0

Brownsville was the site of Linn County's first school. Built in 1848 by H. H. Spalding, the little log cabin school house sat about one mile east of Brownsville. Today, Brownsville Elementary School, a part of the Central Linn School District #552, is the only school facility in full time use.

At one time, Brownsville had a high school. However, when the Central Linn District was established and a new high school built near Halsey, the Brownsville High School was abandoned. The old Brownsville High School is now the city owned recreation center.

Linn Benton Community College currently offers limited courses in Brownsville utilizing City Hall as a classroom. Classes are currently aimed at helping people in the Brownsville area earn their high school diploma equivalent. However, if interest is demonstrated, a wide range of classes could be offered. Local industries could utilize this service to train employees in specific tasks.

Brownsville Elementary School is a one story wood frame building. School grounds include a recreation area. The

school houses grades 1-4 and has a capacity of 230-250 students. The average daily attendance in 1979-80 was 173.⁴ Brownsville Elementary School is the oldest in the district and may require remodeling before the year 2000.

The district as a whole has been losing enrollment, especially in grades 1-4. Brownsville Elementary's population has been stable, and will probably follow district trends for the foreseeable future. The only factor that could change the enrollment of the elementary would be a sudden influx of young families with children, and such a dramatic change has not been foreseen by the city or the school district.

Brownsville Population Statistics and Projections

Year	1970	1980	1990	2000
Tot	1034	1340	1700	2155
* 0-9	160	296	263**	204*
* 10-15	136	263**	312**	
16-54	478	-	-	-
55-61	87	-	-	-
62+	173	-	-	-
P/H	3.05	2.6	2.55	2.25

* School age population arbitrarily taken as 0-9 + 10-15. This will result in an overestimation, but with the small size of the population, the rate of error is also high.

**Number of school aged children are estimated using the following method:

It is assumed that the ratio of children in the persons per household (P/H) figure will remain constant, and that children will continue to mostly reside in 2-parent families, i.e. $3.05 - 2$ (parents) = 1.05 (other)

$\frac{1.05}{296} = 34\%$ of population in households over 2 persons.
No. of children in 1970 is 296 (160 + 136), which is 29% of the population $\frac{1034}{296}$.

Assumed: this ratio of 34% over two people to 29% children will hold constant to the year 2000 $\frac{29}{34} = 85$. This will allow us to calculate number of children in the city in accordance with declining household size.

In 1980, the P/H ratio is expected to be 2.6 and the population 1340.

$2.6 - 2.0 = .6 + 2.6 = 23\%$. 85% of this number should be children, giving 19.6%. 19.6% of 1340 = 263 children. The 1990 and 2000 children's populations can be calculated similarly:

1990: $2.55 - 2.00 = .55 + 2.55 = 22\% \times 85\% = 18\% \times 1700 = 312$.
2000: $2.25 - 2.00 = .25 + 2.25 = 11\% \times 85\% = 9.5\% \times 2155 = 204$.

4. Oregon School Directory 1979-80, Oregon Department of Education.

Analysis

Total number of children in Brownsville will peak around 1990, with a valley occurring 10 years later. The sudden change will be due to a rapid decline in household size in the decade, combined with a relatively small population increase. Total demand for school facilities will decrease slightly between 1970 and 1990 (5% = $\frac{312-296}{312}$), putting virtually no burden (except maintenance and rehabilitation) on local school capacity.

Parks and Recreation: The City of Brownsville has a variety of parks within the city limits. The following is an inventory of these facilities: (Figure 18.0)

- 1) Pioneer Park (20 acres) Picnicking, camping, swimming and fishing (in Calapooia River) river access, children's playground, baseball field, historic picture gallery (enclosed structure), pavillion and covered outdoor stage, open air amphitheater, restrooms, and open space. Pioneer Park is the site of the annual Linn County Pioneer picnic.
- 2) Tennis court-playground complex at corner of Kirk Avenue and Main Street. (.15 acre) Fenced and paved tennis court with net, playground apparatus, storage for city materials.
- 3) Blakely Park (.15 acre) Historic monument of Brownsville's first store, open space.
- 4) Corner Park: Main Street and Stanard Avenue (<.10 acre) Plantings and bench.
- 5) Monument-Library Park: corner of Park Avenue and Averill Street (.32 acre) Open space, picnicking, historic monument, landscaping, Brownsville Ditch (historic mill race, water feature) behind city library.
- 6) Recreation Center (indoor) Old Brownsville High School building. Basketball court (wood floor), volleyball, church and civic group gathering site, stage, Boys Club, flea markets, carnival, pre-school programs, summer recreation programs, restroom facilities (downstairs).

- 7) Moyer House (Linn County owned):
Historic House open to public (limited hours).
- 8) Linn County Historical Museum (County owned):
Houses historic pictures and objects of pioneer days.
Open to public (limited hours).
- 9) Senior Citizen Center:
Social gathering area in Old Town.
- 10) Old Town Parking Lot:
Vehicle parking, restrooms, picnic tables.
- 11) Old Town Fountain:
Brass ornate drinking fountain on sidewalk along Main Street.
- 12) Pioneer Cemetery (8.51 acres):
Historic cemetery, picnicking, view point, city owned, outside east city limits.
- 13) Calapooia River:
Swimming, fishing and boating, site of annual tug of war associated with Pioneer Picnic.

The City of Brownsville currently has a person to park ratio of sixty people to one acre. The City of Brownsville can be proud of its fine recreational facilities and should seek to maintain and improve these facilities as need and economics permit. To aid in park improvement and development, grants are available through the State Bureau of Outdoor Recreation and the Linn County Parks Department.

Regional park facilities are limited to the Linn County owned McKercher Park (four miles east of Brownsville along Highway 228). Activities include picnicking and swimming (Calapooia River access).

City Buildings: Figure 18.0. The City of Brownsville owns three buildings which house a variety of uses. They are:

- 1) City Hall, corner of Main Street and Park Avenue.
Houses city offices, Council chambers and fire station.* At one time this building was a church.

* The Brownsville Rural Fire Protection District has 9 vehicles including an emergency rescue van. All vehicles are housed at the fire station.

It is constructed of brick and wood. The fire station was added and is constructed of cement block.

2) City Library, corner of Spalding Avenue and Averill Street. Open to public. Houses 10,975 circulation volumes. Meeting room available to public for fee.

3) Recreation Center (addressed under parks).

Health Care Facilities:

The private clinic facility in Brownsville offers part-time services of physicians, and X-ray and emergency care facilities. In addition, a dentist holds office hours twice weekly. The city can rely, for convalescent purposes, on approximately seven nurses residing in the area.

For other types of health care, residents of Brownsville must rely on facilities available in Albany, Lebanon, or Sweet Home. Population projections for Linn County point towards more rapid and concentrated increases in these urban areas. This has lead the Linn County Department of Health Services to envision satellite service centers in Lebanon and Sweet Home, which would adequately serve residents in the Brownsville area. The list below provides current information on health care resources.

1) Linn County Department of Health Services

Public Health Division
Courthouse Annex
Albany, Oregon 97321

Provides: Family planning, prenatal, home health, well-child, keep-well, immunization, venereal disease, communicable disease, vital statistics, health education, and laboratory services.

Serves: Linn County, Most services provided in Albany, Lebanon, and Sweet Home.

Funding: Federal, County, fees, and March of Dimes.

Mental Health Division
Courthouse Annex
Albany, Oregon 97321

Provides: Individual and family counseling, group therapy, psychology diagnoses and testing, outpatient alcohol and drug services, mentally retarded and developmentally disabled services, information and referral, and alcohol and drug detoxification and rehabilitation.

Serves: Linn County (alcohol and drug detoxification and rehabilitation, Linn and Benton Counties). Most services provided in Albany, Lebanon, and Sweet Home.

Funding: Federal, State, County, and fees.

Environmental Health Division
Courthouse
Albany, Oregon 97321

Provides: Inspection of restaurants, swimming pools, foster homes, sewage systems, wells, hospitals, schools, tourist and travel facilities, and nuisance complaints.

Serves: Linn County

Funding: County and fees.

2) Albany General Hospital
1046 SW 6th
Albany, Oregon 97321

Provides: Hospital services. 24-hour emergency room services; outpatient lab and X-ray services.

Serves: Linn County

Funding: Fees and private donations.

- 3) Lebanon Community Hospital
525 N Santiam Hwy.
Lebanon, Oregon 97355
- Provides: Hospital services. 24-hour emergency room services; outpatient lab and X-ray services.
- Serves: Linn County.
- Funding: Fees and private donations.
- 4) East Linn Hospital
Long and Holley Road
Sweet Home, Oregon 97386
- Provides: Presently provides no hospital services and is an outpatient facility. It is staffed by 4 physicians and one physician's assistant.
- Serves: East Linn County.
- Funding: Tax levy, fees and National Health Service Corp.
- 5) Mid-Valley Speech and Hearing Clinic
2120 S Pacific Blvd.
Albany, Oregon 97321
- Provides: Diagnoses and treatment of speech and hearing disorders, hearing aid evaluation, aural rehabilitation therapy and industrial hearing conservation services, and consultation.
- Serves: Linn, Benton, Lincoln, Polk, and Marion Counties.
- Funding: Fees.
- 6) Ambulance Service
Available in: Albany, Lebanon and Sweet Home.

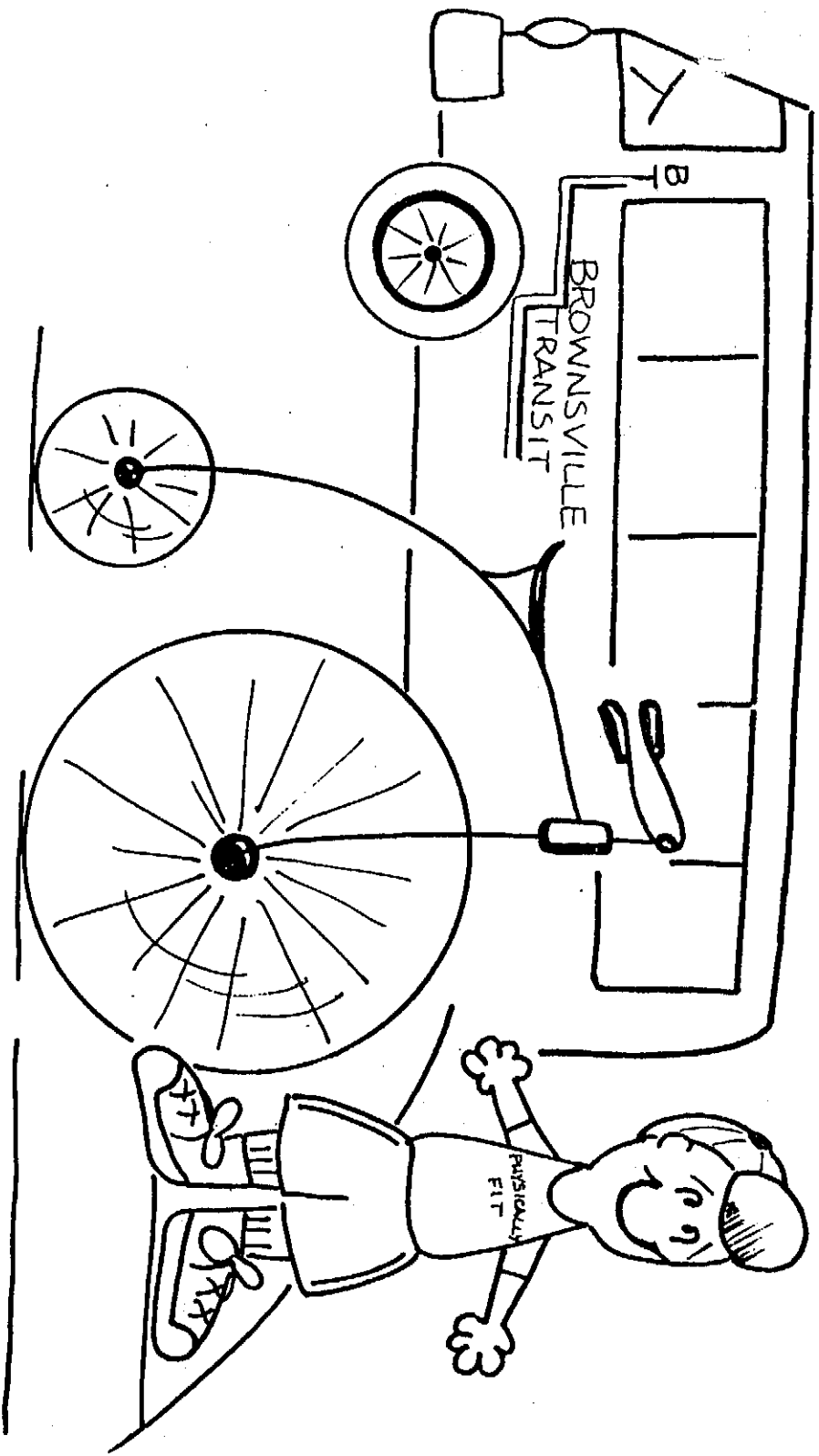
Private Utilities: The City of Brownsville is supplied utilities through private sector companies. These utilities include:

- 1) Electricity: Pacific Power and Light Company
Junction City office
- 2) Natural Gas: Northwest Natural Gas Company
Albany office
- 3) Telephone: Northwestern Telephone Systems, Inc.
Lebanon office
- 4) Cable Television:

All private utility companies active in Brownsville will from time to time because of maintenance and repair, disrupt service and engage in construction. Often the City is asked by residents to explain the presence of work crews from these utility companies. Often the City is unable to answer the questions. This inability of government to respond may be minor, but it does little for effective communications between local government and the citizens. Construction activity of private utility companies could be coordinated with local city improvements if both the City and utility companies knew what the other had planned. One way this coordination could be implemented would be for the City to file its capital improvement plans with the utility companies. This type of coordination could reduce cost and minimize the inconvenience associated with construction.

TRANSPORTATION BACKGROUND

STUDIES



TRANSPORTATION

The City of Brownsville has in the past been able to profit from the movement of people and goods. Starting with Kirk's Ferry and aided by the westward migration of America and the discovery of gold in California, Brownsville was in a good position to profit from transportation. The east side Territorial Highway passed through Brownsville, bringing settlers, travelers, and fortune seekers.

Today, Brownsville sits in the shadow of the major regional transportation links; Interstate Highway 5 and the main lines of the Southern Pacific Railroad and the Burlington Northern Railroad. Brownsville has been bypassed.

The bypassing of Brownsville must have begun when the first north-south roads were opened through the Willamette Valley, no longer necessitating travel along the foothills.

Although not being in the main stream has undoubtedly had a negative economic impact on Brownsville in recent years, the City has been able to avoid many of the undesirable effects associated with development along regional routes. The location of Brownsville may again prove to be desirable for many reasons.

One important factor is Brownsville's closeness to Interstate Highway 5, approximately 3 1/2 miles west of the City. Another factor is the regional population centers of Eugene-Springfield and Corvallis-Albany, of which Brownsville finds itself at the approximate locational midpoint. When one considers the possibilities which can be derived by a midpoint location between educational and research facilities available at the University of Oregon, Oregon State University, Lane and Linn-Benton Community Colleges and the opportunities and needs of established commercial and industrial centers, Brownsville's location is an asset.

Locally, Brownsville's transportation network has many desirable qualities. State Highway 228 passes through Brownsville providing a direct link to Interstate 5 and Sweet Home, and indirectly to the Santiam Pass. Traffic counts on Highway 228 indicate that traffic volumes have increased by between 14-18% from 1969 to 1978, with an

average daily traffic count for all vehicles at the intersection of Highway 228 and Main Street of 3650 vehicles.

The Brownsville-Lebanon Road which is Main Street inside the city limits of Brownsville is identified as "Federal Aid System A481," making Main Street eligible for Federal aid money for improvements and providing a link to Lebanon. Traffic counts indicate that the average daily traffic flow of all vehicles at the northern city limits has increased by 37% from 1969 to 1978. Traffic count information for both Highway 228 and the Brownsville-Lebanon Road was obtained in the Traffic Volume Tables published by the Oregon State Department of Transportation.

Aside from Highway 228 and the Brownsville-Lebanon Road (FAS-A481), the other major transportation facility in Brownsville is the Mill City Branch of the Southern Pacific Railroad.

This railroad facility, which originates in Springfield, passes through Brownsville along the western city limits. The railroad continues north from Brownsville where it ties into the Tallman Branch, thus enabling freight connections between Brownsville, Lebanon, Sweet Home, Mill City, and Albany. From Albany, freight can be sent or received over the Southern Pacific or Burlington Northern main lines, with nationwide capabilities.

Although some wood products are currently being transported over the rails south of Brownsville, the line has been abandoned from Springfield to Coburg and abandonment applications are pending from Springfield to Brownsville.¹ However, from Brownsville north it can be assumed that the trackage is stable and will continue to be in use.

Line density, a measure of trackage use, has been determined to be 0 - 1.0 million gross tons. Track classes which regulate train speeds are established as Class 1 (south of Highway 228) and Class 2 (north of Highway 228). Class 1 has a maximum speed of 10 miles per hour, Class 2 has a maximum speed of 25 miles per hour. Weight restrictions on the Mill City Branch line are established at 263,000 pounds per 4 axle car.²

1. Oregon Rail Plan, Oregon Department of Transportation.
2. Ibid.

The rail facility in Brownsville coupled with Highway 228 can provide desirable access for industrial development. The existing industries in the Brownsville area, Woodex, Linn Plyboard, and Bohemia, Inc. all have rail access.

To provide for the safe and convenient movement of people and goods in Brownsville, a functional classification of streets was established. The classification was in part aided by the State Department of Transportation.

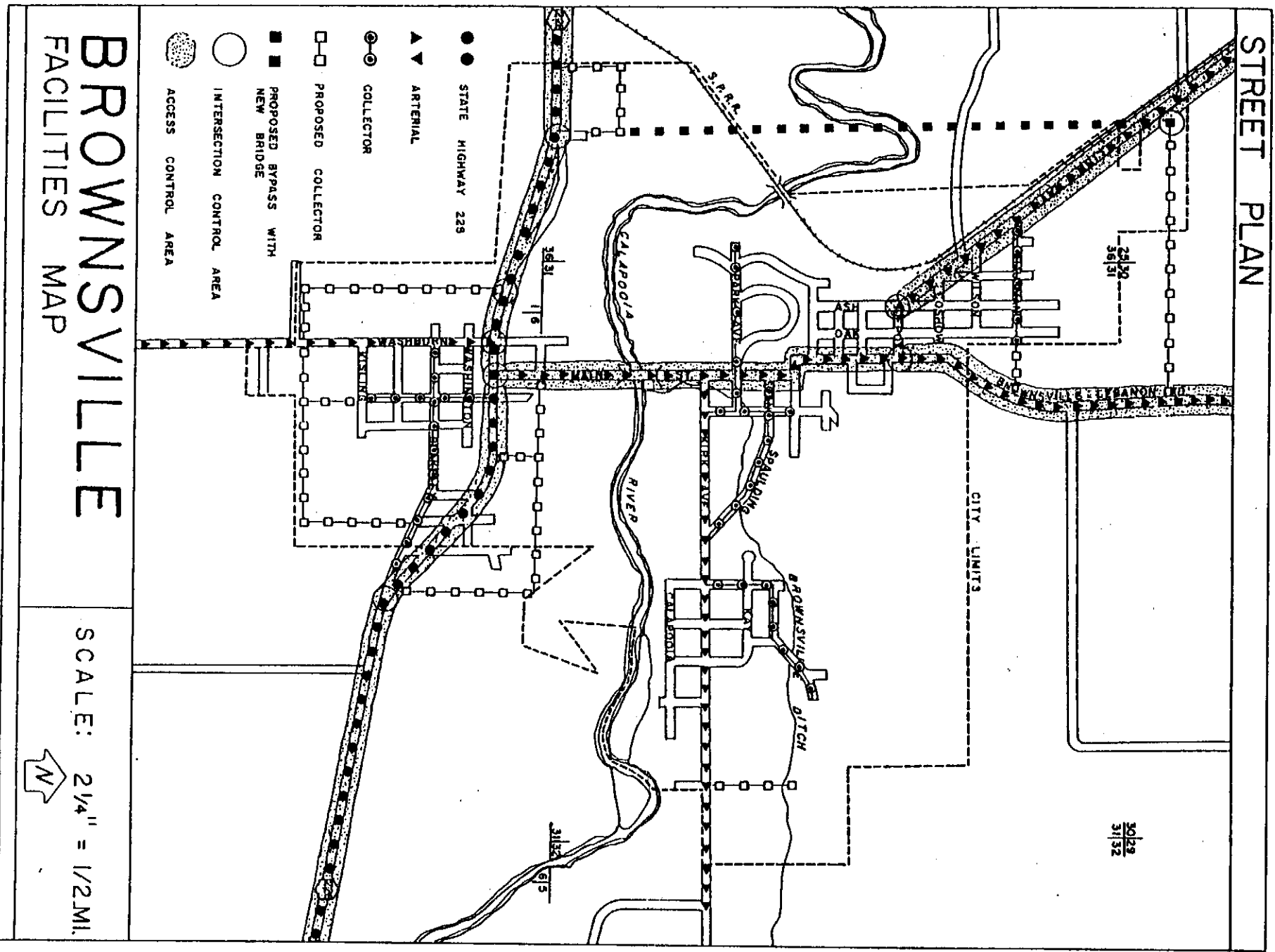
Functional classification (Figure 19.0) establishes the function of the street. Functions are helpful in establishing traffic flow and in street design as the street must be designed to carry the traffic flow.

In Brownsville, four (4) functional classifications were established. The following is a list of functional classifications of Brownsville streets in order of greatest to least traffic flow:

1. State Highway: Highway 228.
2. Arterials: Main Street from Highway 228 to northern city limits (U.G.B.).
Linn Way from northern city limits to and including Depot Street to Main Street.
Washburn Street from Highway 228 to southern city limits.
Kirk Avenue from Main Street to eastern city limits.
Park Avenue from Pioneer Park to Averill Street.
3. Collectors: Averill Street* from the hill north of Old Town to Kirk Avenue.
Stanard Avenue from Main Street to Averill Street.
Spalding Avenue from Main Street to Kirk Avenue.
Putman Street from Kirk Avenue north to and including Spalding Avenue* to the hill north of Old Town.
Blakely Avenue from Washburn Street to Highway 228.
Templeton Street from Highway 228 to Kising.*
Hausman Avenue* from Linn Way to Oak Street.

* Proposed extension with new street development.

Figure 19.0



The transportation plan (in Goal and Policy section) also calls for the development of collector streets in some currently undeveloped sections of the city.

4. Minor Streets: All other streets and avenues which were not identified as State Highway, arterials, or collectors are considered minor streets.

A major problem with traffic movement in Brownsville is that north-south traffic is channelled through the center of Old Town. In addition, the bridge (built in 1938 over the Calapooia River on Main Street) is narrow, and cannot be widened. The combination of Old Town and the present bridge make the siting of a new bridge and arterial something which should be considered.

The transportation plan calls for such a bridge and arterial to be developed west of the city. This would enable Old Town to be bypassed by through traffic and could be an effective link between Highway 228 and the Brownsville-Lebanon Road (FAS-A481). In addition to safe and convenient traffic movement, development of a new bridge and arterial would enable new industrial areas to be opened north of the city. Since industrial traffic would pass through Old Town on its way to Highway 228, problems would be encountered without a bypass.

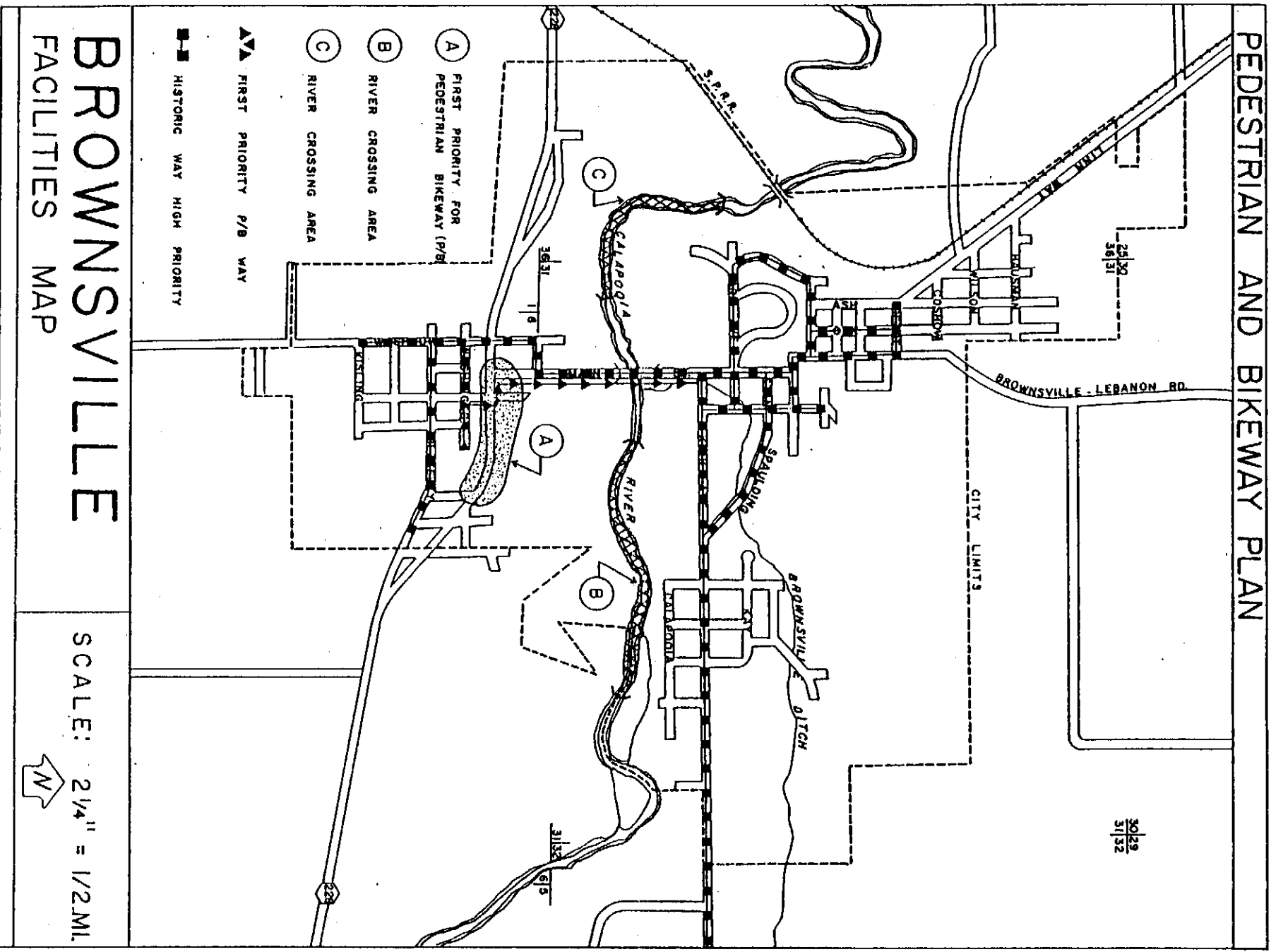
Pedestrian (non-motorized traffic): Figure 20.0 Movement in Brownsville is of three basic types.

The first is the movement of school children to and from Brownsville Elementary School. Because the elementary school is located south of Highway 228, crossing the Highway can be hazardous. At present, there are no improved pedestrian ways from north of Highway 228 to the elementary school.

The second type of pedestrian movement is concentrated around the commercial activities of Old Town. Although sidewalks are available in the Old Town commercial area, no attempt has been made to remove architectural barriers.

Postal service within 1/4 mile of the post office in Brownsville is limited to Post Office boxes, requiring daily trips to the Post Office, also located in Old Town.

Figure 20.0



A general statement is: Pedestrian movement in Old Town is not confined to the sidewalks. Increasing traffic volumes through Old Town will aggravate a potentially hazardous situation.

The third type of pedestrian movement in Brownsville is generated in the neighborhoods. Every day, activities have many people out of doors and moving. The closeness of Old Town and the parks to residential neighborhoods contributes to pedestrian movement.

Many areas of Brownsville do not have complete sidewalk systems, and it is not uncommon to come to the end of the sidewalk, and then use the street to complete the journey.

The lack of complete sidewalk systems makes viewing Brownsville's historic houses and sites difficult on foot. By establishing and developing a historic way, three things can be accomplished: 1) improved pedestrian systems connecting all parts of Brownsville, (historic structures are not concentrated in one area), 2) greater ease of viewing historic structures and Brownsville. Each year many people come to Brownsville as tourists viewing the collections of Brownsville's historic past, and 3) new development will be required to provide pedestrian ways, since much of this new development will take place on the vacant lands around the existing developed areas. In this way, pedestrian systems will be completed.

It should be noted that the average household makes seven one-way automobile trips daily, most being of short to medium distance (under 5 miles). Many of these trips could as easily be made on a bicycle or on foot. Considering that almost one quarter of all direct energy used in Oregon powers the private automobile,³ pedestrian movement should be encouraged.

Public Transportation is another method of reducing the dependence on the private automobile and saving energy. Brownsville is served by two (2) public transportation systems. The first is Trailways Bus Lines, which provides freight and passenger service. However,

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3. Relationships of Energy to Land Use, Marsha and Bill Macke, Yamhill County Planning Department.

due to low ridership, the bus no longer makes scheduled stops in Brownsville unless letting off passengers or freight. Those who wish to ride the bus should first contact either the Eugene or Sweet Home Trailways station.

Utilizing Highway 228, the Trailways Bus passes through Brownsville headed towards Eugene at 11:20 a.m. daily. Twice a day the bus passes through Brownsville on its way to Sweet Home and Bend at 1:25 p.m. and again at 7:53 p.m.

The other public transportation system is the Linn County Bus, which is owned and operated by Linn County. The Linn County Bus provides service to Brownsville twice a week on Wednesday and Thursday. The Wednesday schedule brings the bus to Brownsville at 8:43 a.m. where it stops at the Pantry Grocery and the Senior Center in Old Town before going on to Sweet Home, Lebanon and arriving in Albany at 10:20 a.m. On Wednesday afternoon, the bus leaves Albany at 2:00 p.m. and travels through Lebanon and Sweet Home before returning to Brownsville at 3:35 p.m., again stopping at Pantry Grocery and the Senior Center.

On Thursday, the Linn County Bus arrives in Brownsville at 9:53 a.m. stopping at the Pantry Grocery and Senior Center and then moving on to Sweet Home and Lebanon, and then back to Sweet Home. On Thursday afternoon, the bus returns from Sweet Home arriving in Brownsville at 3:32 p.m.

The Linn County Bus is designed to help Senior Citizens reach social, commercial, and health services, and as such, seniors have priority. However, the Linn County Bus is available to all who wish to ride: free of charge. Donations are accepted.

Public transportation can be an increasingly beneficial transportation alternative to the citizens of Brownsville. However, at this time, bus schedules are not designed to complement work schedules or prolonged visits in neighboring cities.

The community of Brownsville will need to actively pursue improved public transportation.

Until such a time as alternative transportation is available, the community can help themselves by sharing rides

with neighbors and developing car and van pools to places of employment and other activities outside of Brownsville.

An action the city can take to encourage car and van pool is to establish parking areas that are able to be used by car/van poolers and as stops for the public transportation systems.

Airports: There are no airports in the Brownsville Planning Area. The closest airport is Pioneer Villa Airport located just south of Brownsville-Halsey exit on Interstate 5. Pioneer Villa Airport is a small private field.

The closest airport to Brownsville which is identified by the State of Oregon as a general utility airport is the Lebanon State Airport. Other airports include Daniels Field at the Harrisburg exit of Interstate 5, Albany General Utility Airport in Albany, Langmack Airport in Sweet Home, and Mahlon Sweet Field in Eugene (which offers passenger and air freight service).

Access Controls: Unlimited access to the major streets and highways in Brownsville will only cause unsafe traffic movement and to some extent damage the potential of abutting property.

To provide for safe traffic movement and the highest use of the land adjacent to the major streets, access controls can be used. It should be noted that access controls are not designed to restrict the use of property but only to maintain safe and convenient traffic movement for both motorized and non-motorized traffic.

With access controls, developments will be required to share common access points. The long range effect of access controls will provide greater use of the land. It will control strip development and reduce the need to shop by car: as a result, energy can be saved.

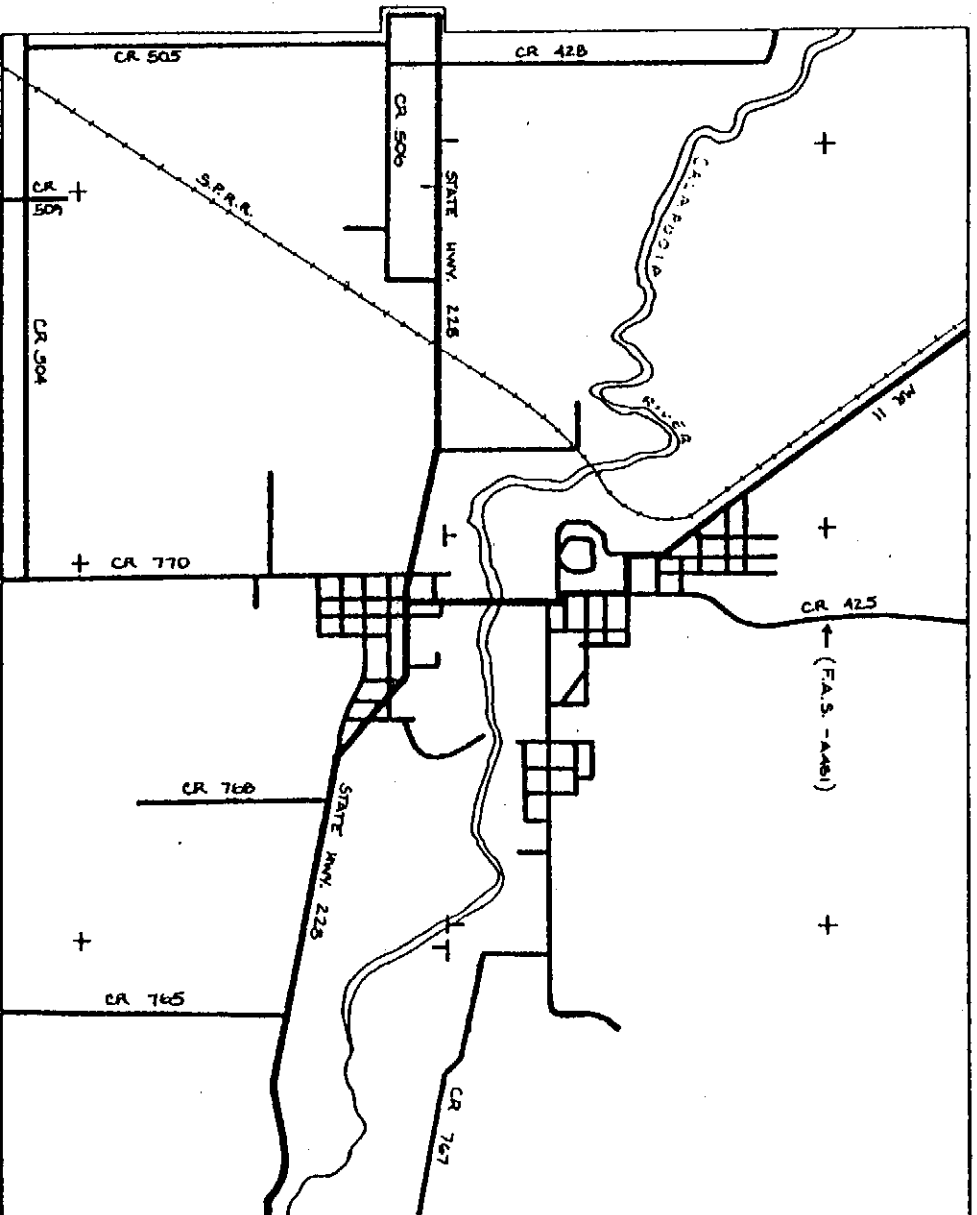
It should also be noted that access controls, to be effective, need to be applied to all types of development. It would do little good to have a street relatively free of commercial traffic, but reduced in function by residential traffic which backs out onto it.

In the development of access controls, the community will need to look at every situation carefully. The temporary use of an access point may serve the needs of a specific use if no other access is available or until a permanent access point can be developed.

As many communities across the nation have found, unlimited access to well travelled streets, can do more to change the character of the community than almost anything else.

Figure 20.1

TRANSPORTATION NETWORK



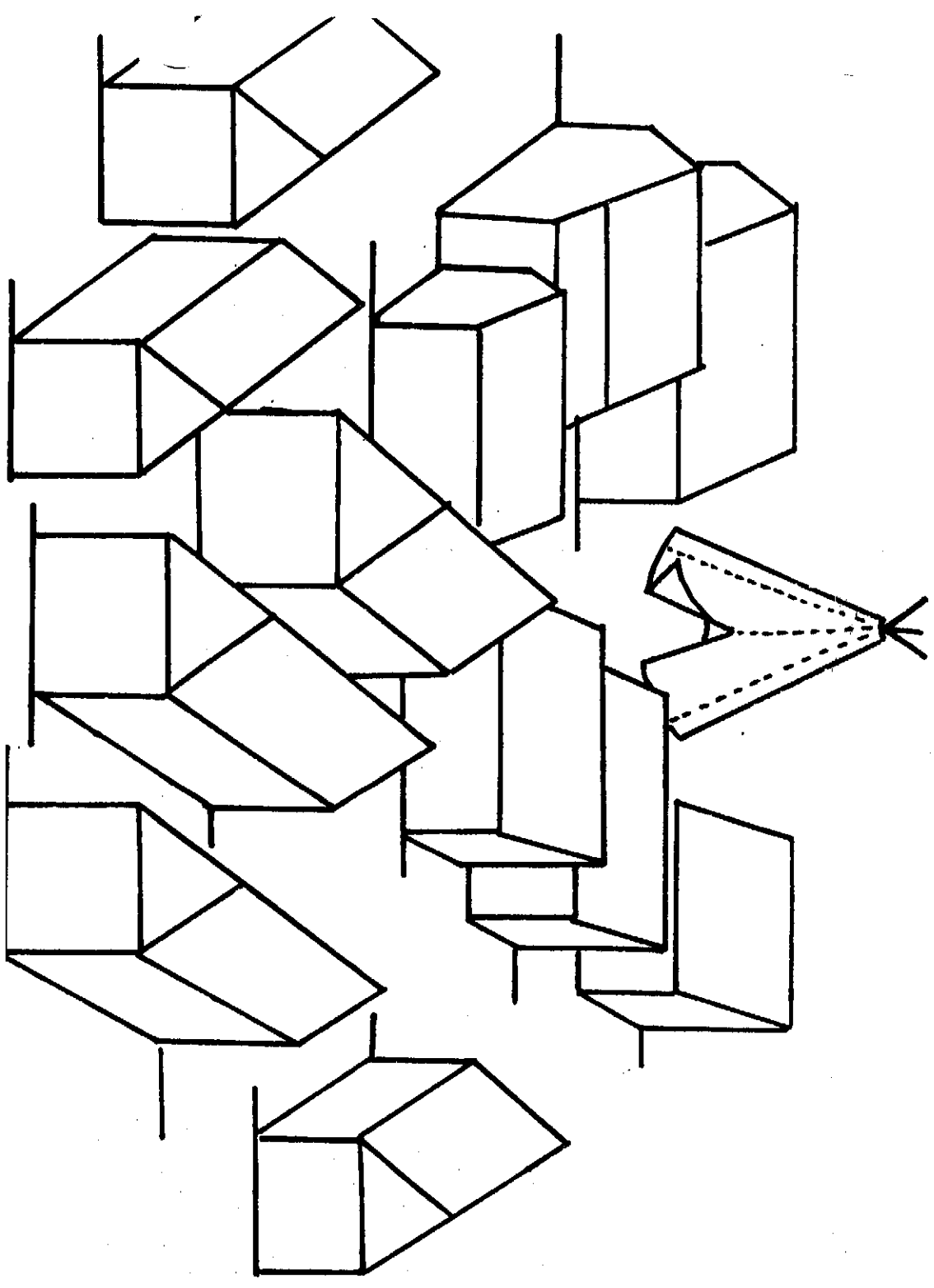
CR = COUNTY ROAD

BROWNSVILLE PLANNING AREA

SCALE: 1" = 1/2 MI.



HOUSING POPULATION AND ECONOMIC BACKGROUND STUDIES



HOUSING, POPULATION AND ECONOMICS

Housing

Housing considerations are an important part of a comprehensive plan because of the effects that government actions can have on the availability of various types, costs, and overall supplies of housing. Local governments (cities and counties) primarily affect housing supply through zoning regulations, systems development charges and other development fees and taxes, provision of public facilities and services, and utilization of state and federal housing assistance programs.

Development of a housing information base is the first step in the development of a housing element of a comprehensive plan. This information can be used in analyzing housing needs and supply, defining current unmet housing needs, and forecasting future housing needs. The information and analysis can be used as a basis for the development of policies concerning the provision of 1) the amount of land needed for residential use and 2) the size, type, density, location, tenure, and price of structures needed.

This report will present a housing information base which will include the following: 1) population and household characteristics, 2) characteristics of the housing stock, and 3) housing projections.

Population and Household Characteristics

In order to determine current and future housing demand, information on current and future population characteristics should be obtained and analyzed. This information provides indications of both the level of housing demand and the type of housing needed. The following section presents information on age distribution, handicapped and minority persons, household size, age and relationship of household needs, and household incomes.

Age Distribution

Analysis of a community's age distribution can be valuable in analyzing housing demand. Age distribution is

important in assessing the number, size, and type of housing that should be planned for. Shifts in age distribution can cause corresponding shifts in housing demand. The age distribution of Brownsville population in 1970 is shown in Table 6.

Population Characteristics

Age Sex Distribution

According to the 1970 census, the population of Brownsville was 1034. The number of males, 531 (51.3%) and the number of females 503 (48.6%). The median age of the population was 31.0 years. Table 6 shows the age and sex distribution of the city according to the 1970 census.

Table 6
Age and Sex Distribution of Brownsville (1970)

Age	Males		Females		Total	Percent of Total Population
0- 9	89	71	160	15.5%		
10-15	83	53	136	13.2		
16-54	221	257	478	46.2		
55-61	54	33	87	8.4		
62 & Over	<u>84</u>	<u>89</u>	<u>173</u>	<u>16.7</u>		
TOTAL	531	503	1034	100.0%		

One third of the Brownsville population was made up of the economically dependent age group (i.e. - 0-18) in 1970. The percentage of the population over 65 years of age (14.1%) is comparatively low, the Central Linn-Harrisburg Planning Area percentage being 20% and Linn County 19%.

Household Size

In the 1970 census, the average number of persons per household in the City of Brownsville was 3.05. The current trend of a declining number of persons per household has been monitored throughout the State of Oregon. The households of Brownsville decreased in size to 2.9 persons per household in 1977 and are projected to continue to decline to 2.55 persons per household by the year 1990. The effect of this trend means that even if the population did not increase there would be an increased number of houses required to house the same population. It also indicates that new houses will not have to be as large on the average as they were in 1970.

Household Composition

According to the 1970 census, households in the City of Brownsville were composed as follows:

82.0% (278)		were headed by family heads
93.9% (261)		were male family heads
6.1% (17)**		were female family heads
18.0% (61)		were headed by unrelated individuals
25.7% (87)*		of the households head were 65 or over

According to the 1970 census there were no people in Brownsville living in group quarters.

Minorities

In 1970 Brownsville consisted only of Caucasians. There were no Spanish Americans, Blacks or American Indians living within the city limits at the time of the census.

* Percentage is an estimate of Brownsville Census County Divisions (CCD).

** The 1970 Census classified houses headed by both a male and a female as male-headed households.

Household Income

Income levels are the most important determining factor affecting the ability with which households can acquire housing commensurate with their needs. Households with high incomes can more easily demand the type and size of housing they need. Those with low incomes are more often forced to live in housing which is not suitable for what they need and to pay an excessive price for it. Regardless of desires for certain types of housing, there can only be a demand for the types of housing which households can financially afford. For this reason, household income is a valuable indicator of the type of housing that is or will be in demand.

Cost of housing influences the income group that considers rental or purchase. In this way, the city provides not only a variety of residential densities, but as a result, a variety of housing costs (per unit).

The city will be able to meet housing demand by providing a variety of zones for housing types. For example, high-density residential zones may contain a lower cost housing unit because construction techniques require less costly (per unit) land. Low density residential units tend to be more expensive because they require more land area per unit and sometimes services must be extended to them.

The city will need to monitor the development of residential units carefully to assure that new housing is within the economic range of the citizens of Brownsville.

The median family income in 1970 was \$8,426 in Brownsville. The median family income for the Central Linn-Harrisburg Planning Area (Subarea VIII) was \$10,911 and was \$9,353 for Linn County. In Table 7 1970 family income levels are shown for Brownsville and other cities in Subarea VIII.

Table 7
1970 Family Income Levels

	<u>Income Group/Number & % of Families</u>			Over \$12,000	Median Family Income
	<u>0-\$3,999</u>	<u>\$4,000 - \$5,999</u>	<u>\$6,000 - \$11,999</u>		
Brownsville	(64) 20.3%	(35) 11.1%	(139) 44.1%	(77) 24.4%	\$8,426
Halsey	(17) 13.8	(24) 19.5	(67) 54.4	(15) 12.2	7,563
Harrisburg	(37) 11.6	(35) 11.0	(177) 55.7	(69) 21.7	9,636

Data is not available for the number of persons below poverty level inside the city limits of Brownsville. However, Linn County and Brownsville CCD information (which can serve as an estimate) is available and shown in Table 7a.

Table 7a
Below Poverty Level

	<u>Brownsville CCD</u>	<u>Linn County</u>
% Families	11.9%	9.8%
%Persons	13.9	11.5
%Households	10.0	9.2
%Population 65 & Over	26.7	24.9

Household Summary

Households in Brownsville are composed primarily of families (82%), the overwhelming majority of which have male heads (93.9%).

The percentage of household heads 65 and over in Brownsville is estimated to be 25.7%, which is higher than Linn County's 19%.

Young household heads (i.e. 20-34 years) can be expected to increase at a faster rate than the overall population

during the next decade. This indicates that a higher proportion of the population will be entering the housing market than in the past.

Housing Stock

The following section presents information on the characteristics of the housing stock. It evaluates the existing housing stock and, where possible, discusses trends that are important in planning for the future housing supply. The purpose of such an examination is to find deficiencies in the housing supply and determine future housing and land needs.

Existing Housing Units and Trends

In 1970 Brownsville had a total of 356 year round housing units available of which 339 were occupied. The total number of housing units increased 24% between 1960 and 1970 and 25% between 1970 and 1977 to bring the total to 446. Of the 446 housing units available in 1977, 431 of them were occupied. Year round housing units in Brownsville are categorized in Table 8.

Table 8
Brownsville Year Round Housing Units

	Single	% of	Multi-	% of	Mobile	% of	<u>Total</u>
	<u>Family</u>	<u>Total</u>	<u>Family</u>	<u>Total</u>	<u>Home</u>	<u>Total</u>	
1970	322	90.4%	14	3.9%	20	5.6%	356
1977	384	86.1	24	5.4	38	8.5	446

The most significant change in the type of housing units was the increase of mobile homes. Mobile homes increased 2.9% while single family housing decreased 4.3%. This trend can be seen in many parts of Linn and surrounding counties. Although Brownsville contains a significant percentage of single family homes, this is not a reliable indicator of the income levels in the city.

Tenure

Tenure statistics for Brownsville are based on data derived from the 1970 census. In 1970, 82.6% of the

housing units were owner occupied and 17.4% renter occupied. In the Central Linn-Harrisburg Planning Area 71.2% of the housing units were owner occupied, and 28.8% renter occupied.

Housing Conditions

Housing Quality: Figure 21.0

Brownsville housing units are broken down into three classes. These are: substandard, average, and above average.

Substandard housing units are defined as those units which lack basic features such as plumbing, foundations, safe wiring, and are generally of such poor quality they are judged unfit for permanent occupation and should be replaced.

The average category covers a broad range of housing units for the middle income population. It ranges from modest low cost housing that meets the minimum building codes to the most popular styled middle income housing units which appeal to the greatest number of buyers or renters in price, size, and quality.

The above average housing units are good quality homes built with attention to detail, and designed for their architectural attractiveness. Housing units in this range are usually purchased by families with incomes above the median family income.

The number and percentage of the single family housing units in these categories are as follows:* (36) 8.8% substandard housing units, (333) 81% average, and (4) .9% above average. Mobile homes accounted for the other (38) 9.2% of the total housing units.

In addition to the previously mentioned County assessment statistics, a "windshield" survey performed in 1976 has added structural and visual criteria to the condition of housing in Brownsville. Each non-mobile home dwelling unit received a numerical figure corresponding to the assessment and windshield surveys.

The five point range, which has been applied to Figure 21.0, Housing Conditions Survey, shows variations on a

* Derived from an analysis of 1970 Linn County Assessor records.

Figure 21.0

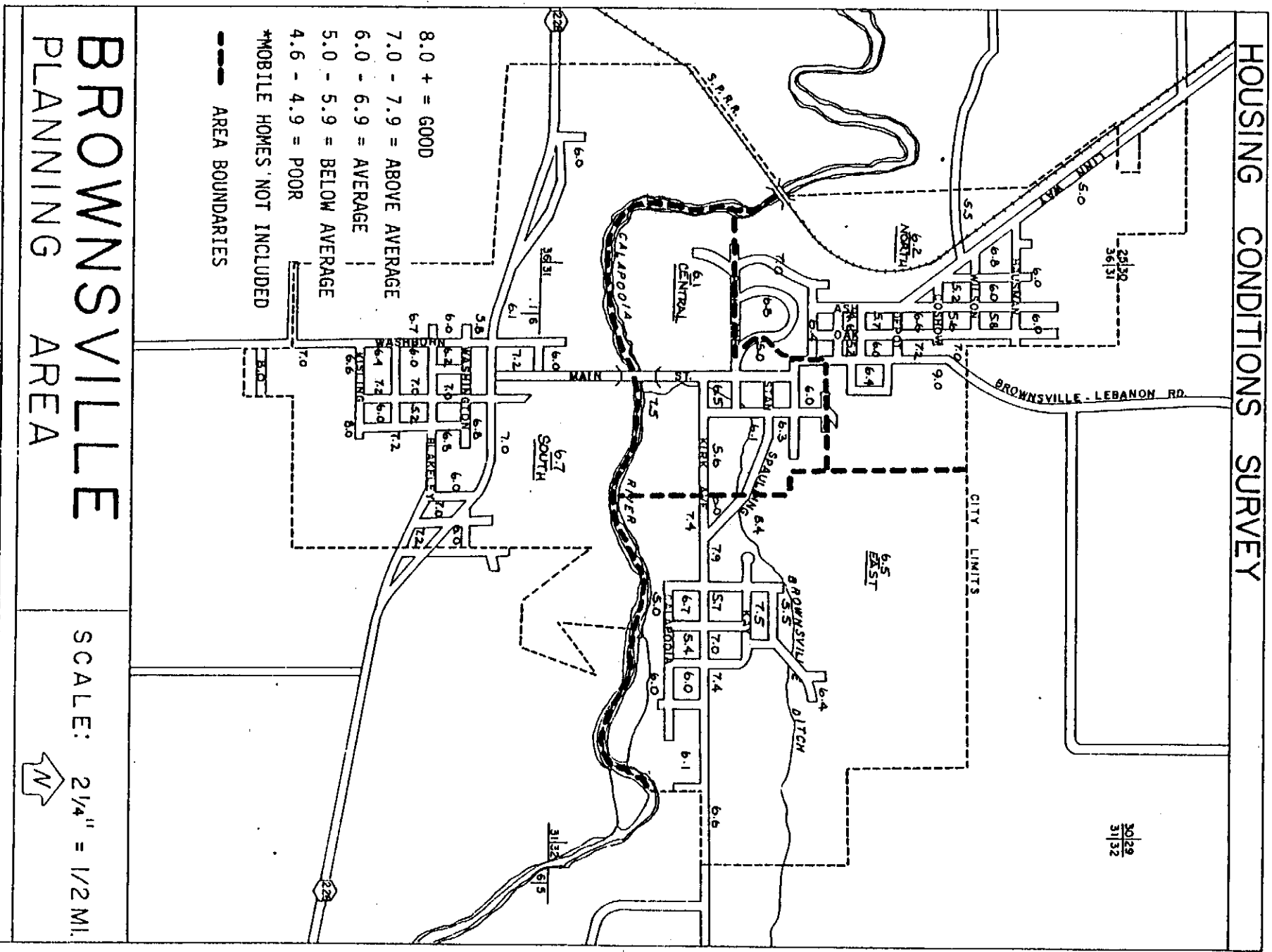
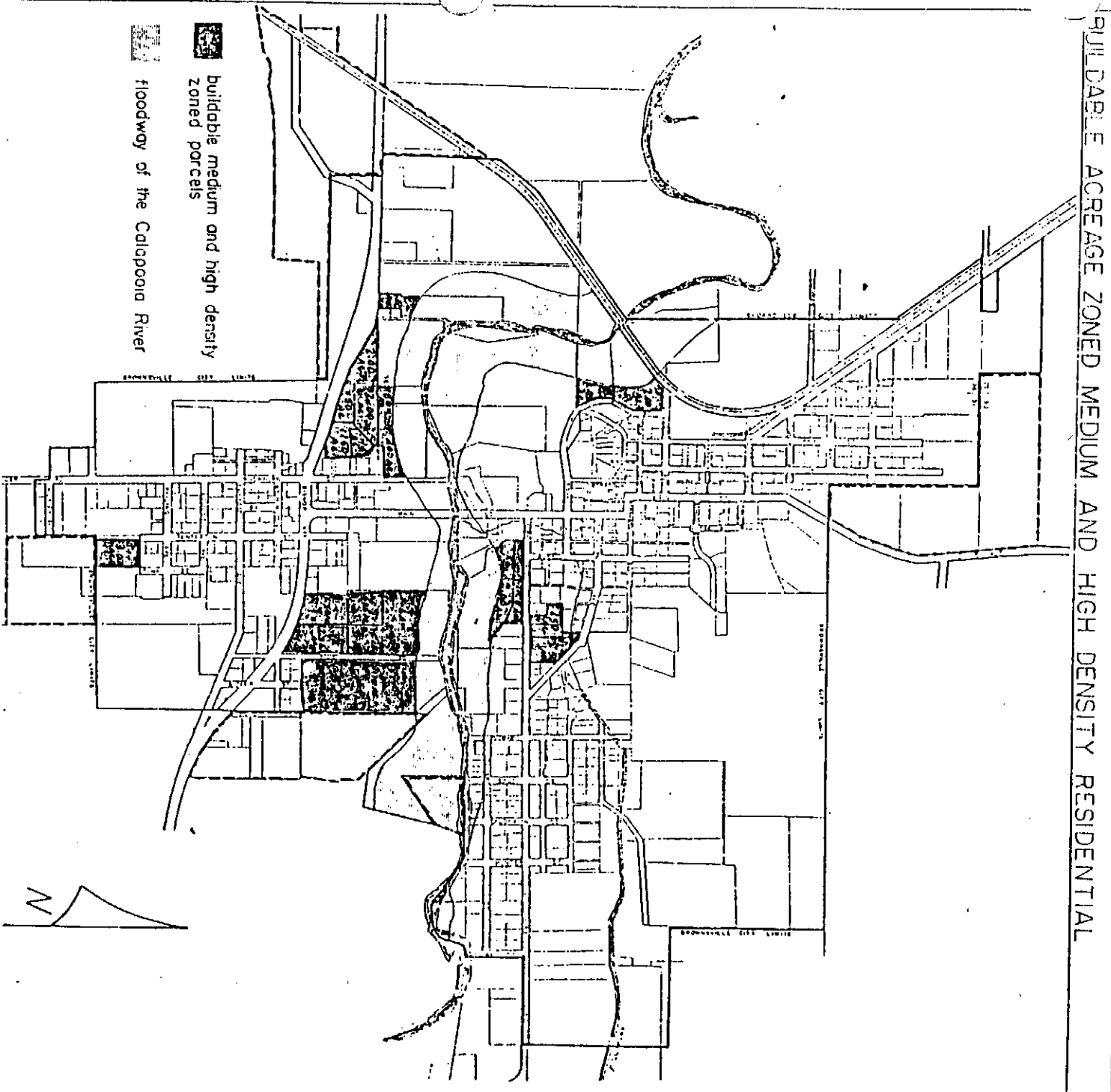


Figure 21.1



[Figure 21.1 added by Ord. No. 524, sec. 13, passed Sept. 8, 1981.]

BROWNSVILLE

SCALE: 0 100 200 300 400 500 Feet

block by block basis within the city. Each of the four neighborhoods noted in the maps contains an average condition ranging from a low of 6.1 for the Central area to 6.7 for the South side. This fact reaffirms the character of neighborhoods in the City; that is, the condition of housing is varied throughout the City without one area having extremely blighted conditions.

Home Value and Rent Levels

Cost of New Houses

The average cost of a house in Brownsville ranges from \$42,000 to \$45,000.* The average cost of a city lot is about \$6,500. The average housing value in 1970 was \$9,700; 59.5% (144) being valued less than \$10,000 and 85.5% (207) of the housing units valued less than \$15,000.**

Cost of Mobile Homes

The estimated cost of mobile homes is provided in Table 9.

Table 9
Estimated Mobile Home Costs 1978**

	New		Used	
	Range	Mean	Range	Mean
Single Wide`				
14'	\$ 9,000-\$19,000	\$14,000	\$ 9,500-\$15,000	\$12,000
12'	9,000- 11,000	10,000	4,500- 8,500	6,000
10'	-----	-----	3,500- 6,000	4,500
Double Wide	14,000- 55,000	27,000	11,000- 30,000	17,000

Mobile Homes vs. Single Family Houses

In comparing 1978 mobile homes to single family houses it is estimated that the average new single wide mobile home

* Local realtor estimate (1978).

** District 4 COG, Corvallis, 1976.

costs about 41% of the cost of the median value single family house in Brownsville. A new double wide mobile home would be about 76% of the cost of the median value single family house.

New mobile homes are estimated to range from \$15 a square foot up to \$22 a square foot.*** New single family houses range from \$22.7 to \$30.7 per square foot.*** The rising popularity of mobile homes over the past years reflects this price.

Contract Rent*

The average 1970 contract rent in Brownsville was \$68; (19) 32.8% of the rentals were less than \$60, (50) 86.2% were less than \$100, 3.4% were \$100 or over and 10.4% had no cash rent requirement.

Vacancy Rate

Vacancy rates in Brownsville were 1.4% in 1970 for owner occupied units, and 7.8% for renter occupied units.**

Vacancy rates in Brownsville in 1977 are estimated to be 1% for single family units, 4.2% for multiple family units, and 3.4% for mobile homes.***

The estimated vacancy rate in Brownsville indicates that there is plenty of room to expand the existing housing stock.

Housing Mix

Brownsville's current housing mix is 86% single family, 9% mobile home and 5% multiple family. This mix will

*** Estimates from local mobile home dealers.

*** Estimate used by Linn County Building Department.

* District 4 COG, Corvallis 1976.

** District 4 COG (1970 Census Data).

*** State housing division.

Probably change during the next twenty years depending on future changes in price and rent levels for housing, family size, and income. Although the city feels that its existing housing mix might continue to the year 2000, there are some signs that the future mix will change.

One of these signs involves building permits issued from 1970 to 1980. Mobile home placements and multiple dwelling construction showed a progressive increase during this ten year period. From 1970 to 1977, 20% of the building permits issued by the city for new housing were for multiple dwellings and mobile homes. This percentage showed a continued increase from 1978 to 1980. It increased to 28% in 1978 and 30% in 1979 and 1980.

The building figures for this ten year period appear to indicate that a new trend may be evolving for the city's housing mix. Another indication of change is based on income levels. It appears that as early as 1970, family incomes in Brownsville may not have been keeping pace with growing costs for home construction. In that year approximately 30% of the city's families were making less than six thousand dollars a year.

This 30% figure is significant when compared to typical 1970 costs for housing. At that time most lending institutions were requiring that loan applicants pay no more than one fourth of their gross monthly salary for house payments. The average beginning home buyer in 1970 usually purchased a home worth fifteen to twenty thousand dollars. Allowing for a ten percent down payment on a fifteen thousand dollar purchase price would have required a monthly payment of between one hundred thirty five and one hundred fifty dollars a month. A family with a five hundred dollar monthly income in 1970 would have been limited to a payment of one hundred twenty five dollars a month according to loan eligibility requirements at that time. These estimates point to the possibility that as many as 30% of the city's families couldn't afford a home in 1970.

Another sign that suggests the city's housing mix could change is the fact that the average size of families is projected to diminish gradually to the year 2000. In 1970, the average family size in Brownsville was 3.05.

In 1977, it decreased to 2.90. The projected size for 1990 is 2.55 and 2.25 for the year 2000. With these

projected smaller families, and the possibility that housing costs may continue to increase faster than incomes, may come the desire for an increase in smaller and lower cost housing units.

Because these potential housing mix changes are still in a stage of uncertainty, the city still feels that its existing housing mix will extend to the year 2000. The city realizes, however, that existing signs and trends may someday become a reality. Brownsville has prepared for these possible changes by deciding that its present mix should only represent a desired mix within a range of potential percentages that may or may not remain as the actual mix by the year 2000.

Brownsville has planned for the uncertain results of this range by providing flexibility measures in its Zoning Ordinance. Approximately 30% of the city's projected residential lands have been zoned to allow multiple dwellings in medium and high density areas. This is far above the projected need of only 5%. Another flexible element of the Ordinance involves the placement of mobile homes. The city's three residential zones have been designed to allow a mobile home to be sited on an individual lot if the request meets all Special Development Standards. The city feels that these elements of flexibility assure that Brownsville's future housing mix will always meet the needs of its citizens in the next twenty years.

["Housing Mix" amended by Ord. No. 524, § 7, passed September 8, 1981.]

Population Projections and Housing Demand

1. The current population projections for Brownsville are:

<u>Year</u>	<u>Population</u>
1990	1,700*
2000	2,155*

* Oregon District 4 Council of Governments, 1979.

2. The current housing mix in Brownsville as of October 3, 1979 is:

Single family	411 = 86%
Multi-family	25 = 5%
Mobile home	<u>42 = 9%</u>
TOTAL	478 = 100%

3. Using the present population estimate of 1,280 and dividing by the total number of living units, $478 / 1,270 = 2.6$ the average household size can be determined. Average household size = 2.6.

4. The average household size is projected to decline to 2.55 in 1990, and by the year 2000, household size could be down to 2.25 or lower. In 1970, the average household size was 3.05. In 1977, the average household size was down to 2.9.

5. [Original "5" deleted and "6" to "15" renumbered "5" to "14" by Ord. No. 524, S6, passed September 8, 1981.]

5. By dividing the projected population by the average household size, the total number of living units will be obtained.

<u>Year</u>	<u>Household Size</u>	<u>Population Projection</u>
1990	2.55	1,700
2000	2.25	2,155

$$2.55 \sqrt{1,700} = 666$$

$$2.25 \sqrt{2,155} = 957$$

Total Number of living units in 1990 = 666

Total Number of existing living units = 478

Total Number of new living units needed in 1990 = 188

Total Number of living units in the year 2000 957

Total Number of existing living units 478

Total Number of new living units needed in 2000 = 479

6. By using the existing percent of housing mix and multiplying the land requirements for a single unit or for ten (10) units as in the case of multi-family, the total residential land needs can be obtained.

In the year 1990, residential land needs are projected to be:

<u>%</u>	<u># of Each Housing Type</u>	<u>Land Needs</u>	<u>Residential Land Needs in the Year 1990</u>
S-F 86%	162 X	7,500 sq. ft.	= 1,215,000 sq. ft.
M-F 5%	9 X	10 units would require 18,500 sq. ft.	= 18,500 sq. ft.
M-H 9%	17 X	7,500 sq. ft.	= <u>127,500 sq. ft.</u>
100%	188		1,361,000 sq. ft.
			1,361,000 ÷ 43,560 = 31.24 acres

In the year 2000, residential land needs are projected to be:

<u>%</u>	<u># of Each Housing Type</u>	<u>Land Needs</u>	<u>Residential Land Needs in the Year 2000</u>
S-F 86%	412 X	7,500 sq. ft.	= 3,090,000 sq. ft.
M-F 5%	24 X	10 units - 18,500 sq. ft. 4 units - 9,500 sq. ft.	= 46,500 sq. ft.
M-H 9%	44 X	7,500 sq. ft.	= <u>330,000 sq. ft.</u>
100%	479		3,466,500 sq. ft.
			3,466,500 ÷ 43,560 = 79.6 acres

7. Presently streets account for 22.2% of all land in Brownsville. If streets are added, the land requirements go up to 97.3 acres.

$$22.2\% \text{ of } 79.6 = 17.7 + 79.6 = 97.3 \text{ acres in } 2000.$$

8. The present park land to people ratio is 1 acre to 60 people, using the year 2000 population of 2,155 an additional 14.75 acres of park land will be needed. This ups the land requirements to 112.1 acres.

$$14.75 + 97.3 = 112.1 \text{ acres.}$$

9. Total residential land needs in the year 2000:

Residential Land	79.6	acres
Streets	17.7	acres
Parks	<u>14.75</u>	acres
TOTAL	112.1	acres

10. Vacant Land: Within the areas designated as residential on the proposed comprehensive plan, there are:

70.64	acres of vacant land in North Brownsville
49.02	acres of vacant land in East Brownsville
<u>116.34</u>	acres of vacant land in South Brownsville
236.00	Total Acres of Vacant Residential Land

NOTE: Large lots which are less than 1 acre in size and which have an existing dwelling were not included in the vacant land totals. Lots of over 1 acre with an existing dwelling were counted minus 10,000 square feet per dwelling.

11. The floodway of the Calapooia River accounts for 42 acres of residential land.

206.00
- 40.00
<u>166.00</u>
Acres of Vacant Residential Land within the Present City Limits.

12. Special Development Areas: Within the three special development areas, are a total of 183.7 acres.

19.97	acres on the hill south of City Hall
8.55	acres on Holloway Heights
<u>155.16</u>	acres on the hill north of "Old Town"
183.68	acres TOTAL

13. Another way to calculate residential land totals is to begin with acres zoned at various residential densities, note the total vacant (by zone) and subtract unbuildable areas (i.e. those that are in the floodway). This results in total buildable area, and when divided by the density of the zone, allows an estimate of housing availability to be made. This can be subtracted from needed housing (derived

in paragraph 7) plus existing housing (noted in paragraph 2) to give the excess of units that can be provided over those needed. The tables below illustrate the process.

Table 19
Residential Land*

	(A) Acres Zoned	(B) Total Vacant Land	(C) Flood Areas	(D) Remainder (B) - (C)	(E) Maximum Density	(F) Maximum # Units
LDR*	103	87	2	85	7,500(SF) ft ² /unit	494
MDR*	150	82	29	53	6,500(SF) ft ² /unit	355
HDR**	47	37	9	28	5,000(SF) ft ² /unit	244
					1,850(MF) ft ² /unit	659
Total	301	206	40	166	-----	1093 1670

This totals approximately 971** SF units (494 + 355 + 1/2 244 = 971) and 330 MF units (1/2 659).

	SF (Includes MH)	Units Needed (Year 2000) (Existing & Proj.)	Units Provided (By Zoning) (As Table Above)	Difference
MF	48		330	282
Total	957		1301	344

* This only includes all residentially zoned land. The V.C. and S.D. zones also allow housing, so these figures are a minimum.

* MH sited outright on SF lots.

** HDR allows MF outright. So does MDR.

*** Assumes LDR, MDR, and 1/2 of HDR devoted totally to SF, and that MH sited to SF standards.

14. Total land available for residential uses:

Acres of Vacant Buildable* Residential Land	156.0
Total Residential Land Need in Year 2000	<u>112.0</u>
Total Residential Land Over Needs	<u>44.0</u>

Population Trends

The following table shows the population trend for Brownsville from 1880 to 1970, plus the population estimates of the years 1980, 1990, and 2000.

Table 10
Population Trends

<u>Year</u>	<u>Number of Persons</u>
1880	450
<u>1890</u>	<u>560</u>
1900	698
1910	919
1920	763
<u>1930</u>	<u>746</u>
1940	784
1950	1175
1960	875
1970	1035
1980**	1340
<u>1990**</u>	<u>1700</u>
2000**	2155

Analysis of Development Constraints

Public Facilities

The city is now improving water and sewer facilities, having acknowledged their importance in providing for growth and redevelopment in the community.

* Not in floodway, in residential zones.

** 1980, 1990, and 2000 population projections from District 4, Council of Governments, 1978.

Community Attitudes Toward Economic Development

The citizens of Brownsville are generally in favor of economic growth if it is in a way which will benefit the community as a whole and also conform with the existing physical character of the city.

Building Trends

In 1977, the city adopted Ordinance No. 461, which limits utility connections to 20 per year. Such a limit makes it impossible for a developer to build large unit subdivisions in Brownsville. There were 78 building permits issued to Brownsville between 1970 and October 1, 1978 for single family housing units, an average of almost nine permits a year. Building permits issued to Brownsville between 1970 and October 1, 1978 are shown in Table 11.

Table 11
Building Permits Issued (to) Brownsville

<u>Year</u>	<u>Single Family</u>	<u>Multiple Family</u>
1970	8	-
1971	6	4
1972	24	6
1973	10	4
1974	-	-
1975	-	-
1976	5	-
1977	17	2
1978	(as of	
	10/1/78)	8
		3

Special Consideration

Brownsville is an attractive town with a rural atmosphere. The buildings of the city have retained their historical appearance and character. The city is to some degree a bedroom community for persons employed in Linn, Lane, and Benton counties. One third of the population consists of people below the age of 18. This indicates future growth in the work force and in the proportion of the population entering the housing market.

Housing Development Resources

Builders

Builders can be helped to deliver houses for less money. The following is a list of ways local government policies could help builders reduce costs.

- 1) Streamline policies so that they read clearly and are consistent from the start to the finish. It is frustrating and expensive for a builder to prepare to start building and then have to wait. The cost of land, bank rates, labor, and materials continue to rise. Delays of several months can add thousands of dollars to the cost of a housing project.
- 2) Government restrictions should be as realistic as possible. They should not require extravagant specifications that ultimately add unnecessary cost to the home buyer. For example: street standards, cul-de-sac widths, the number and the width of required sidewalks, and setback requirements should be reviewed to see if they are realistic.
- 3) Land tracts should be left large when possible. It is easier to develop large vacant tracts than to develop parcels already segmented and partially developed.

Utilities*

Brownsville provides water and sewerage facilities. However, major problems exist in inadequate size, depth and the distribution system in already developed areas.

Other services such as natural gas and electricity are available in Brownsville through the Pacific Power and Light Electric Company and Northwest Natural Gas Company.

* Brownsville Background Studies on Public Facilities.

Assisted Housing*

A wide range of federal, state, and local housing assistance programs are available to homeowners and renters to help meet housing need. Each program is somewhat different in terms of its eligibility requirements, and type of assistance offered.

The following is a listing, including brief descriptions, of several housing assistance programs available in Brownsville.

HUD Section 8 Rental Subsidy

The major source of federal housing assistance for low-income families is through HUD's (Department of Housing and Urban Development) Section 8 rental subsidy program which is administered through the Linn-Benton Housing Authority. Under the Section 8 Existing Housing Program, tenants are allowed to find a vacant rental unit on the private market as long as it meets housing quality standards and rents do not exceed HUD's determined "fair market rent". Rental units can be either single-family or multi-family units. Tenants participating in the program pay no more than 25% of their income for rent. The difference is subsidized by HUD and paid to their landlord. Income eligibility limits for occupants are set at 80% of the median income for the area.

HUD Section 221 (d) (3)

The Section 221 (d) (3) program provides federal mortgage insurance at market interest rates for construction of new or rehabilitated rental and cooperative housing for low and moderate-income families. Projects must contain a minimum of five units. Eligible borrowers include non-profit, public, cooperative, limited dividend, investor and profit organizations. Public agencies may use loans to finance projects that will be assisted under the Section 8 rental assistance program.

* This section taken from: Criteria for the Allocation of Housing Resources in District 4, by Oregon District 4 Council of Governments, Corvallis, 1979.

HUD Section 202

HUD's Section 202 program provides direct loans to non-profit sponsors to construct or rehabilitate housing for the elderly and handicapped. Section 202 loans are for both construction and permanent financing. 100% of the cost may be financed for up to 40 years at a lower rate than conventional financing. Loans are restricted to those projects which will use Section 8 rental assistance payments.

Eligible tenants are those who are 62 years or older, handicapped persons, and families whose head of household is 62 years or older. Tenants must meet income requirements of the Section 8 program to qualify.

HUD Public Housing

This program is administered through the Linn-Benton Housing Authority and directed towards the lowest income households in the community. Financial assistance is provided to the Housing Authority to develop, purchase, manage, or lease housing units for low income families and individuals. Generally, the income limit for eligibility is 80% of the median income for the county. Occupants pay no more than 25% of their incomes for rent.

FmHA Section 502

The Farmers Home Administration provides housing assistance to areas which are rural in character and cities that do not exceed 10,000 in population. Under the 502 program, the FmHA provides direct loans to low and moderate-income families to buy, build, repair, renovate or relocate a home. There are no maximum loan limits except what a family can afford in a modest price class.

FmHA Section 504

The Farmers Home Administration Section 504 program provides loans and grants to low-income homeowners for purposes of housing repair. Funds are for removing dangers to the health and safety of the occupants. Such purposes can include connecting water or sewer lines, providing toilet facilities, installing water supplies, repairing a

roof, adding a room, or other improvements. Applicants must lack the necessary income to repay a FmHA Section 502 loan, and must occupy a rural home that has hazardous conditions. The interest rate is normally one percent with a maximum loan amount of \$7,500 over 20 years. Low-income elderly applicants may receive an outright grant or a combination of loan and grant. The program is administered by the Farmers Home Administration.

FmHA Section 515

This program provides loans to public and private (limited profit and non-profit) sponsors for the construction or substantial rehabilitation of rental and cooperative housing for low and moderate-income families and elderly persons. Interest rates on these loans vary from one percent to the market rate, depending upon the kind of sponsor and projected tenant income. Terms of the loan are 40 years for non-elderly projects and 50 years for elderly projects. For non-profit and public bodies, the maximum loan is 102 percent of development costs. For other sponsors, 100 percent is maximum.

Eligible tenants for Section 515 projects must have an annual income of less than \$15,600 if non-elderly. No income requirements are placed on elderly households. Tenants in Section 515 projects usually do not pay more than 25 percent of their adjusted gross income for rent and utilities. Section 8 rental assistance payments and FmHA rental supplements may be used with this program to bring rents within tenant's ability to pay.

State Housing Division, Section 8, New Construction

The Oregon State Housing Division has been involved in a joint funding effort with HUD and private lenders to finance construction of multi-family units. The Housing Division provides permanent financing for the projects at below market interest rates; private lenders provide financing for construction; and HUD provides Section 8 rent subsidies for units in the projects, thus making them affordable to lower income persons. The State Housing Division obtains its funds from the sale of revenue bonds.

State Housing Division Mortgage Purchase Program

The Mortgage Purchase Program is operated by the State Housing Division through local lending institutions. It is aimed at helping low and moderate-income families and persons who are becoming homeowners. Money is raised through revenue bonds and lent to local lending institutions, who in turn lend money to eligible borrowers at reduced rates of interest. Eligible households must have incomes below \$15,250 and purchase homes below \$42,500. The current interest rate is 7 1/4 percent over a maximum of 30 years.

Economics

The financial status of the City of Brownsville plays an important role in the local economy. A measure of Brownsville's economic health can be sampled by looking at the city's bonded indebtedness.

In 1964, Brownsville issued general obligation bonds for \$300,000.00, financed through First National Bank of Oregon. The money was needed to make sanitary sewer facility improvements and is scheduled to be paid in full in 1985-86.

In 1979, Brownsville again issued general obligation bonds for \$220,000.00, financed through the Department of Environmental Quality. The money is being used to make sanitary sewer system improvements and is scheduled to be paid in full in 1992.

Also in 1979, the city issued revenue bonds totaling \$65,000 financed through Citizens Valley Bank. The money is being used to improve the city's water supply system and is scheduled to be repaid by 1988 through water rate charge.

In 1979, the city also borrowed \$30,000.00 from Leo Haney to complete water systems improvements. The loan is to be paid back through increased city taxes by the end of the 1979-80 fiscal year.

Table 12 shows Brownsville's valuation and other related tax information.

Table 12 shows that since 1970-71 the city tax rate has been dropping, while the tax rate of School District 552 has been on the increase.

Table 12
Brownsville Financial Statement

Fiscal Year	Real Property*	Personal Property*	Utility*	Mobile Home*	Total Value*	Tax Rate City**	Tax Rate County*	Tax Rate ESD L/B*	Tax Rate School District 55C**	Tax Rate L.B.C.C.**	Total Tax Rate**
1978-79	10,618,920	329,558	758,867	379,650	12,086,995	5.87	.97	.43	12.89	1.21	21.37
1977-78	7,686,790	321,229	735,550	281,870	9,025,439	7.72	1.11	1.77	11.70	1.43	23.73
1976-77	6,527,750	314,906	844,126	236,820	7,923,602	7.69	1.24	2.01	10.57	1.56	23.07
1975-76	6,391,930	318,285	836,840	204,820	7,751,875	6.71	1.27	1.98	8.03	1.48	19.47
1974-75	3,678,180	289,996	811,709	168,340	4,948,225	8.72	1.29	6.37	6.84	1.59	24.81
1973-74	3,471,270	238,429	815,677	116,090	4,641,466	8.87	1.43	7.00	6.87	1.47	25.63
1972-73	3,171,090	226,742	828,800	91,690	4,318,322	9.12	1.59	6.63	8.55	1.61	27.50
1971-72	3,075,780	278,730	562,345	n/a	3,916,855	9.61	1.52	6.42	10.05	1.43	29.05
1970-71	2,918,340	281,042	518,245	n/a	3,717,722	9.60	1.51	5.53	7.26	1.08	24.98

* Value in Dollars

** Value times \$1,000 true cash value

Source: Linn County Assessor's Office

In 1979, Brownsville voters defeated two budget proposals outright. The city then offered a shopping list approach to the voters. On the shopping list budget were five items:

- 1) financing water facility improvements, approved by voters
- 2) fire protection contract, approved by voters
- 3) library operations, defeated by voters
- 4) police and court operations, defeated by voters
- 5) park maintenance, defeated by voters

It would appear that voters are beginning to feel the impact of all taxing bodies and given the opportunity are willing to do with less rather than pay more. The approach which the city took in offering voters a shopping list gave the voters the ability to see where tax money was going to be spent.

The cost of operating the City of Brownsville is increasing yearly. It would seem that voters are interested in where and how their tax dollars are being spent. Thus, through the implementation of capital improvement budgeting, voters will have the opportunity to see the where and how of tax dollar expenditures. Although budget hearings are held, not everyone participates or fully understands, especially when asked to vote on one lump sum as was asked of Brownsville voters in the first two budget elections of 1979.

Future spending and economic development within Brownsville must be realistic and capable of being achieved within the financial constraints of the city. Careful fiscal planning must be coordinated with the needs of the community.

In the words of Buckminster Fuller, "less is more"; through careful consideration of community needs and examination of all alternatives, Brownsville can have more.

Employment

Major Employment Sectors

There are approximately 119 employees working in the City of Brownsville. Of these, 60% (71) of the employees reside in Brownsville. The types of employment found in Brownsville are shown in Table 13.

Table 13
Employment in Brownsville

	Total Employees		Employees Living in Brownsville	
	1976	1990	1976	1990
Education Services	15	7	47%	
Public Administration	16	10	63	
Construction	-	-		
Manufacturing	-	-		
Durable Goods Manufacturing	-	-		
Other Industries	-	-		
Transportation	-	-		
Communication, Utilities	3	-	0	
Wholesale & Retail Trade	42	28	67	
Finance, Business, Repair	31	21	68	
Other Professional Services	<u>12</u>	<u>5</u>	<u>42</u>	
Total	119	71	60%	

Projection for Major Sectors

The Oregon District 4 Council of Governments in Corvallis provides a Table (shown below) showing employment in Brownsville* divided into three broad sectors: manufacturing, non-manufacturing, and agricultural. The table also shows projections for employment in 1990.

Table 14
Employment Projected to 1990

	Brownsville		Subarea VIII	
	1976	1990	1976	1990
TOTAL EMPLOYMENT	81	126	2,180	1,877
TOTAL NON-AGRICULTURAL	81	126	1,645	1,877
MANUFACTURING	4	4	1,043	1,076
Food	-	-	52	65
Wood	-	-	307	252
Other Manufacturing	4	4	684	759
NON-MANUFACTURING	77	122	602	801
Trades, Services, Utility	47	82	290	398
Government	30	40	292	371
Other Manufacturing	-	-	20	32
AGRICULTURAL	-	-	535	-

* Results of an October 1978 Survey.

Summary

Employment in the City of Brownsville is projected to increase by 45 jobs (from 77 to 122) between 1976 and 1990. The majority of the increase is the result of a large percentage increase (75%) in the number employed in trades, services and utilities. The other major employment sectors will essentially remain the same.

NOTE: Projections for industrial employment are not complete at this time.