MARION COUNTY BOARD OF COMMISSIONERS

Board Session Agenda Review Form

Meeting date:	November 10, 2021				
Department:	Community Services	Agenda Planning Date:	11/4/21	Time required:	10
☒ Audio/Visual aids	Powerpoint Presentation				
Contact:	Kelli Weese	Phone:	x3277		

Department Head Signature:

TITLE	Consider approval of Brooks-Hopmere Community Plan Future Report.
Issue, Description & Background	In 2019, Marion County entered into an agreement with Angelo Planning Group to review and consider opportunities for the Brooks-Hopmere area in order to outline the role of the area as the largest unincorporated community in Marion County and identify strategic policy and investment opportunities to support the region. This project was divided into two phases. - Phase One: Complete a study of the Brooks-Hopmere Area and determine best methods to support the communities residents and businesses; and - Phase Two: Work with Planning Consultant on relevant subsequent tasks from the Phase One Future Report. At the February 25, 2021 Board Work Session, this was determined to be water and wastewater feasibility studies. At the October 28, 2021 Board Work Session, the board had an opportunity to review and offer feedback on the final draft of the Brooks-Hopmere Community Study Future Report (Phase One), prior to its formal approval and to provide feedback regarding the work for the water and wastewater feasibility studies (Phase 2) prior to approval of the contract for services. At the November 10, 2021 Board Session, the Board will have the opportunity to consider approval of the Brooks-Hopmere Community Plan Future Report.
Financial Impacts:	The contract for services between Marion County and Angelo Planning Group for completion of Phase One of the project (Future Study) was $75,000. Work for completion of the future study was completed during FYs 20-21.
Impacts to Department & External Agencies	None
Options for Consideration:	1. Approve the Brooks-Hopmere Community Plan Future Report 2. Recommend amendments to the Brooks-Hopmere Community Plan Future Report and approve as amended 3. Withhold approval of the Brooks-Hopmere Community Plan Future Report and provide direction for next steps
Recommendation:	Community Service Department staff recommend approval of the Brooks-Hopmere Community Plan Future Report.

MARION COUNTY BOARD OF COMMISSIONERS

Board Session Agenda Review Form

Brooks-Hopmere Community Plan Future Report
Brooks-Hopmere Community Plan Future Report - Appendices

Presenter: Kelli Weese, Economic Development Coordinator

Copies of completed paperwork sent to the following: (Include names and e-mail addresses.)

Copies to: Kelli Weese, kweese@co.marion.or.us

BEFORE THE BOARD OF COMMISSIONERS
FOR MARION COUNTY, OREGON

In the matter of approving the Brooks-Hopmere Community Plan Future Report	)))

RESOLUTION NO. _____

WHEREAS, the Brooks-Hopmere Community is recognized to be an urban unincorporated community consistent with Oregon Administrative Rule 660-022; and

WHEREAS, the Brooks-Hopmere Community includes a diverse mix of residential, commercial, industrial and public uses; and

WHEREAS, the Brooks-Hopmere Community Plan Future Report has been developed to incorporate a review of existing conditions in the community as well as future conditions and identified needs for the community; and

WHEREAS, the Future Report identifies future steps to take in order to address the needs of the community, especially related to transportation and public facilities; now therefore,

BE IT RESOLVED that the Marion County Board of Commissioners approves the Brooks-Hopmere Community Plan Future Report in order to identify next steps for existing and future needs in the community.

DATED this _____ day of _____ 2021.

MARION COUNTY BOARD OF COMMISSIONERS

_____
Chair

_____
Commissioner

_____
Commissioner

Future Report

Brooks-Hopmere Community Plan

October 2021

Marion County OREGON

KELLER ASSOCIATES

20 Years APG

Brooks-Hopmere Future Report

Prepared by Angelo Planning Group and Keller and Associates

October 2021

TABLE OF CONTENTS – VOLUME I

VOLUME II – APPENDICES

The following appendices include previous memoranda and analyses prepared for the Brooks-Hopmere Community Plan Future Report. The appendices are included in Volume II of this report.

Appendix A. Unincorporated Community Overview

Appendix B. Economic Development Conditions

Appendix C. Transportation Existing Conditions Summary

Appendix D. Existing Demand for Rail Service

Appendix E. Water and Wastewater Existing Infrastructure Summary

Appendix F. Land Use Development Scenarios

Appendix G. Water and Wastewater Future Infrastructure Summary

Appendix H. Development Scenarios Impacts on Transportation

Appendix I. Stakeholder Interviews and Online Survey #1 Summary

Appendix J. Online Survey #2 Summary

Appendix K. Online Survey #3 Summary

Appendix L. Brooks-Hopmere Community Plan, July 2000

I. EXECUTIVE SUMMARY

The Brooks-Hopmere Community represents two adjacent areas (Brooks & Hopmere) connected by Brooklake Road, a county roadway. The area is the largest unincorporated community outside of an urban growth boundary in Marion County and plays an essential role in the economy of the County and region. The area boasts a wide range of businesses and the total employment in the area rivals that of many of the County's incorporated cities. Key assets of the community include:

- ***Location*** – the Brooks-Hopmere connection to Interstate 5 provides a direct connection to points north and south in the Willamette Valley, including ready access to Salem, Portland and other communities, as well as surrounding agricultural operations.
- ***Freight Hub*** – access to Union Pacific and Portland & Western railroad facilities, as well as May Trucking and the Pilot Truck Stop give the area ready access to freight services and facilities. Potential development of the proposed intermodal (truck to rail) Port of the Willamette facilities would further elevate the area's importance for movement of agricultural and other goods throughout the state.
- ***Education*** – Chemeketa Community College provides several vocational training programs, as well as training facilities for fire protection and emergency service providers from throughout western Oregon. The campus also serves as an important resource for local residents and businesses.
- ***Agricultural produce processing, storage and distribution*** – Oregon Potato (dba as NORPAC) is a central hub for processing, storing and distributing produce from throughout the Willamette Valley. Curry and Company and several other businesses in the community also support this economic sector.
- ***Employment*** – In addition to the businesses and institutions already mentioned, several other large companies call Brooks-Hopmere home and employ a significant workforce, including Pacific Stair, Red Steer and others.
- ***Tourism –*** Antique Powerland hosts events throughout the year and draws thousands of visitors each year to its annual "Great Oregon Steam-Up" event.

Corner of Brooklake Rd. NE & Huff Ave. NE – Looking West

A Vision for the Future

Business and property owners, as well as local residents envision a vibrant future for the community. Brooks-Hopmere will continue to be a thriving business community, with employment opportunities and community services that include:

- A hub of jobs and services that support the local and regional agricultural industry and economy.
- Improved, well-designed and functioning roads, rail and other transportation facilities, that continue to serve local businesses, travelers, and the surrounding area.
- A stronger sense of community and the ability for local businesses and residents to advocate for future improvements that support the community's vision.
- Reliable, resilient, and sustainable infrastructure that serves businesses and residents in a cost-effective manner and provides opportunities for desired growth and expansion in the future.
- Continued emphasis on serving, supporting and preserving surrounding agricultural land and enterprises by focusing non-resource based development within the community boundary.

This vision is expected to translate into continued growth and expansion of existing businesses and potential start-ups of new businesses.

Achieving the Vision

Although Brooks-Hopmere is a unique community with strong assets and opportunities, it is not without challenges. A number of improvements will be needed to allow the community to continue to grow and thrive. Some of the most important initiatives include:

- **Enhancements to the I-5 interchange.** While proximity to I-5 is cited by most people in Brooks-Hopmere as one of the area's key assets, it is in need of significant improvement. The on and off-ramps suffer from serious congestion at peak travel times and getting on and off those ramps can be challenging from a safety and delay perspective. Working with the Oregon Department of Transportation on planning for future improvements to the interchange is crucial to the area's success. Ultimately, enhancements to the interchange also must be coupled with improvements to Brooklake Road and its intersections with Highway 99E and Highway 99W.
- **Improved water and wastewater service**. Groundwater is the primary source of drinking water in the Brooks-Hopmere Planning Area. While several businesses have private groundwater wells for employees and customers, the only public community system in the area is the Brooks Community Service District (BCSD), managed through an intergovernmental agreement with Marion County. Existing water service is not adequate to meet existing and projected future needs. The area is served by wells which do not provide enough pressure to support fire protection requirements, making expansion of existing businesses and location of new businesses problematic and costly. Similarly, the community wastewater system is expensive to operate and maintain and makes development and redevelopment of larger properties challenging. Development of community water and wastewater systems is essential to the long-term economic health and resiliency of the area.
- **Community Organization and Advocacy**. As an unincorporated community, Brooks-Hopmere lacks a governing body or an organized group that can advocate for the essential improvements needed in the community. Creating some type of formal structure to serve this purpose is necessary to help make the Brooks-Hopmere Future Report a reality.

Brooklake Rd. NE – Directly West of I-5 Interchange – Looking South

Corner of River Rd NE & Brooklake Rd. NE – Looking South

A Plan for Action

The Brooks-Hopmere Future Study report includes an extensive list of actions needed to propel the community into its desired future. A few primary strategies stand out as essential short and medium term steps towards this end:

- **Participate in the Interchange Area Management Planning (IAMP) process** and advocate for the community's needs. The Oregon Department of Transportation (ODOT) is in the process of planning for future I-5 interchange improvements. The IAMP process began in October 2020 with the intention for completion of the planning process in Spring 2022. Strong, effective participation in this process by members of the Brooks-Hopmere Community (BHC) is essential to ensuring that any proposed recommendations will support this long-term plan for the Brooks-Hopmere community. Community members should advocate for the following objectives:
    - Improvements should enhance accessibility and mobility for local businesses.
    - The project should not result in significant or unreasonable costs for local property owners or businesses.
    - To the extent that improvements make the area more attractive for future residential development, such development should not adversely impact traffic levels and associated mobility for local businesses and institutions.
- **Conduct a Community Water and Wastewater System Feasibility Study**. The BHC Future Study evaluated the existing water wastewater systems and recommends a number of actions to improve them. The first step in that process will be to assess the feasibility and cost of development of new water and wastewater systems. A new water system would consist of a community well (or wells) as its source, or installation of a water storage and distribution system with a neighboring municipality as a wholesale water source. A new wastewater system would be a more traditional gravity-based collection system. The feasibility study will evaluate these components, their costs, and the process for implementing them in more detail.
- **Create a structure for community advocacy and representation**. In the long-term, some type of formal governance structure will be needed to fully implement the BHC vision. This may include incorporation as a separate city, annexation to another city (Keizer or Salem), or creation of a County Service District. In the shorter term, members of the community should

work with the County to establish some type of local committee or other group that can collectively advocate for the area's future.

II. INTRODUCTION

The Brooks-Hopmere Community (BHC) is a designated Urban Unincorporated Community[1] located in Marion County a few miles north of Keizer and Salem. The Brooks-Hopmere Community represents two adjacent areas (Brooks & Hopmere) connected by Brooklake Road, a county roadway. The area is the largest unincorporated community in Marion County and is home to a wide range of commercial and industrial businesses. Additionally, the area includes residential uses and several institutional uses, such as the Willamette Valley Christian School, Marion County Rural Fire District Station, and Chemeketa Community College Brooks Campus.

Brooklake Rd. NE west of intersection of Pueblo Ave. NE – Looking South

The Brooks-Hopmere Community Plan, adopted in 2000 (see Appendix L), inventoried existing conditions, created comprehensive plan policies, and established the community boundary. Now, twenty years later, conditions in the area have evolved, and there is a need to better understand current conditions and plan for the future of the community. Although this plan does not represent an update to the 2000 Brooks-Hopmere Community Plan, it presents a review of community outreach and vision and an updated list of recommendations to move the community towards its vision.

The purpose of this future report is to identify opportunities and a plan for capitalizing on the opportunities and resources in the BHC. This future report describes the future of the BHC based upon a cohesive community-driven vision developed through an understanding of existing conditions and communications with community stakeholders. The future described here is intended to guide decisions for the next 15-20 years, but within the context of an even longer horizon (e.g., 50 years or beyond). The plan also is intended to help the community and the County proactively prepare for and address a process led by the Oregon Department of Transportation (ODOT) to identify improvements and associated planning recommendation for the Brooklake Road / Interstate 5 Interchange, particularly impacts on access to local businesses, potential impacts on future residential development, and mobility within and in and out of the area for local residents, workers and visitors.

[1] Definition and standards for Urban Unincorporated Community are found in Oregon Administrative Rules (OAR) Chapter 660, Division 22. For more information regarding the state requirements for an Urban Unincorporated Community and its implications for the BHC, see Appendix A.

The project included public engagement at various stages in order to receive feedback from the local community, and other stakeholders, such as local service districts. In addition the project worked to understand existing conditions in order to plot a course for the future of the community. These efforts engaged more than 100 stakeholders of the Brooks-Hopmere community throughout the process.

III. EXISTING CONDITIONS SUMMARY

Currently, Brooks-Hopmere has a strong business community with several notable public and community facilities (i.e., Chemeketa Community College, Brooks-Hopmere Fire Station, Willamette Valley Christian School, Antique Powerland and the Covanta waste-to-energy plant). The community is driven by its businesses, boasting approximately three times as many jobs as residents. Agri-business and freight are the primary industries in the community. The area is home to a significant number of large employers, several of which employ hundreds of people. These include Oregon Potato (d.b.a. NORPAC), Pacific Stair, May Trucking, and Curry and Co., among others. A growing residential area is also present in the community, with about 500 people living in the area. Additionally, in Brooks, the percentage of residents with college degrees (40%) is twice that of the Marion County (19%), indicating a notable level of human capital within the workforce. While statistics related to employment, value of gross products and payroll by industry are not available for the BHC area, interviews with a number of local companies indicated significant local employment numbers, including NORPAC / Oregon Potato (400 jobs[2]), Curry and Co. (66 permanent and about 200 seasonal jobs), May Trucking (150 employees), Covanta (46 employees), Belke Farms (14 full and part time jobs), Pilot Truck Stop (95-100 jobs) and Chemeketa Community College (98 employees). These jobs, as well as revenues from payroll and property taxes, and services procured by other local businesses have a significant impact on the local economy. For more information on the economic conditions of Brooks-Hopmere Community (BHC), see Appendix B.

These conditions, particularly the large and varied number of businesses and workers in the area, make Brooks-Hopmere a unique unincorporated community, given the level and density of development in more typical unincorporated areas.

Brooklake Rd. NE Near intersection of Portland Rd. NE – Looking South

Land Use

As a designated Urban Unincorporated Community (UUC), the BHC is subject to the state requirements of the Unincorporated Communities Rule adopted in the Oregon Administrative Rules (OAR) Chapter 660, Division 22. These requirements limit the potential development of the BHC to the existing boundary, and new development must occur on existing vacant lots of through infill /

[2] All employment numbers are based on local interviews conducted in 2019 and are approximate.

redevelopment of existing lots. New development must also be consistent with state requirements for the size and type of residential, commercial, or industrial uses. Based on these requirements, there are limited circumstances / types of development that would meet all criteria. Any desired development that is not consistent with the regulations would require changes in administrative rules or statutes and / or an exemption to statewide planning goals. These statutes and their implications for the Brooks-Hopmere area are detailed in Appendix A.

Transportation

Union Pacific Railroad, Portland & Western Railroad, and I-5 are some of BHC's greatest economic and transportation assets. However, they present unique challenges in the form of east-west travel barriers due to costs to modify facilities that cross over, under, or through railroads and interstates. Many businesses and developments rely on the only east-west arterial street in BHC, Brooklake Road, to access I-5 and the larger transportation network. As improvements are made, many developments will need to find alternate access to Brooklake Road in order to avoid future conflicts with interchange ramp traffic. Currently, Brooklake Road and the I-5 interchange are prone to roadway capacity issues and becoming bottlenecks. For a detailed review of the transportation infrastructure for the BHC, see Appendices C & D.

Water

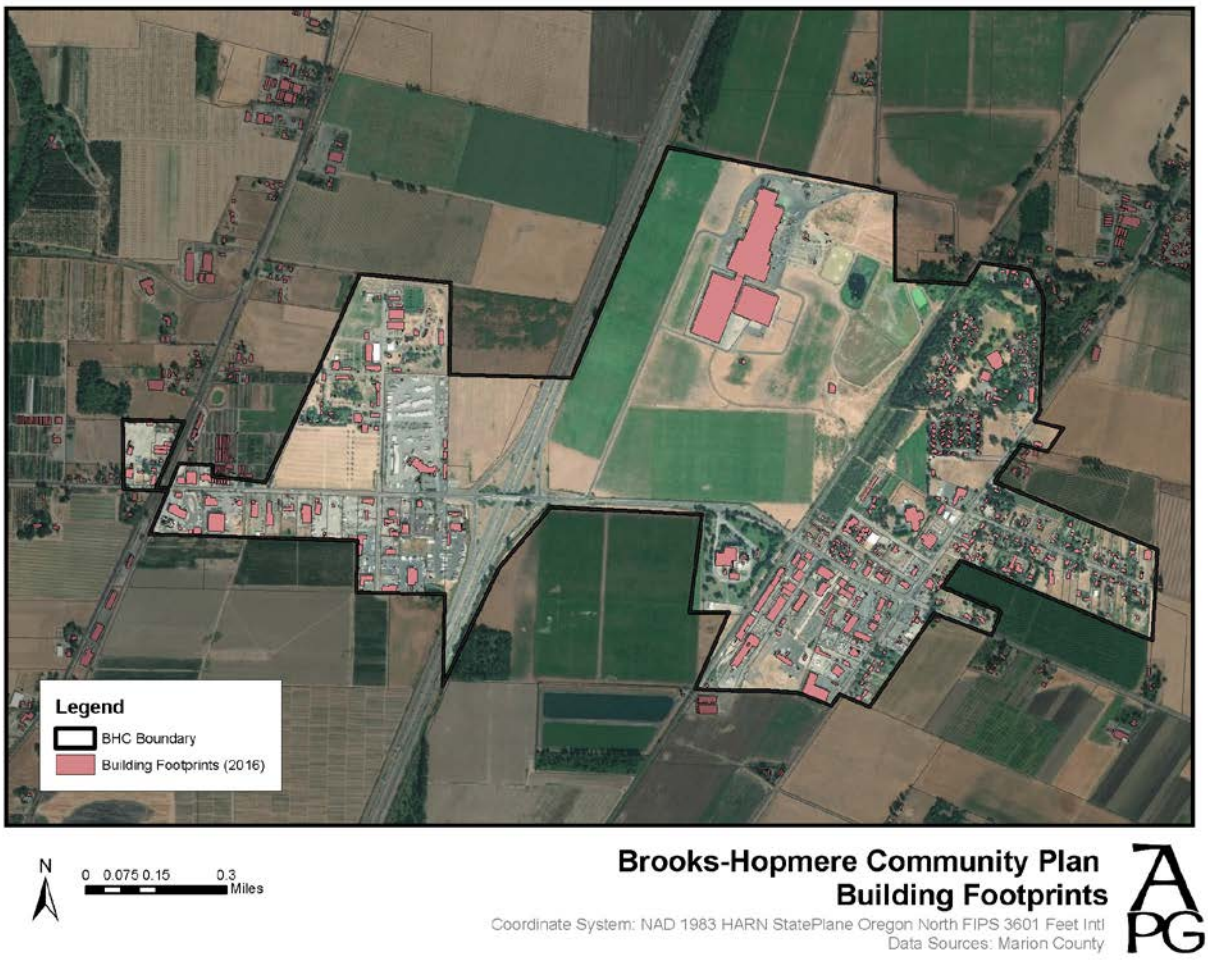
Groundwater is the primary source of drinking water in the BHC. While several businesses have private groundwater wells for employees and customers, the only public community system in the area is the Brooks Community Service District (BCSD). The district is managed by Marion County under an intergovernmental agreement with Chemeketa Community College (CCC). The infrastructure of the BCSD is in joint ownership between CCC and Marion County, in that CCC owns the well and Marion County owns and maintains the distribution system. The agreement between CCC and Marion County notes that the County is prohibited from allowing new water users to connect to the BCSD, causing requests from local property owners for service to be declined. Although existing capacity may be sufficient for current consumptive demands, fire flow demands can not be met. The system is compliant with Oregon Health Authority (OHA) water quality requirements. Several unknowns about the system, including the number of unmetered users, legal state of the water rights, and actual well yield make this assessment uncertain. Additionally, the temporary agreement between CCC and the County and moratorium on new users connecting to the system suggests that while the existing system may have capacity to serve community members, the County's access to the well in the future is unclear. For a detailed review of the water and wastewater infrastructure, see Appendix E.

Huff Ave. NE north of Brooklake Rd. – Looking East

Wastewater

Marion County maintains wastewater conveyance and treatment infrastructure for the BCSD, via a Septic Tank Effluent Pumping System (STEP). There are approximatly 250 STEP tanks in service, which require high maintenance by the County public works staff for regular pumping and maintenance and tanks are often located on private land such as residential backyards. Although both water and wasewater systems are maintained by Marion County, the wastewater district is independent of the water service district and customers may or may not overlap. The BCSD is the only public wastewater in the area. In addition to the BCSD, private septic tanks and drain fields exist. For a detailed review of the water and wastewater infrastructure, see Appendix E.

Figure 1. Brooks-Hopmere Community Boundary



A summary of the assets and challenges of the community are summarized below:

Assets / Opportunities

- Proximity to Interstate-5, Salem, and Portland.
- Access to two railway systems, Union Pacific and Portland & Western Railroad, which creates an opportunity to have an intermodal facility in the community.
- Availability of developable land within the community and its direct vicinity.
- Presence of public services facilities, such as Chemeketa Community College and Covanta Waste Management.
- Presence of business clusters - agricultural services and freight - with various large businesses, such as May Trucking, NORPAC, Pilot Travel Center, and Pacific Stair.

Constraints / Weaknesses

- Lack of centralized sourcing, treatment, or management of infrastructure (i.e., water, wastewater, stormwater), which reduces reliability, consistency, and the ability to increase capacity as the community grows.
- Lack of social infrastructure – no formal community gathering spaces in the community and lack of connection between residents and employees of community businesses, particularly between the two areas (Brooks & Hopmere).
- Substandard roads and lack of pedestrian / bicycle infrastructure (sidewalks, road shoulders, etc.) in some part of the community.
- Transportation infrastructure is unable to handle current demand, resulting in congestion, especially when carrying overflow traffic from I-5 to Hwy 99. The road system also is lacking connectivity which is further hampered by barriers created by existing rail lines.
- Concerns about the waste management facility and its effects on the surrounding community.
- Lack of local authority or decision-making body – Brooks-Hopmere is among several unincorporated communities in the County. The BHC does not have any direct local representation in County decision-making processes made by County staff, or the County Board of Commissioners.
- Lack of dedicated or direct resources and funding - although it is a designated community, there is no dedicated or direct public funding source for construction or maintenance of most facilities in Brooks-Hopmere in the same way that there would be for an incorporated city. Funding comes from a larger pool of resources that must address all unincorporated areas in Marion County, as well as from funding administered by the Salem Keizer Area Transportation Study (SKATS) which is the Metropolitan Planning Organization (MPO) for the area and which manages federal funds which can be used in the Salem / Keizer / Turner area, including potentially for projects in the Brooks-Hopmere area.

Brooklake Rd. NE – Directly West of I-5 Interchange – Looking South

Brooklake Rd. NE – Directly East of I-5 Interchange – Looking East

Corner of Portland Rd. NE & Rockdale St. NE – Looking Northeast

Corner of Brooklake Rd. NE & Huff Ave. NE – Looking West

Corner of River Rd NE & Brooklakd Rd. NE – Looking South

Corner of Brooklake Rd. NE & 50th Ave. NE – Looking North

Community Desires and Priorities

As part of the establishment of this future report, feedback was gathered through stakeholder interviews and online surveys. Details of these discussions, including an overview of participants and feedback received are provided in Appendices I, J, and K. Through all the discussion and input, several key themes for understanding existing and desired future conditions were prevalent. They are summarized below.

Community Identity and Future

- **The BHC is a unique community with many businesses providing substantial employment opportunities and the potential to provide more.** Although the Brooks-Hopmere community has various infrastructure limitations, it has grown to become a significant employment center within Marion County. Many see the opportunity for successful businesses and organizations in the community to continue and grow, along with opportunities for additional businesses in the community. Near- and medium-term opportunities include changes to the Oregon Potato (dba NORPAC) facility site and potential expansion of May Trucking facility.

> *We have enjoyed living in the area. Raised our children here, but would hate to see it become a city atmosphere. I think it is of the utmost importance to honor and protect our farmland while working on these upgrades.*
>
> *-Online Survey Response*

- **Continued economic vitality and low to moderate residential growth.** Generally, stakeholders support continued business growth, while protecting the community's rural qualities. Opinions about the desirability of more residential growth are mixed. Some community members favor more housing to provide affordable housing opportunities for local workers. Others preferred to keep the residential community small to maintain its "small town feel." However, relatively few people argued for substantial future residential growth.

> *Two areas [Brooks and Hopmere] are unrelated.*
>
> *-Online Survey Response*

- **There is a lack of social infrastructure in the community and the connection between Brooks and Hopmere**. Community members noted the lack of gathering spaces within the community, noting that currently, True Value Hardware is the community gathering place. A significant percentage of workers in BHC live elsewhere and few of them spend time in the area outside of work. Additionally, numerous community members said they see Brooks and Hopmere as two disconnected individual communities. While this was identified as a gap early in the project, the third online survey in the project showed mixed support for creation of a community gathering place. Relative support for this idea should be explored further in future planning phases.

> *The Brooklake / I-5 interchange is long overdue for improvement. At times the north bound exit is backed up all the way to the freeway, and it is near impossible to make a left turn onto Brooklake from the south bound exit. South bound Highway 99E also backs up every afternoon at the light on Brooklake.*
>
> *-Online Survey Response*

Infrastructure

- **Transportation issues are paramount.** Transportation problems in the community were the topic of almost every conversation with community members and stakeholders. Access, traffic congestion, and safety concerns associated with the I-5 interchange were the most significant concerns noted by stakeholders. At the same time, the community location directly off Interstate 5 is a significant asset for the community's businesses and residents.
- **Infrastructure – transportation, wastewater, stormwater, water, and broadband - are limiting factors to expansion.** In addition to the transportation concerns, community members within the Brooks-Hopmere boundary either have frustrations with the water infrastructure or have a limited understanding of the system. Several larger businesses in the community expressed the need for better internet access, such as broadband, to reliably serve their businesses. Of those with on-site septic wastewater treatment systems, and wells, some expressed dissatisfaction with various elements of those systems – water quality, flooding because of poor drainage, and the limited capacity of the systems, among others. Improvements to most of these types of facilities and services will help community businesses and institutions flourish.

> *Lack of infrastructure will limit growth. Update the water, sewer, and especially the roads and growth will naturally follow. - Online Survey Response*

IV. BROOKS HOPMERE'S FUTURE

In planning for the future of BHC, it is essential to understand and articulate the community's long-term vision and to place it in the context of even longer-term regional growth and development. The following vision represents the desired future of the Brooks-Hopmere community in the 20-year horizon and beyond, based upon the feedback gathered through stakeholder interviews and online surveys. Details of these discussions are provided in Appendices I, J, and K. Key issues and actions needed to achieve the vision – land use, water, wastewater, transportation, broadband access and social infrastructure – are then described in more detail.

The Vision

Brooks Hopmere will continue to be a thriving business community, with complementary public uses that provide employment opportunities and services to the residents of the Brooks-Hopmere community, the surrounding regions, and travelers along I-5. More specifically, the community will include:

- A hub of jobs and services that support the local and regional agricultural industry and economy.
- Improved, well-designed and functioning transportation facilities, which will provide adequate access to local businesses and allow them to continue to thrive and grow.
- Enhanced physical and community connections between Brooks and Hopmere.
- A more tightly woven community fabric, potentially including one or more community gathering places, governmental and community support for local businesses, and more community-oriented businesses that serve employees and residents.
- Reliable, resilient, and sustainable infrastructure that serves businesses and residents in a cost-effective manner and provides opportunities for desired growth and expansion in the future.
- Continued emphasis on serving, supporting and preserving surrounding agricultural land and enterprises by focusing non-resource based development within the community boundary.

Based on results of the project's third online survey, community members appear to generally support most elements of this vision. However, support is not universal, and some people are concerned about impacts of growth on traffic, the rural feel of the community, a possible reduction of high quality agricultural land, and the cost of infrastructure improvements. There is generally strong support for infrastructure improvements described in more detail in the following pages, particularly transportation and broadband internet improvements.

Future Conditions

The population growth in the community for the 20-year horizon is anticipated to be the average between 0.5% and 0.35% per year for the next 20 years, with more growth projected in the first 10 years. These estimates are informed by previous analyses for a natural rate of growth (see Appendix F - Scenario 1). The growth rates anticipate relatively modest residential growth and more significant growth in employment lands (commercial, industrial, institutional uses). Currently, there are approximately 543 residents and 1,567 employees in the Brooks-Hopmere community. The residential growth for the vision estimates 52 - 109 new residents, equivalent to approximately 19 - 40 new

households[3]. This level of growth is generally consistent with projected future population growth in the unincorporated areas of Marion County overall, reflects the majority of comments from community members, and maintains a high jobs / housing ratio, similar to current conditions. This Future Report includes an evaluation of several different scenarios for future development within the area, which are detailed in Appendix F. With the results of this analysis, there appears to be enough land in the community on vacant or partially vacant residential properties in the area to support this level of growth without any expansion of the community or large scale development.

Historically, business presence has continuously grown in the community, and this is projected to continue, growing by approximately 300 – 850 new employees by 2040. This estimate reflects employment projections for the region as a whole, as well as short and potential longer-term expansion plans of several key businesses (see Figure 2) as described below. However, it does not preclude other existing or new businesses from further developing or expanding in the community. Much of this expansion could occur on existing properties within the Brooks-Hopmere boundary. However, expansion of employment at selected facilities could require an expansion of the Urban Unincorporated Community (UUC) boundary or development on land outside the boundary as described in more detail in subsequent sections of this report.

Potential Expansion of Local Businesses and Organizations

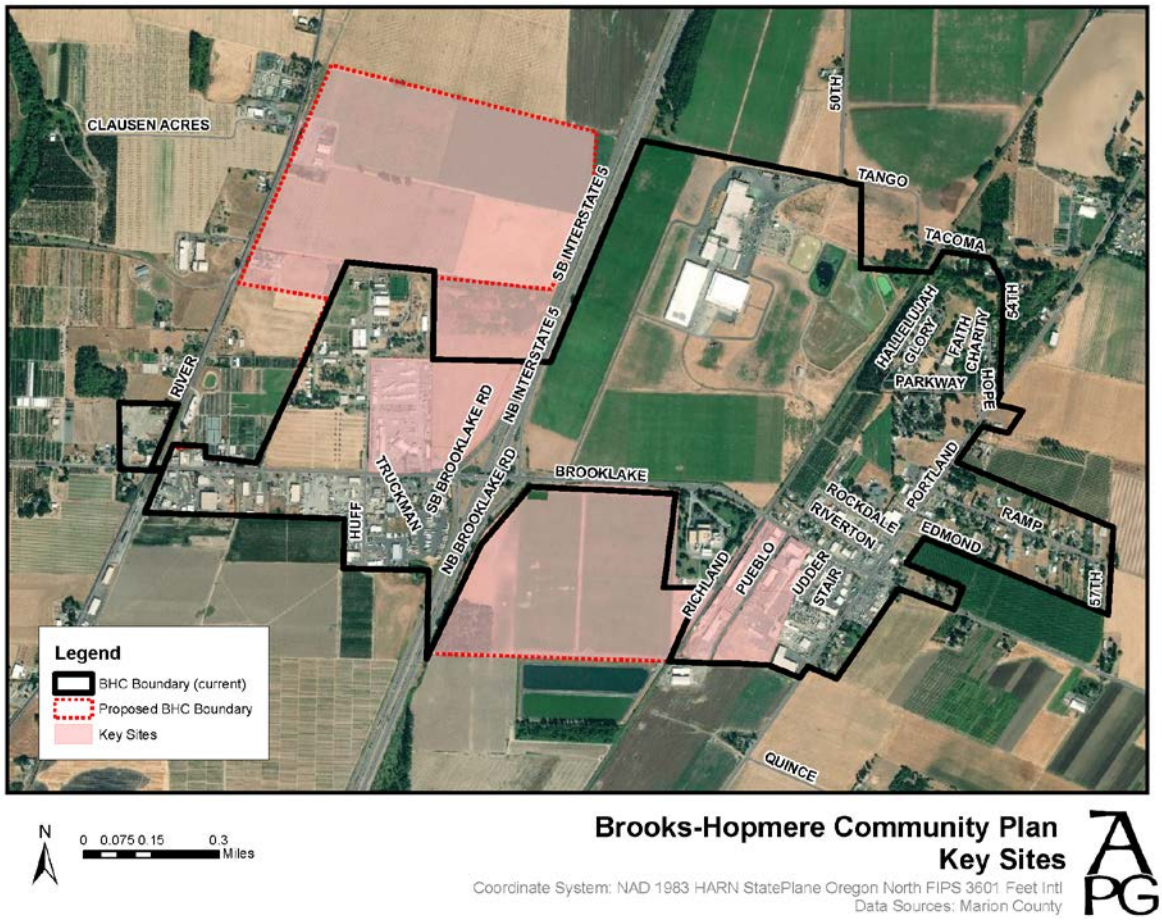
- *Oregon Potato, dba NORPAC* – Before filing for bankruptcy, the agricultural processing facility had over 400 employees. The site was purchased by Oregon Potato, and preliminary information indicates that the company plans to continue to operate and expand the facility's workforce, including shifting and consolidating operations from several other facilities to this site. In the near-term, employment at the facility could expand by about 150 workers. [4]
- *May Trucking* – The freight company continues to grow its 75-acre headquarters in Hopmere and has space available for growth on its site and neighboring parcels. Approximately 200 employees work at their headquarters. Improvements to the adjacent I-5 interchange, coupled with local access improvements, could allow for significant expansion in employment at the site.
- *Chemeketa Community College* – The community college has approximately 500 students and has seen continued success with its various programs. The Chemeketa Brooks campus is the home of the diesel technology education program, as well as the emergency services programs including criminal justice, corrections, law enforcement, fire suppression / prevention, and emergency medical service. The college has opportunities to work with BHC businesses and public entities such as the Marion County Rural Fire District #1 to continue to operate and enhance existing programs and to establish new programs. The site includes several acres of land that can serve potential future expansion needs. It is a core element of the community and has the potential to help further define and enhance the area.

[3] Based on the assumption that there are approximately 2.7 persons per household.
[4] This information has not been directly confirmed by Oregon Potato and may or may not reflect current plans or take into account recent impacts from the COVID-19 pandemic.

- *Curry and Company* – The company is a packing, distribution, and worldwide exporter of fruits and vegetables on an international level, and intends to continue to use their 6-acre facility for its highest and best use. Curry and Company has approximately 40 employees.
- *Pilot Travel Center* – The facility provides services for freight and is located directly off I-5. Their facility serves approximately 35,000 customers a week with about 100 employees.
- *** Note*: The Port of Willamette Group is in the process of developing plans and funding for a major intermodal facility currently set to be placed in Woodburn. During the planning stages of this future study, an opportunity for placement of the facility in the Brooks-Hopmere area was explored (as shown in Figure 5). An intermodal facility, either in Woodburn, or in Brooks-Hopmere, would provide an alternative shipping option for agricultural products and other exports of the area.

Other successful businesses in the community include, but are not limited to, Pacific Stair, Red Steer Gloves, and Beilke Farms. Many of the businesses in the community are focused on services for agricultural production and processing or freight distribution. The mid-Willamette valley is Oregon's number 1 producer of agricultural products and these key industries will continue to be essential to the region and are expected to continue to grow. Additionally, other potential economic growth in the community could include businesses within the existing key industries, such as commercial hemp production and cold storage for perishable agricultural products.

Figure 2. Brooks-Hopmere Community Plan Future Report Key Sites



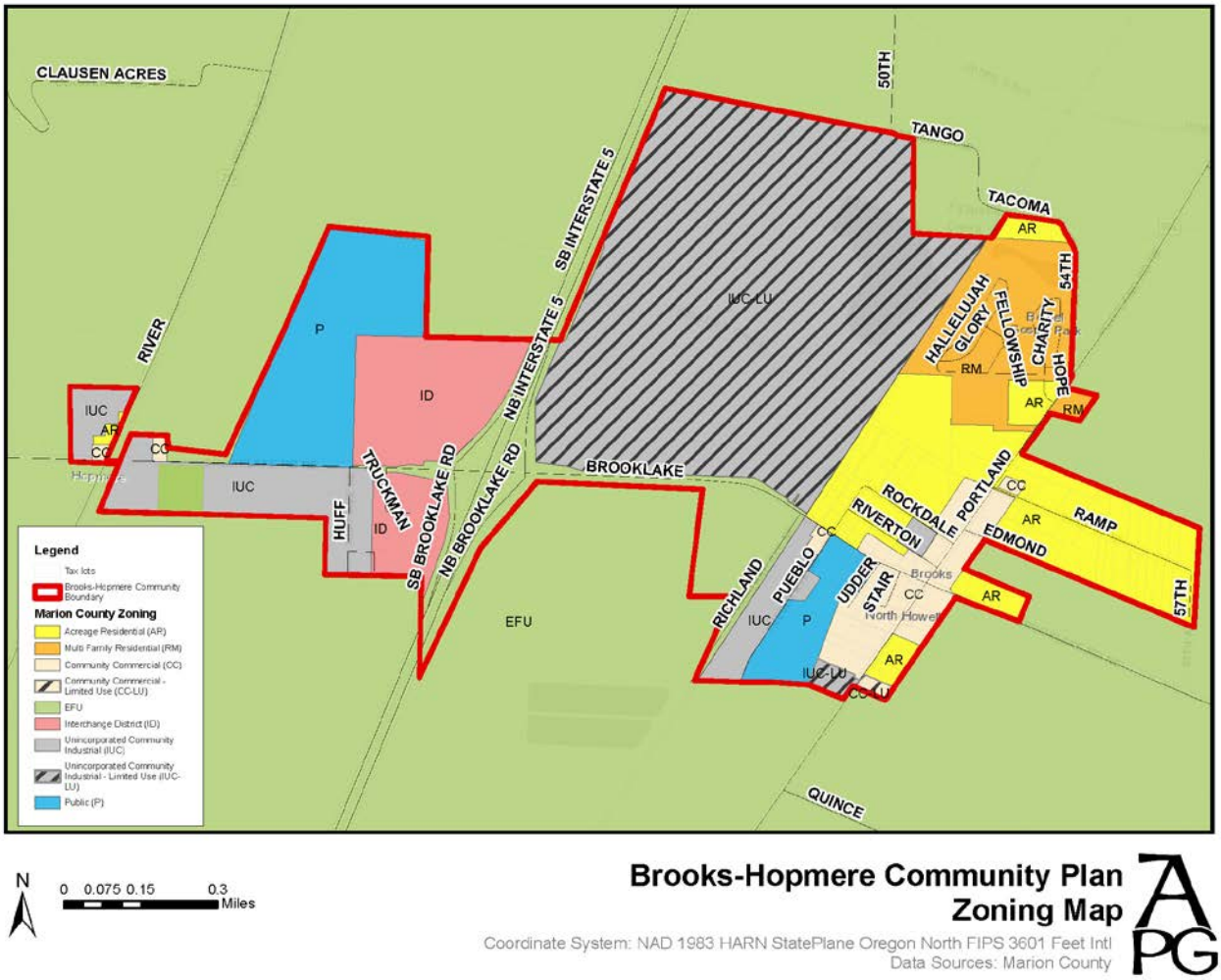
Land Use

Any changes in current land use designations are expected to focus primarily on employment land, which includes areas zoned for commercial, industrial, and public facility or service uses. The completion of this future study included an analysis of several different scenarios for future development based on estimated growth rates, an evaluation of existing conditions, state and local regulations, and conversations with community stakeholders. More information about zoning regulations, the types of limitations they entail, and the review of development scenario impacts can be found in Appendix F – Land Use Development Scenarios, and in the following pages. Residential land is expected to grow at a gradual rate (see Appendix F) and there is adequate land and appropriate allowed uses and development standards to allow for this level of growth. To the extent that future improvements in water and wastewater infrastructure allow for more residential growth, the County could pursue changes in allowed residential development densities or standards; however, that is not the primary focus of future uses based on community feedback.

Potential changes to land use regulations and designations should allow businesses to expand operations on current sites or develop new facilities with limited barriers for permitting and development. At the same time, regulations must continue to ensure that existing or planned and funded water, wastewater, stormwater and transportation facilities are adequate to serve proposed growth and development. Specific types of land use changes to consider include the following:

- Changes to land use overlay zones to remove restrictions on certain properties through the Limited Use (LU) overlay, if the restrictions are not required by state law and do not reflect current conditions or infrastructure capacity in the area. The Limited Use Overlays in the community are shown in Figure 3. If infrastructure updates recommended are built, some performance criteria for LU properties could be removed. Additionally, infrastructure improvements could allow for conditions which would support eliminating the use restrictions on LU properties (i.e. grocery store, offices, warehouses).
- Potential statewide goal exceptions to allow for development on land adjacent to the existing Urban Unincorporated Community (UUC) boundary. A potential boundary expansion could include the Port of the Willamette property and other properties bordering intensive commercial or industrial, is shown in Figure 3.
- Potential statewide goal exceptions to allow extension of public facilities either to adjacent properties or from adjacent municipal systems to BHC.
- Targeted changes to local zoning designations or standards as needed to allow for development of specific uses. Some survey responses recommended more business development be focused on Hwy 99E, rather than residential development. Additionally, maximum building size could be increased to allow more space for businesses in the community.

Figure 3. Brooks-Hopmere Zoning (Current)



Community Spaces

Brooks-Hopmere currently lacks connections between residents, employees of local businesses, and organizations in the community. Community stakeholders have noted that the community would benefit from facilities that improve the social infrastructure of the community and serve the local community – both residents and employees. Examples include a park, community center, or other multifunctional space. The community should work together to identify appropriate locations for one or more such facilities and develop an implementation and funding plan in coordination with County staff. While stakeholders identified this need early in the BHC planning processes, support for this recommendation was mixed among participants in the project's third online survey. Relative support for and specific plans for community facilities should be explored further in subsequent planning phases.

We lost our community when public school sold and left. The only community space where you run into neighbors is the hardware store.

- Stakeholder Interview Response

Figure 4. Examples of Community facilities. Left – Pleasant Hill Community Center, Pleasant Hill, OR. Right - Thatcher Community Park, Forest Grove, OR

Transportation

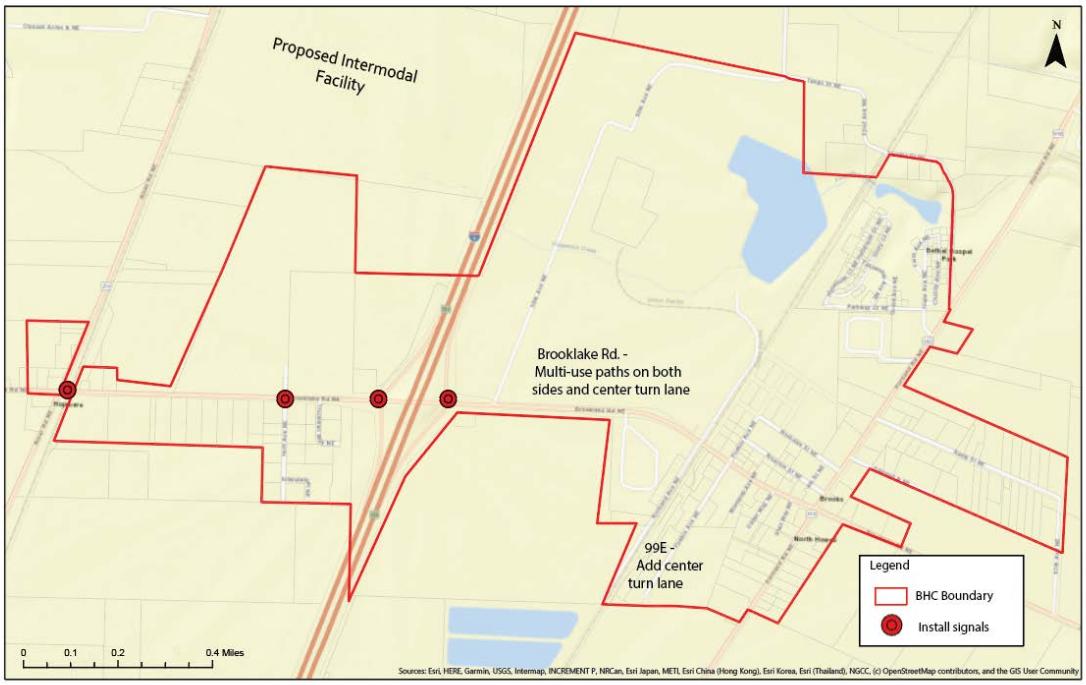
Transportation is at the forefront of community discussion related to changes for the future of the Brooks-Hopmere Community. This future study effort included an analysis of the impacts of various development scenarios on transportation infrastructure in the BHC. More detailed information about traffic forecasts, impacts of growth, and mitigation strategies see Appendix H. Ultimately, the transportation improvements in the community are intended to:

- Improve the function of the I-5 interchange, allowing more efficient and safe access to and from I-5 and Brooklake Road.
- Provide non-vehicular connections (i.e., bicycle and pedestrian) between the Brooks and Hopmere areas and within the individual communities.
- Reduce congestion along major roadways in the community.
- Improve access to properties along Brooklake Rd.

The Oregon Department of Transportation (ODOT) is in the process of planning for future I-5 interchange improvements. The Interchange Area Management Plan (IAMP) project for the Brooks Interchange began in October 2020 and is scheduled to be completed by spring 2022. The ODOT Statewide Transportation Improvement Plan (STIP) does not include funded improvements to the

interchange for 2018-2021 or 2021-2024 but subsequent planning periods may include such improvements.[5] Marion County will continue to work with ODOT and other community partners on the plans for the interchange based on information gathered in this process (i.e., BHC Future Report). The recent Brooklake Road / I-5 Interchange Transportation Study, completed in 2019, recommended the interchange-related improvements shown in Table 1. These recommendations may be superseded by the upcoming I-5 Interchange Area Management Plan (IAMP).

Figure 5. Brooks-Hopmere Recommended Transportation Improvements



[5] Schedule as of August 2020, and is subject to schedule changes in the future.

Table 1. Proposed Interchange-Related Improvements[6]

Intersection	Mitigation
Existing	
Brooklake Road/River Road	Signalize intersection Add northbound and southbound left turn lanes
Brooklake Road/I-5 SB	Widen southbound ramp to allow for two approach lanes Signalize Intersection
Brooklake Road/I-5 NB	Widen southbound ramp to allow for two approach lanes Signalize Intersection
Phase 1 – 2020	
Brooklake Road/Huff Avenue	Add northbound and southbound left turn lanes
Phase 2 – 2022	
Brooklake Road/River Road	Add eastbound and westbound left turn lanes
Brooklake Road/Huff Avenue	Signalize intersection Add westbound and eastbound left turn lanes
Brooklake Road/I-5 SB	Add eastbound right turn lane
Brooklake Road/I-5 NB	Add westbound right turn lane
Phase 3 - 2023	No additional mitigation identified
Phase 4 - 2024	No additional mitigation identified
Phase 5 - 2025	
Brooklake Road/Huff Avenue	Add a second southbound left turn lane
Brooklake Road	Add a second eastbound lane starting at Huff Avenue and dropping off as a right turn only lane at the I-5 southbound ramp

In participating with in the IAMP planning process, it will be important for community and County representatives to consider how any proposed recommendations will support this long-term plan for the Brooks-Hopmere community. The following questions should be addressed as part of the IAMP study:

- Will improvements enhance accessibility and mobility for local businesses?
- Will improvement result in significant or unreasonable costs for local property owners or businesses?
- Will improvements make the area more attractive for future residential development and will this adversely impact traffic levels and associated mobility?

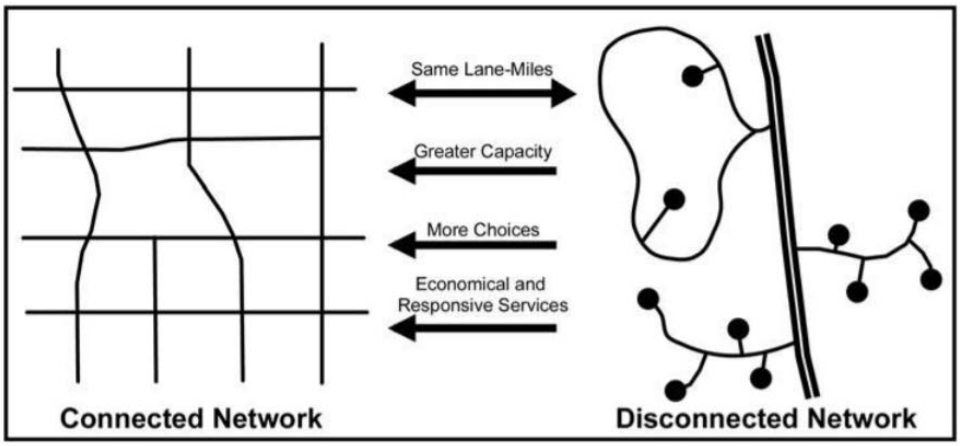
In addition to the Interchange improvements, other transportation improvements are recommended to provide a better functioning transportation system in the future. Those improvements include building a better network of collector streets off of the main thoroughfares of Brooklake, Hwy 99E, and River Rd. for locals to have alternative routes to travel. There are several benefits to a more connected network of the streets in the community (shown in Figure 6), including fewer local trips on major roads and higher overall capacity of the system. Additionally, Brooklake Rd. - the major primary route through the community - should include additional traffic signals and a center-turn lane to allow better access to properties (primarily of businesses) from both directions (east and west). Improvements also should

[6] Source: 2019 Brooklake Road / I-5 Interchange Transportation Study

include enhancements to bicycle and pedestrian facilities, as well as a consistent design for the road through both Brooks and Hopmere to provide a more cohesive visual identity for the entire community.

A comprehensive list of recommended transportation improvements is found in Appendix H. Many of the transportation issues and recommendations meet short-term needs in the community. However, these facilities should be designed and built to serve the community (current and future) for an extended future. For more information see the Appendix H. Development Scenarios Impacts on Transportation memorandum.

Figure 6. Benefits of Street Connectivity [7]



Water

Given the capacity of the current system, including its inability to meet fire flow requirements, widely variable water quality, uncertain ownership and water rights status, and other related issues and challenges, a new water system is needed to meet the vision of the community's future, regardless of the growth scenario. A new water system would consist of a community well (or wells) as its source, or installation of a water storage and distribution system with a neighboring municipality as a wholesale water source. The advantages and disadvantages of each are described in Table 2.

A community water system feasibility study is recommended to provide further direction on the proposed components of the system and associated cost estimates for future improvements.

[7] *Source: http://www.ci.kearney.mo.us/pdf/Attach-to-11-2-15-Agenda-Street-Connectivity.pdf*

Table 2. Analysis of Water Systems

	Community Well(s)	**Connecting to Neighboring Jurisdiction**
Description	Installation of a new well (or network of wells) has the potential to serve a community water system and provide adequate fire flow. A surface water source was not pursued here due to the planning area's distance to local surface water bodies.	A nearby existing municipal water system could provide a water source for a community system. Connection to the City of Keizer's water system appears to be feasible based on preliminary conversations with the City, system capacity, and proximity to infrastructure and the Urban Growth Boundary. There is also the potential to connect to the City of Salem's infrastructure. However, contact was not made with City of Salem staff at this time.
Advantages	• Water source and infrastructure owned by the County / District and not another agency • Capacity to meet fire flow requirements • Capacity to serve BCSD users and additional community members • Enable development or growth in the area • Interconnection with a private system could benefit both systems by providing redundancy	• Allows for a community water system with a source that the County does not have to maintain • Capacity to meet fire flow requirements • Capacity to serve BCSD users and additional community members • Enable development or growth in the area
Disadvantages	• A community well requires initial feasibility investigation, including hydrogeologic investigation, water rights availability, and well siting. • Initial capital investment for new water infrastructure (well(s), pumps, pipeline, meters, valves) • Potential for existing water quality issues to perpetuate with new well if accessing the same aquifer as the CCC well.	• Connection may require incorporation into Salem / Keizer's UGB or going through a statewide goal exception, pending potential increases in density for the area or city policies regarding extension of services. • The County does not own the water source • Initial capital investment for new water infrastructure (pump station, pipeline, meters, valves, potential connections fees to for City of Keizer)

Completion of the recommended feasibility study would provide the County with a better understanding of whether pursuing a community well system or connection to a neighboring system would be best moving forward. For more information on the evaluation of development scenarios and their impact on water infrastructure, including evaluation of alternatives, see Appendix G.

Wastewater

The existing wastewater system serving much of the Brooks-Hopmere community appears to have adequate water to provide for the current system’s demand. However, the existing Septic Tank Effluent Pumping (STEP) system and individual tanks represent a high maintenance cost to the County through

pumping and replacement of aging tanks. This increased maintenance cost is passed on to the community through sewer service rates. This is important to consider when assessing growth to the system and its impact on public works staff and budget. An alternative to maintaining and continuing to expand the existing STEP system is to develop a new gravity-based wastewater collection system. A gravity-based system essentially would be a system of pipes that convey wastewater using gravity from individual homes and businesses to a community wastewater treatment facility. The advantages and disadvantages of gravity system integration are found in Table 3.

A wastewater facility planning study is recommended to fully assess the existing conditions of the system, treatment capacity, and thresholds, as well as to provide cost estimates for future infrastructure alternatives. This study could also evaluate the future expansion of a gravity system that would displace the STEP system. Infiltration and inflow were not accounted for when projecting flows, largely because it is not currently an issue in the pressurized system. It should be considered in planning any gravity-based upgrades to the system in an area with the potential for high groundwater.

Table 3. Analysis of Wastewater Systems

	Gravity-Based Additions	**New Gravity System**
Description	The existing wastewater system could be maintained while any new infrastructure expansion could be through gravity-based infrastructure. Additional infrastructure would include new sewer mains and laterals, with the likely need for lift station(s) or deep pipe placement.	A new gravity wastewater system could be installed to replace the existing STEP system. Infrastructure requirements would include new sewer mains and laterals, lift station(s) or deep pipe placement, and modifications to the wastewater treatment plant.
Advantages	• Avoids the maintenance of additional STEP tanks added to the system • Reduced capital investment required when compared to a new gravity system	• Eliminating STEP tanks would reduce long-term maintenance costs • New businesses or homes would be able to connect directly to the new system, rather than installing and maintaining their own individual STEP tanks.
Disadvantages	• Requires maintenance of a dual system (STEP tanks and gravity) • Without STEP tanks for new connections, influent solids and BOD loading would likely increase, which would necessitate upgrades to the wastewater treatment plant	• Influent solids and BOD loading would increase due to the removal of STEP tanks and likely require expansion of the treatment system • High initial capital investment for new infrastructure

For more information on the evaluation of development scenarios and their impact on wastewater infrastructure, including evaluation of alternatives, see Appendix G.

Broadband Internet Service

Community members have indicated that improved broadband service is needed in the area and is important to the operation and success of their businesses. Marion County is currently engaged in a county-wide initiative to improve broadband in the county to enhance economic development, access to education, public safety, access to healthcare, and overall quality of life through improved livability. The County does not intend to be a broadband provider but rather to help identify barriers to accessible, reliable, and affordable broadband, and to help convene broadband providers to enhance broadband services to underserved areas. As part of this effort, the County is conducting an Economic Broadband Study and has contracted with Magellan Advisors, a broadband consultancy firm, to conduct a study to identify the level and capacity of existing broadband internet throughout the county. Data obtained through the study will be used to identify unserved and underserved areas and to produce a county-wide broadband strategy to improve broadband access, reliability, and affordability, particularly in rural communities. These recommendations will be applicable to the Brooks-Hopmere area and to the implementation of the Brooks-Hopmere Community Plan (see Appendix L) and the community's future. Broadband service providers in the area have indicated a desire to work with the County to determine how to meet enhanced broadband needs in the area.

V. IMPLEMENTATION AND FUNDING

The following is a summary of recommendations to implement the improvements identified previously in this document. These recommendations were determined through evaluation of existing conditions, determination of needs through community outreach initiatives, and the analyses for economic development, land use, transportation and infrastructure as detailed in the appendices and discussed above. The ability and timeline to complete recommendations will primarily depend on available funding and staffing capacity.

Transportation

- Solutions to transportation issues are the highest priority for residents and stakeholders. Existing traffic congestion should be mitigated before allowing, or as part of, new development.
- Participate in the ODOT Interchange Area Management Planning process and its implementation. Recommended actions include:
    - Work with ODOT to appoint one or more community representatives to serve on project advisory committees; participate on committees and other project activities to advocate for improvements that will meet local needs and are consistent with this updated BHC Plan.
    - Ensure that proposed improvements help local businesses maintain adequate access to the interchange and Brooklake Road and create opportunities for future business expansion.
    - Advocate for the inclusion of interchange improvements in the next STIP cycle.

    - Identify a process for continued County and community participation in implementing improvements.
- Consider improvements to Brooklake Road and other County roads in the area as part of the County's Capital Improvements Program (CIP) for transportation projects. In anticipation of constructing future improvements to Brooklake Road, conduct a conceptual design process to identify a proposed cross-sectional design and intersection improvements beyond those identified in the ODOT IAMP process. Incorporate community branding and placemaking strategies in the design process.
- Work with developers and property owners to continue to evaluate improvements needed to support future development. Investigate public / private partnerships to help pay for and implement those improvements.
- Continue to investigate opportunities and apply for other state and federal funding for local improvements.
- Continue to work with the Salem Keizer Area Transportation Study (the regional Metropolitan Planning Organization (MPO) for transportation planning) to coordinate transportation analysis and funding, including opportunities for funding through MPO funded projects.
- Build out the Collector network on all four quadrants of the interchange (at ¼ to ½ mile spacing) to allow alternate access for businesses and developments and to support future access management efforts along Brooklake Road. This will involve utilizing or upgrading existing railroad crossings to relieve pressure on the River Road and OR-99E (Portland Road) intersections with Brooklake Road. Also, expanding the collector and local street connections can enhance local connectivity, particularly as part of the future development of larger properties in the area. Enhance block length and / or pedestrian connectivity standards to meet those objectives, as needed.
- Utilize Union Pacific Railroad and Portland & Western Railroad for freight and passenger transport whenever feasible. Continue to evaluate and potentially pursue rail improvements, including freight improvements that could serve the proposed intermodal freight facility in the area, as well as potential commuter rail facilities.
- Plan for Brooklake Road to be a five-lane section at a minimum, with right-of-way to accommodate 10-foot multi-use pathways on both sides. The future roadway section will be further defined in the upcoming Interchange Area Management Plan (IAMP) and will be aided by the latest traffic forecasts provided by the Salem-Keizer Area Transportation Study (SKATS).
- Install traffic signals and appropriate turn lanes at the following intersections:
    - River Road & Brooklake Road
    - Huff Avenue & Brooklake Road
    - I-5 Southbound Ramps & Brooklake Road (reevaluate when the interchange is reconstructed)
- I-5 Northbound Ramps & Brooklake Road (reevaluate when the interchange is reconstructed). Encourage (with guide signage) east-west pass-through traffic to use the I-5 overpasses at Quinaby Road to the south, or Waconda Road to the north, instead of Brooklake Road.
- A center turn lane on Brooklake Road and OR-99E would improve access for businesses and provide a median refuge for business traffic turning into and out of driveways.

- Minimize impediments to truck travel between I-5 and businesses / developments along Brooklake Road.

Water and Wastewater Systems

- Conduct a feasibility study for the creation of a community water system. At a minimum, the study will need to provide an estimated schedule, the study's goals, and how these goals will be achieved. Beyond this, the study could include the following:

1. Water source
    a. Community Wells
        i. Desktop hydrogeologic survey
            - Research available well pump data
            - Assessment of local aquifers
            - Investigate available water rights through Oregon Water Resources Department (OWRD)
        ii. Establishment of test wells for assessment of water availability and quality
            - Permitting through OWRD
            - Easements as needed
        iii. Water storage
            - Comparison of above ground versus below ground storage
            - Easements as needed
        iv. Water treatment requirements
            - Dependent on groundwater quality
        v. Cost estimate for recommendations
    b. Connection to a Neighboring System
        i. Communication with neighboring cities on viability, receptivity
        ii. Assessment of neighboring systems capacity to provide
        iii. Assess infrastructure required to convey and store water in Brooks-Hopmere
        iv. Identification of path forward in the context of statewide planning goals
        v. Cost estimate for recommendations
2. Distribution System
    a. Estimate population to be served
        i. User demands to be used as basis of design
        ii. Anticipated growth in demands
    b. Extent of infrastructure needed to serve community
        i. Cost estimate for recommendations

- Pending the results of the Water Feasibility Study described above, conduct the following activities:
    - Establish a community water system and infrastructure needed to support it.
    - Identify a funding source to implement the system

  - Establish a schedule for creating the needed funding source and implementing the system

- Conduct a facility planning study for creation of a gravity-based wastewater collection system. The Clean Water State Revolving Fund provides loans for public wastewater system planning. The study results would provide the County with a better understanding of the existing facilities, as well as the best way to transition or upgrade infrastructure. Similar to a water system feasibility study, if the County were to seek funding externally, it would need to communicate the study's objectives and goals. A scoping meeting should occur with County / District staff to better define the objectives and goals of the facilities planning study and whether the study should meet all of the requirements of DEQ's guidance related to a facilities planning study, or define it as a master plan to meet the County / District's own criteria. The study should include information about the following:

  1. Assessment of existing collection system and wastewater treatment plant
     a. Analysis of flows
     b. Condition assessment
     c. Capacity assessment
  2. Anticipated growth
     a. Establish system flows for the basis of design. Use the DEQ method and system specific data to determine existing planning criteria and projected planning criteria.
  3. Alternatives analysis / transitioning to a gravity-based system
     a. Assessment of new infrastructure needed (i.e. lift stations, gravity mains)
     b. Ability to phase a transition
     c. Upgrades needed at the wastewater treatment plant
  4. Development of a capital improvement plan
     a. Long-term plan for infrastructure changes
     b. Establishment of system development charge (SDC)
     c. Assessment of user rates
     d. Evaluation of staffing impacts

- Pending the results of the Wastewater Planning Study described above, conduct the following activities:
  - Determine path forward in establishing a gravity-based wastewater collection system based on relative costs and benefits and potential viable funding sources and administrative capacity.
  - Identify and pursue a funding source to implement the system.
  - Establish a schedule for creating the needed funding source and implementing the system.

For more information see Appendix G. Water and Wastewater Future Infrastructure Summary memorandum.

Land Use / Community Facilities

Short and Medium Term (5-20 years)

- Conduct a land development scenario economic opportunities analysis and / or feasibility study to help assess the feasibility of expansion of existing uses and the creation of new uses within the study area, as well as potential opportunities and impacts associated with any future additional residential development. Study will serve to assist in process to determine opportunities for expansion of the Urban Unincorporated Community (UUC) boundary. Coordinate this work with the water and wastewater feasibility studies identified previously.
- Work with business owners to establish a local business owner's organization to provide a way to easily check-in with the business community as the community vision moves forward. Schedule regular meetings with this group and County Economic Development staff.
- Amend the Limited Use Overlays on several properties to allow a wider variety of uses on those sites; these efforts must still be consistent with state requirements and restrictions on selected land uses.
- Pursue land use actions such as statewide planning goal exceptions to allow some of the major properties to house new or expanding businesses. For these properties to develop to the proposed capacity, they would need to be included in the BHC boundary or rezoned to commercial or industrial use designations. Specific actions would include:
    - Evaluate the potential to expand the BHC boundary if permissible by state law through a goal exception process, or annex into a neighboring City (most likely Keizer due to the proximity of the two areas).
    - Rezone and allow infrastructure to be extended to the added Exclusive Farm Use (EFU) properties through a goal exception process, including exceptions to Goals 3, 11, and 14, assuming those goal exceptions would be required to extent or expand infrastructure facilities or services.
- To the extent that there is a demand for more housing or higher density forms for housing and community water and wastewater systems are adequate to accommodate it, the County should consider allowing increased residential density on residentially zoned parcels in the BHC through the revision of the minimum lot sizes permitted.
- Work with community members to further assess the demand for the creation of one or more publicly or privately owned and maintained gathering spaces, and appropriate location through evaluation of both the Brooks & Hopmere areas. If there continues to be strong support this type of facility, develop a plan for its creation, including strategies related to ownership, funding, and maintenance through public or private community-based efforts or some combination thereof. Potential opportunities could include:
    - Use of a section of the southern portion of the Antique Powerland site (close to Brooklake Road) for a small neighborhood park.
        - Discuss opportunities with Antique Powerland staff and board members.
        - Discuss site needs and County and state grant funding opportunities.

        - If discussions result in a plan to move forward, prepare a site Master Plan, and pursue further implementation as funding becomes available.
    - Partner with Chemeketa Community College to create a small public plaza on their campus.
        - Determine whether Chemeketa Community College has an interest and ability to partner in this effort.
        - Identify site planning needs and funding opportunities, including in-kind funding from local businesses.
        - If there is interest in a proceeding, prepare a site plan, and pursue further implementation as funding becomes available.
- Identify other possible sites where vacant portions of sites could meet this need; examples of large sites include the NORPAC and Covanta facilities, as well as the former elementary school site in Brooks.

Longer Term (20+ years)

- Determine potential community support for and benefits of long-term changes in the governance structure of the area, such as incorporation, annexation or establishment of one or more County Special Service Districts (see Section VI for more information); if support is warranted, conduct the following steps:
    - Further document benefits, challenges, and actions needed to proceed.
    - Coordinate with other essential community partners (e.g., County Board, City of Keizer or Salem, etc.).
    - Identify and enlist the support of one or more local “champions."
    - Develop an action plan for proceeding with a given option.
    - Implement the action plan in coordination with local community members.

Funding

Paying for the infrastructure needed to support the vision described in this document will be a formidable task. This will include both paying for capital improvements and their continued maintenance, as well as operation and repair over the long term. It is unlikely that existing revenue sources or funding programs will be adequate to pay for the bulk of the improvements identified. In the long term, creating additional funding sources through new governance structures likely will be required. At the same time, the County and local community members should move forward to pursue the following funding mechanisms to create incremental improvements in the area that will move the community closer to achieving its vision. Those sources include:

- County funding for capital improvements, consistent with the County's Capital Improvement Plan (CIP) and other budgeting processes.
- Metropolitan Planning Organization (MPO) funding of transportation improvements through Salem-Keizer Area Transportation Study (SKATS).
- State funding for I-5 interchange improvements.
- State and federal grants for other transportation, wastewater, water, broadband, or park facilities.
- Engage with local broadband fiber internet providers to identify business opportunities.

- In-kind donations of materials and labor from local businesses and / or other organizations. For example, the Oregon National Guard provides labor to help construct public facility improvements in smaller communities around the state.
- Developer-funded improvements as needed to provide adequate public facilities or services to their sites.

VI. LOOKING EVEN FURTHER INTO THE FUTURE

The previous section of this report describes a variety of actions that can be undertaken within the next 10 to 20 years to achieve the vision for the community outlined in this study. Looking in the longer-term future, beyond 20 years, today's infrastructure and local governance systems are unlikely to effectively meet those demands, and significant funding is needed to achieve the vision. Several options to implement the vision, a description, and an evaluation of the opportunities and constraints for each are found in Table 4 below. Initial community feedback on these options, gathered as part of the project's third online survey, indicates that a majority of people who commented prefer the County Special Service District option described below. Further assessment of and recommendations about the most appropriate option should be part of subsequent planning phases.

Table 4. Potential Governance Structures for Brooks-Hopmere Community Infrastructure

	Incorporation	**Annexation**	**County Special Service Districts**
Description	Brooks-Hopmere could incorporate to become its own City with a tax structure, staff, and governing body (i.e., City Council).	Brooks-Hopmere could be annexed (added) into the neighboring cities of Keizer and / or Salem (most likely Keizer due to the proximity of the two areas). The community would be subject to the City's taxes and decisions from the City's decision-makers.	The County could establish one or more County Special Service Districts to create a funding mechanism to pay for the construction and maintenance of future infrastructure improvements in the area.
Advantages	• Provides consistent funding source from taxes instead of being coupled with all unincorporated areas in Marion County (for budgeting purposes). • Allows the community to govern themselves as they see fit.	• The process for annexation is established.[8] • Regulations and tax structures in place, and therefore doesn't require an extensive process to establish new tax rates, governing bodies, or administrative departments and associated procedures.	• Allows a similar governance structure as the current one to continue (limited local involvement, with County Board responsible for decision-making) while creating additional funding capacity for the community's infrastructure improvements (transportation, water, wastewater, or parks).
Disadvantages	• Long, complicated, and expensive process. • Subject to objections by neighboring cities. • Requires a vote from the majority of Brooks-Hopmere residents. • Requires creation of new tax rates, governing bodies, and administrative departments and associated procedures. • New city must provide for development at urban densities.	• With natural growth, it will take many years for neighboring jurisdiction boundaries to reach Brooks-Hopmere. • Subject to the existing city taxes and regulations. • Representation for the Brooks-Hopmere community would be incorporated into City decision-making process; however, it would have less ownership / stake in decisions than the alternative structures.	• Requires petition and vote by property owners within the boundary. • Requires preparation of one or more district master plans and budgets to guide future funding decisions. • County Board needs to support the establishment of district(s) and expanded duties to manage the district(s).

[8] Under the assumption that the annexation process follows the conventional processes that require adjacency to urban growth boundary / city limits.

VII. CONCLUSIONS

Brooks Hopmere is and should continue to be a thriving business community, with complementary public uses that provide employment opportunities and services to the residents of the Brooks-Hopmere community, the surrounding regions, and travelers along I-5. It plays a significant role in the economy of Marion County and the mid-Willamette Valley. However, the community is not without its challenges and a variety of strategies are recommended in this Plan to help the community address these issues and thrive well into the future. Among those recommendations, the four following strategies are anticipated to have the highest impact for the community.

- **Participate in the Interchange Area Management Planning process** and advocate for the community's needs. The Oregon Department of Transportation (ODOT) is in the process of planning for future I-5 interchange improvements. The Interchange Area Management Plan (IAMP) process began in October 2020 with the intention for completion of the planning process in spring 2022. Strong, effective participation in this process by members of the BHC will be essential to ensuring that any proposed recommendations will support this long-term plan for the Brooks-Hopmere community. Community members should advocate for the following objectives:
    - Improvements should enhance accessibility and mobility for local businesses.
    - The project should not result in significant or unreasonable costs for local property owners or businesses.
    - To the extent that improvements make the area more attractive for future residential development, such development should not adversely impact traffic levels and associated mobility for local businesses and institutions.
- **Conduct Community Water System and Wastewater System Feasibility Study**. The BHC Future Study evaluated the existing water and wastewater systems and recommends a number of actions to improve them. The first step in that process will be to assess the feasibility and cost of development of new water and wastewater systems. A new water system would consist of a community well (or wells) as its source, or installation of a water storage and distribution system with a neighboring municipality as a wholesale water source. A new wastewater system would be a more traditional gravity-based collection system. The feasibility studies will evaluate these components, their costs, and the process for implementing them in more detail.
- **Land Use Regulations and Boundary Review**: The BHC future study reviewed the county and state land use regulations impacting the BHC and recommends short and longer term actions to assist the community in meeting its vision. In the short term, land use overlay zones should be reviewed to remove restrictions on certain properties through the Limited Use (LU) overlay, if the restrictions are not required by state law. Into the future, a land development scenario economic opportunities analysis and / or feasibility study should be performed to help assess the feasibility of expansion of existing uses and the creation of new uses within the study area, as well as potential opportunities and impacts associated with any future additional residential development. Study will serve to assist in process to determine opportunity for expansion of the

Urban Unincorporated Community (UUC) boundary and / or opportunities for statewide goal exemptions. This work should be coordinated with the water and wastewater feasibility studies identified previously.

- **Create a structure for community advocacy and representation**. In the long-term, some type of formal governance structure will be needed to fully implement the BHC vision. This may include incorporation as a separate city, annexation to another city (Keizer or Salem), or creation of a County Service District. In the shorter term, members of the community should work with the County to establish some type of local committee or other group that can collectively advocate for the area's future.

Future Report

Volume II - Appendices

Brooks-Hopmere Community Plan

October 2021

Marion County
OREGON

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VOLUME II – APPENDICES

Appendix A
Unincorporated Community Overview

Brooks-Hopmere Community Plan
Unincorporated Community Overview Memorandum

DATE	October 16, 2019
TO	Brooks-Hopmere Community Plan (Phase I) Project Team
FROM	Matt Hastie, APG Emma Porricolo, APG
CC	

I. Introduction

The Brooks-Hopmere Community (BHC) is a designated Urban Unincorporated Community (UUC), established by the Marion County Comprehensive Plan and the original Brooks-Hopmere Community Plan (2000). The purpose of this memorandum is to provide an overview of the state requirements for UUCs, which fall under the Unincorporated Communities Rule adopted in the Oregon Administrative Rules (OAR) Chapter 660, Division 22 in 1994. Further, this memorandum seeks to provide a better understanding of the state statues and their implications by summarizing experiences with growth and development in other UUCs through exploration of several case studies. Those findings inform a summary of implications for the Brooks-Hopmere UUC, which will establish parameters for future exploration of land use development scenarios as a part of the Brooks-Hopmere Community Plan Update Phase I.

II. State Requirements

OAR Chapter 660-022 establishes the provisions for UUCs. A UUC is one type of unincorporated community; the others include rural community, rural service center, and resort community. Pursuant to OAR 660-022-10(9) the definition of an UUC is an unincorporated community which meets a set of characteristics detailed in OAR 660-220-0010. The set of defining characteristics of an unincorporated community and successively a UUC are described below.

A community can be designated an **unincorporated community**, given it meets the following criteria:

- Consists of lands primarily subject to Statewide Planning Goal exceptions for Goal 3 (Agricultural Lands), 4 (Forest Lands) or both; exception lands are primarily areas that have been zoned for rural residential, commercial or industrial development;
- It is outside an urban growth boundary or incorporated city; and
- It is found on the Department of Land Conservation's and Development's 1997 Survey of Oregon's Unincorporated Community or acknowledged as a rural community or service center.

A community can be designated an **Urban Unincorporated Community**, given it meets the criteria for an unincorporated community, listed above and the additional following criteria:

- Includes at least 150 permanent residential dwelling units;
- Contains a mixture of land uses, including three or more public, commercial, or industrial uses;
- Includes areas served by a community sewer system; and
- Includes a community water system.

The BHC meets the criteria above and was designated an Urban Unincorporated Community in the Brooks-Hopmere Community Plan and the Marion County Comprehensive Plan in 2000.

The boundary of the BHC was established in the Brooks-Hopmere Community Plan (2000). Pursuant to OAR 660-022-0040(2), the existing boundary cannot be expanded since it is located within 10 miles of the City of Keizer's Urban Growth Boundary. Additionally, the areas surrounding the existing boundary are designated for exclusive farm use (EFU). Rezoning these EFU areas would require an exception to the statewide planning goals. Historically, some parcels in unincorporated areas received goal exceptions to allow them to be developed for non-farm or forest uses as part of the unincorporated community formation process (i.e. NORPAC property).

Within the boundary that delineates the UUC the following types of development are permitted – residential, industrial, commercial, and hotel/motel. However, these uses are limited by provisions of OAR 660-022-0030. Based on those provisions the following various types of development permitted in the BHC are the following:

- **Residential development** is permitted.
- **Industrial development** is subject to the provisions of OAR 660-022 -0030(3). The provisions allow development of industrial uses given various requirements.
    - New or expansion of existing industrial uses are permitted, provided they meet one or more of the following use criteria:
        - A use related to agricultural or forest lands, as authorized under Goal 3 (OAR 660-015-0000(3)) and Goal 4 (OAR 660-015-0000(4)).
        - A use that is an expansion of an existing use as of 1994.
        - It is a small scale, low impact use.[1]
        - Uses that require proximity to rural resources, as defined by 660-004-002(3)(a)
        - A new use that will not exceed the capacity of water and sewer service available to the site as of 1994.
        - A new use more intensive that those previously mentioned may be permitted given they can provide necessary employment for the area that is coordinated with neighboring UGB and rural area employment.
        - Development of an industrial use of accessory uses on an abandoned or diminished industrial mill site[2] that is zoned for industrial use.
- **New commercial development** is required to meet the following criteria:
    - Uses authorized under Goals 3 and 4

[1] Small scale, low impact industrial use in the case of BHC is defined as, "one which takes place in a building or buildings not exceeding 60,000 square feet of floor space."
[2] Abandoned or diminished industrial mill site is defined in ORS 197.719

- Small scale, low impact uses[3]
- Uses intended to serve the community and surrounding rural area of travel needs of people passing through the area.

- **Development of new hotels or motels** are permitted, given they are served by a community sewer system. Based on the conditions of the BHC a new hotel or motel in the area is limited to 35 units.

Other limitations of the Section 660-022-0030 of the Oregon Administrative Rules require that expanded uses in the community do not adversely affect agricultural or forest uses in the area and a consistent with the identified capacity and level of service for transportation facilities serving the community (OAR 660-012-0060(10)(a) through (c).

These requirements in practice in communities similar to Brooks-Hopmere are examined in the following section.

III. Case Studies

A. Urban Unincorporated Communities

There are a number of UUCs found around in Oregon. In 1993 the Department of Land Conservation and Development (DLCD) conducted a survey of unincorporated communities to develop and understand their number and location, before the administrative rule for unincorporated communities was drafted in 1994. The list includes all unincorporated communities in Oregon, which shows the span and diversity of unincorporated communities across the state. For a community to be designated a UUC the County had to designate the communities as a UUC. Given the nature of urban unincorporated communities, a significant amount of the information presented below was provided by conversations with planners of various jurisdictions, consultation with the Oregon Planners Network, and work previously conducted by Angelo Planning Group.

Some notable UUCs around the state of Oregon include the following (list is broken down by county):

- Deschutes – Sunriver
- Wasco – Tygh Valley
- Jackson - White City
- Tillamook – Pacific City, Oceanside
- Lane – Dexter Lake
- Clackamas – Government Camp
- Douglas - Glide, Green, Dillard, Winchester Bay
- Coos – Charleston

Further research indicated that these UUCs are unique, and few have a similar make-up in terms of land uses, proximity to urban areas and interstate highways, or other characteristics in comparison to Brooks-Hopmere. However, the list includes some growing UUCs that face similar challenges in development, governance, and infrastructure. Several communities were examined in-depth to understand their experiences with the UUC designation. Descriptions of those communities are below.

[3] For this section Small scale, low impact commercial use is defined as, “one which takes place … a building or buildings not exceeding 8,000 square feet of floor space.”

Government Camp Village is a mountain community in Clackamas County which has seen significant development during the past 10 years. There have been numerous planning efforts to formalize the community to encourage the development including formation of a Community Planning Organization and adoption of an urban renewal district and sanitary district. Similar to Brooks-Hopmere, Government Camp is surrounded by protected natural areas which create limitations on expansion of the boundary growth. The community had a discussion and vote on incorporation in 2010. However, incorporation did not occur, and development has continued.[4]

Clackamas County has adopted a unique governance structure known as hamlets, and villages within some unincorporated communities, such as Government Camp. This structure allows communities to have discussions regarding community issues and make recommendations to the County as advisory boards to the County Board of Commissioners. This citizen engagement in hamlets or villages is typically through Community Planning Organizations (CPOs). According to Clackamas County, "CPOs involve citizens in land use planning and provide a recognized communication link between citizens, community groups, service districts, and county, state and federal agencies." Hamlets and Villages with a CPO may undertake the following activities: community-building, representation to other jurisdictions, economic development, park and trail planning, downtown beautification, maintenance, community development, strategic planning and land use review.[5]

White City is an urban unincorporated community in Jackson County. According to the Jackson County Comprehensive Plan, "White City area is comprised of a broad range of urban residential, commercial and industrial land uses. The area functions as one of the two major County employment centers, with a vast array of light to heavy manufacturing activities." The White City Community Plan has not been updated since 2003; however, there have been other planning efforts in the community, including the adoption of a Transportation System Plan and continuation of the urban renewal district. The community has a full range of public facilities and services such as sewer, water, telephone, gas, electricity and schools. Police and fire protection are provided by Jackson County and Central Point Rural Fire Protection District.[6]

Furthermore, discussions of development in White City have been a part of Regional Solutions (RS). The RS process seeks to take advantage of a statute that provides for some regional flexibility in application of the State of Oregon land use rules, provided the plan will meet the Statewide Planning Goals and all statutory requirements. Alternatively, the community has discussed incorporation in the past. The 2005 White City Transportation System Plan stated that the TSP was created in anticipation of the future incorporation of White City.[7]

La Pine is a city located in Deschutes County. However, before it was incorporated in 2006, La Pine was a UUC. Prior to incorporation, La Pine had notable density of residential housing and two commercial areas. Ultimately the driver of density and development in La Pine came from Regional Solutions in order to address poor groundwater quality. This eventually led to incorporation of the area to allow for creation of wastewater treatment facilities and subsequent development at urban densities.

[4] Oregonian/Oregon Live, Government Camp Incorporation Measure Fails. 2010. Available at: https://www.oregonlive.com/clackamascounty/2010/05/government_camp_election_resul.html
[5] Clackamas County, Hamlet and Villages. Available at: https://www.clackamas.us/community/handv.html
[6] City of Medford vs. Jackson County; Oregon Court of Appeals: 1982. Available at: https://casetext.com/case/city-of-medford-v-jackson-county
[7] White City Transportation System Plan (2005). Available at: https://www.oregon.gov/ODOT/Planning/TPOD/tsp/city/white_city_tsp_2005.pdf

Pacific City is a UUC in Tillamook County. It is a small beach town, which primarily consists of second homes. The community has many services to provide a variety of services through the community, including the Pacific City Joint Water-Sewer Authority, a Citizen Planning Advisory Committee (CPAC) for Pacific City, a Lighting Committee, and Land Use Committee. The CPAC reviews all applications that require public notice and provide recommendations to the Board of Commissioners. The CPAC can represent effectively local needs and concerns to County decision-makers, and members can help explain complex planning issues to the public. The CPAC communicates and coordinates with activities with the community's service providers - Pacific City Water – Sewer Authority (JWSA), Nestucca Rural Protection Fire District, Nestucca Valley School District, and civic organizations - to facilitate effective citizen participation in the County's land use planning process

In the Pacific City/Woods Community Plan (1999) established the community as a UUC and set a vision for growth in the community – "grows deliberately (slowly, moderately) and thoughtfully, so it retains its unique characteristics, natural environment, and livability." Later, the community's perception of existing conditions and preferred vision were gathered through a community survey in 2009. Results of the survey revealed there was still a desire for slow growth in the community, fast growth was one of the top five concerns identified in the survey and the community was not interested in expanding the water and sanitary service boundaries. As of 2017, no growth was proposed for the community. However, the County planning efforts have identified the potential for growth and accompanying infrastructure needs. Improvements to the community's wastewater treatment plant received USDA Rural Development funding and planning is underway to accommodate maximum buildout in Pacific City. [8] However, maximum buildout does not align with the current community vision.

B. Other Comparable Communities

There are a few other similar unincorporated communities to Brooks-Hopmere, however they do not contain the same designation of an UUC. See descriptions of these examples – Umatilla County and Odell - below.

Umatilla County has a comparable example of an unincorporated community with majority industrial and commercial uses – the Highway 395 corridor between Hermiston and Umatilla. The area is not incorporated, nor does it have an unincorporated community designation, rather it has a Statewide Goal Exception to Goal 14 (Urbanization) dating back to 2004. Significant changes in level of development have not been proposed recently. The utility services in the area continue to be on rural systems. The corridor is sandwiched between two UGBs – Hermiston and Umatilla. It is anticipated urban services may eventually be provided by annexation or through goal exceptions to provide the area with water and/or wastewater services from one of these cities. For example, our firm recently prepared an application for an exception to statewide goal 11 to allow the City of Umatilla to provide water and wastewater services to development in that area. While this is not an example of a similar unincorporated community, it does represent an effective partnership between local and state agencies to meet commercial and industrial development goals within an unincorporated area. From a process

[8] Oregon Coast Alliance. Pacific City and the Struggle for the Community's Future. Available at: http://www.oregoncoastalliance.org/habitat-protection/pacific-city-and-the-struggle-for-a-reasonable-wastewater-plant-upgrade/

and partnership standpoint, it may be a relevant example to examine further during the implementation strategy phase of the Brooks-Hopmere effort.

Odell, located in Hood River County, is another comparable community. The Odell community has approximately 2,255 residents[9] and has a significant number of industrial and commercial uses to support its surrounding agricultural businesses. Odell previously began the process of deciding to designate as an UUC, however that decision was eventually stalled by failure to reach consensus in the community and between the county and state regarding the proposed boundary and zoning designations. Currently, the lack of designation precludes increased density for residential development. However, similar to BHC, once the boundary is established in cannot expand due it's close proximity (within 10 miles) to Hood River without going through a statewide goal exception process.

IV. As revealed by the case studies described above, there are few comparable communities to Brooks-Hopmere in terms of community character and designation. Where similarities did exist, they have provided insight on possible implications for the BHC as described below. *Implications for Brooks-Hopmere*

Based on the state statues for unincorporated communities in the UCR, specifically for UUCs, and the information gathered from case studies, the following implications for the Brooks-Hopmere community have been identified.

Development in BHC is limited to the existing boundary, and therefore must be new development on available lots or infill / redevelopment of existing lots. New development also must be consistent with state requirements for the size and type of residential, commercial, or industrial uses described in this memo. Based on these requirements there are limited circumstances / types of development that would meet all the criteria, which may not align with the development potential the County or community residents, property owners or businesses envision for the area. Case studies have shown the State's prescriptive requirements for UCC's have created barriers, limitations, and hesitation for adoption of UUCs throughout the state. Furthermore, the lack of similar examples of UUCs that have experienced significant development speaks to the difficulties and constraints of UUCs. Any desired development that is not consistent with State standards would require changes in administrative rules or statutes and/or an exception to statewide planning goals. Based on these findings, creative solutions must be pursued to allow any significant changes to the Brooks-Hopmere Community. A key question to explore in the following stages, is there other governance options that could be used to allow for or promote more development?

In addition to the conclusions made from this analysis of UUCs, there are other potentially limiting factors to development / change in the area that will be addressed in later stages of this project, specifically during the land use scenario analysis. Some other limiting factors include zoning requirements and infrastructure capacity.

A common theme found in the case studies explored in this memorandum is the adoption of a citizen advisory committee to provide more community involvement and ownership of changes that occur in the community. This approach could be a good asset to the Brooks-Hopmere community, especially if significant changes are expected in the future.

[9] Source: 2010 U.S. Census

V. Conclusion

Given Brooks-Hopmere Community's UUC designation and the applicable State statues, development potential in BHC is limited to the existing boundary. Exploration of other UUCs around the state show communities face similar hurdles with development, governance, and meeting infrastructure needs. A complete analysis of development potential, and analysis of additional potentially limiting factors will be explored in Task 6, Land Use Scenarios Development.

Appendix B
Economic Development Conditions

Brooks-Hopmere Community Plan

Economic Development Conditions Baseline Summary

DATE	October 16, 2019
TO	Brooks-Hopmere Community Plan (Phase I) Project Team
FROM	Matt Hastie, APG Emma Porricolo, APG
CC	

I. INTRODUCTION

The Brooks-Hopmere Community (BHC) is a unique unincorporated community that includes a range of existing commercial and industrial uses. The community is considered to be an underutilized resource from an economic development perspective given its proximity to I-5, current conditions and availability of land. Additionally, there are a significant number of residents in the area, with an approximate population of 800 people who help support local businesses within the BHC. The BHC has the largest population of all unincorporated communities in Marion County. Furthermore, BHC's location, neighboring the Keizer Urban Growth Boundary, provides potential for more residential and mixed-use development to be located near and support businesses within the BHC.

This memorandum explores economic development conditions in the Brooks-Hopmere Community and identifies options for the future economic opportunities. The information in this memorandum will provide the basis for considering future land use scenarios that take advantage of economic development opportunities in the planning area.

Information presented in this memo was sourced from available public documents and an initial discussion with a representative from SEDCOR. Stakeholder interviews with residents, keys businesses, and other stakeholders in BHC will be completed in the upcoming months. Future versions of this memorandum will reflect new information shared by stakeholders.

II. COMMUNITY OVERVIEW

A. Demographics

To understand economic conditions of a community, it is crucial to first understand the characteristics of the community. Available information on community characteristics for the BHC planning is found in U.S. Census data. However, U.S. Census data boundaries do not align with the BHC boundary, which was established through the adoption of the Brooks-Hopmere Community Plan (2000). The U.S. Census Bureau defines Brooks as a "Census Designated Place (CDP)." [1] However, as shown on Figure 1, the Brooks CDP differs from the Brooks-Hopmere Community boundary. This census boundary is smaller and excludes a number of parcels west of I-5. Beyond the Brooks CDP, the next level of available census data is block group data. The BHC spans two block groups -Marion County Tract 25.02, Blocks 1 and 2 - referred to as the Greater Brooks-Hopmere Area for the purposes of this memorandum. Additionally, Marion County metrics can provide context and comparison to regional demographics. The boundaries of each data set are shown in Figure 1.

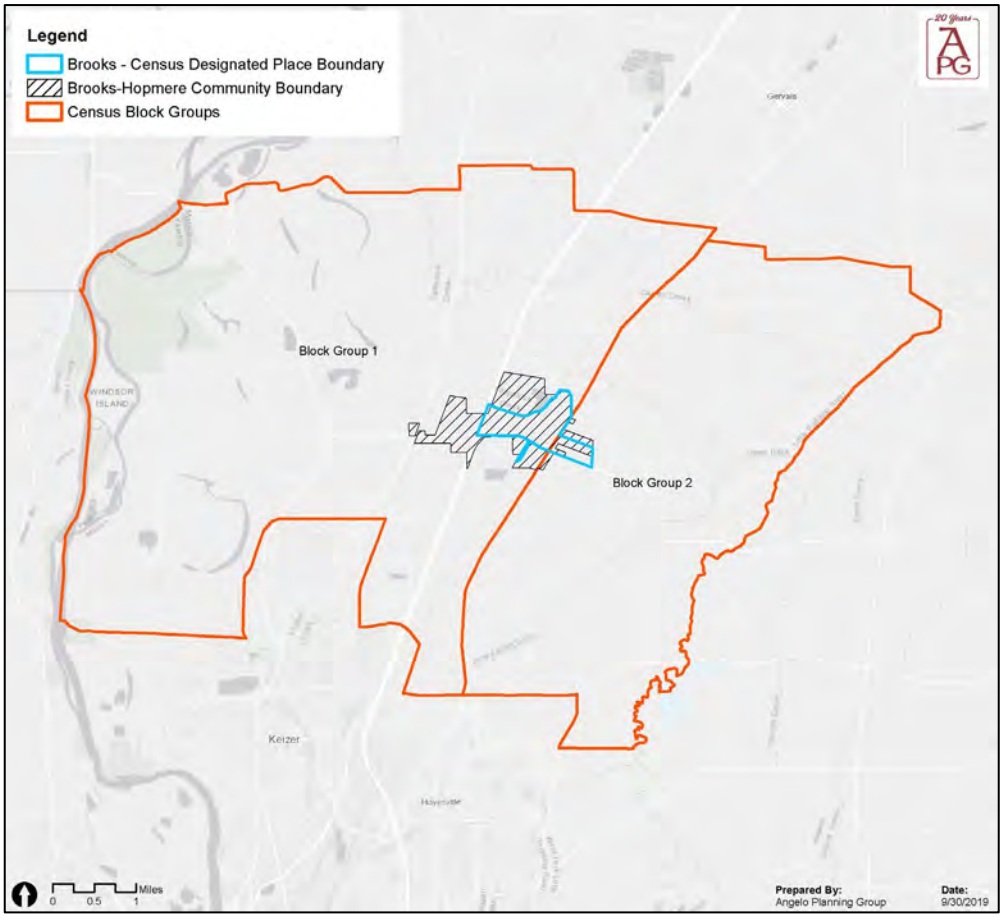


Figure 1. Census Data Sources Mapped

[1] According the Federal Register, "census designated places are statistical geographic entities representing closely settled, unincorporated communities and identified by name".

The following table (Table 1) presents census information on the demographic characteristics of the Brooks CDP, the Greater Brooks-Hopmere Area, and Marion County.

Table 1. Demographics of Brooks, the Greater Brooks-Hopmere Area, and Marion County.

Data Point	Brooks CDP	Greater Brooks-Hopmere Area – Marion County, Census Track 25.02		Marion County
		Block 1	Block 2	
Population				
Population	791	1,926	2357	330,453
Population Over 18	518	1,323	1,992	246,991
Median Age	27.1	34.4	49.0	36.2
White	61.8%	90.8%	95.5%	88.4%
Hispanic or Latino Origin	38.2%	32.9%	28.8%	26%
Other Race	0%	7.4%	6.2%	4.8%
Housing				
Housing Units	227	681	923	124,317
Vacant Housing	0	23	8	8,240
Owner Occupancy	62%	42.6%	12.3%	59.8%
Employment				
High School Education or Higher	81.4%	Not available	Not available	84.9%
Population with a College Degree	40.8%	Not available	Not available	19.4 %
Median Household Income	$59,152	$58,571	$52,303	$53,828
Individuals Below the Poverty Line	15.0%	Not available	Not available	15.9%
Civilian Labor Force	357	899	1,124	84.9%
Unemployment	0%	8.2%	3.2%	4.2 %

Source: American Community Survey 5-Year Estimates - U.S. Census Bureau

A few key differences in between the areas are:

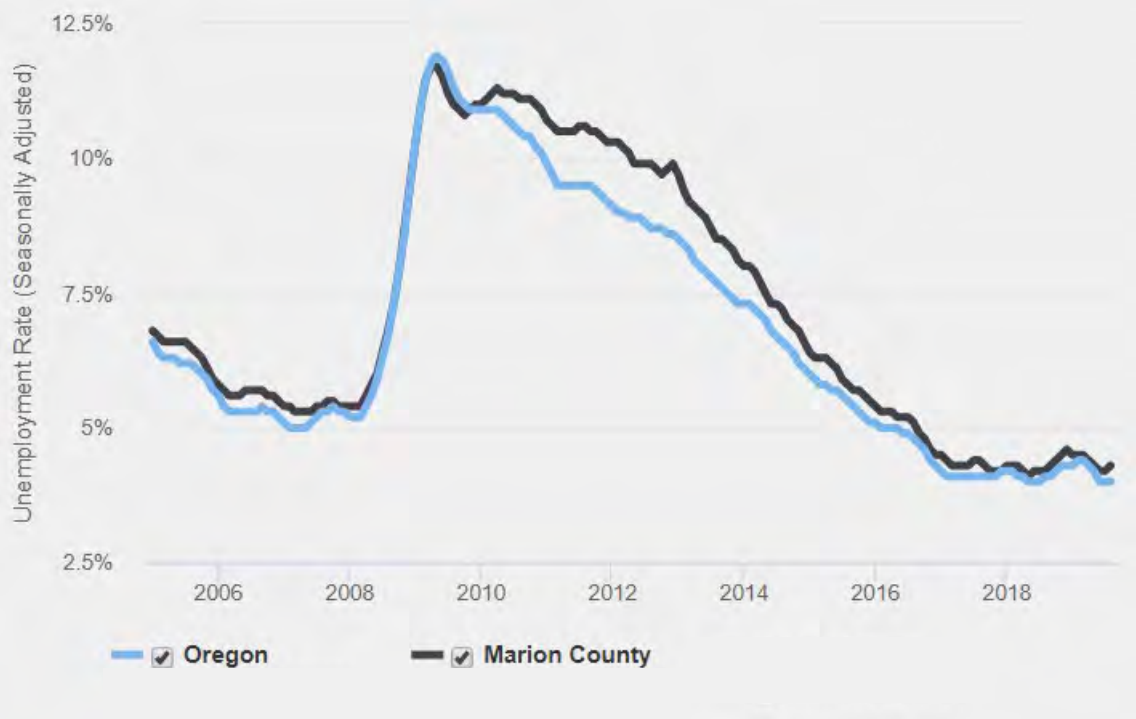
- The percentage of residents with college degrees is 40% in the Brooks CDP as compared to 19% of Marion County residents.
- The unemployment rate in Brooks is 0% compared to 8.2% in the Greater Brooks-Hopmere Area.
- The median age in the Brooks CPD at 27.1 is the youngest of all of the demographic areas presented above.
- The owner-occupancy rate in the Greater Brooks-Hopmere Area (Block 2) is well below neighboring areas.

B. Marion County Economic Trends

Unemployment rates are a key indicator of economic conditions. Figure 1 depicts the historic seasonally adjusted unemployment rates for Marion County and the state. Seasonally adjusted employment rates are more accurate for areas with significant agricultural employment, such as

Marion County. Historically, Marion County had similar unemployment rates to that of the state. However, the County had slightly slower growth between 2010-2014 and the unemployment rate was significantly higher than the state average following the recession. Marion County's current economic conditions are similar to that of the state - a strong economy with low unemployment rates. In 2018, Marion County's unemployment rate was 4.2%, which was a slight increase in the 2017 unemployment rate of 3.9%. In addition, the Salem metropolitan area added 5,400 nonfarm jobs between 2017 and 2018. Currently there are approximately 160,000 people in the civilian labor force in Marion County.

Figure 2. Historic Unemployment Rates in Marion County and Oregon.



Source: Oregon Employment Department, Qualityinfo.com

Marion County is home to a diversity of industries. The largest employer in the County is the State of Oregon government as Salem is the state capital. In the private sector, primary industries and their growth in the last decade are shown in Figure 3. The current industry employment percentages have primarily had a marginal increase since 2009.

Figure 3. Employment by Industry in Marion County.

EMPLOYMENT BY INDUSTRY

Current Fiscal Year and Ten Years Ago

	2018			2009		
	Units	Employment	% of Employment	Units	Employment	% of Employment
Government Employers:						
Federal government	55	1,253	0.82%	63	1,500	1.06%
State government	188	20,625	13.55%	200	18,768	13.32%
Local government	319	14,311	9.40%	261	14,828	10.52%
	562	36,189	23.78%	524	35,096	24.90%
Private Employers:						
Natural resources and mining	509	9,562	6.28%	428	10,477	7.43%
Construction	1,184	9,038	5.94%	1,222	8,115	5.76%
Manufacturing	398	11,006	7.23%	398	11,267	7.99%
Trade, transportation and utilities	1,713	25,266	16.60%	1,614	23,180	16.45%
Information services	125	1,123	0.74%	112	1,381	0.98%
Financial activities	519	4,066	2.67%	524	4,251	3.02%
Real estate, rental and leasing	391	1,398	0.92%	409	1,532	1.09%
Professional and business services	1,460	12,787	8.40%	1,192	11,895	8.44%
Education and health services	1,099	22,467	14.76%	966	17,185	12.19%
Leisure and hospitality	176	2,512	1.65%	149	2,103	1.49%
Accomodation and food services	680	10,755	7.07%	592	9,238	6.55%
Other services	1,791	6,010	3.95%	1,136	5,233	3.71%
	10,045	115,990	76.22%	8,742	105,857	75.10%
Total County Employment	10,607	152,179	100.00%	9,266	140,953	100.00%

Source: Oregon Employment Department

Source: Marion County Annual Budget FY19-20. [2]

C. Employment Projections

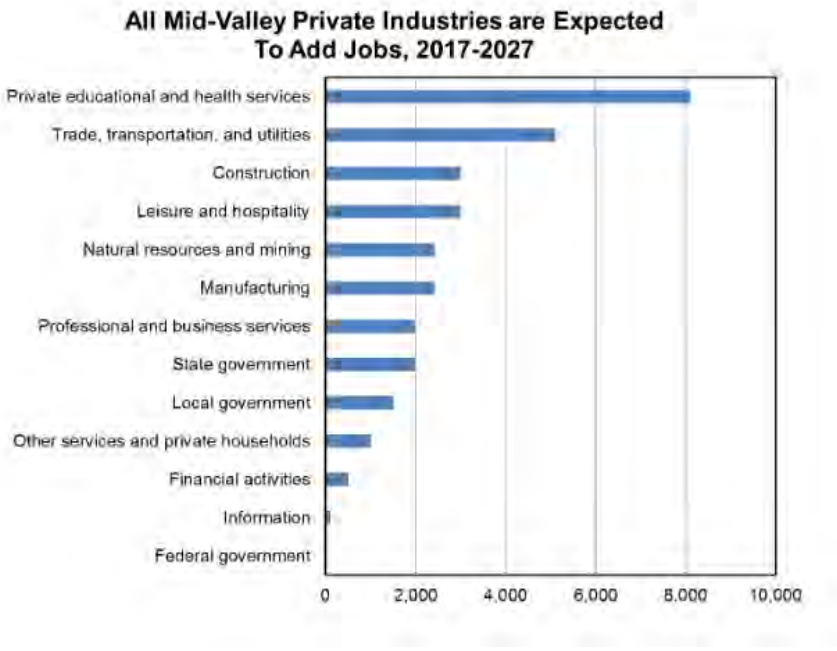
Employment projections predict growth in the economy and an increase of private sector jobs in the Mid-Willamette Valley (Linn, Polk, Marion, and Yamhill Counties) through 2027. The Mid-Valley area is expected to add 33,400 jobs between 2017-2027, a job growth rate that is almost double that of the previous decade, from 6% to 12% growth rate. Figure 4, below, depicts the sectors where job growth is projected to occur. The industries with the highest percent change include construction

[2] Marion County FY 19-20 Adopted Budget. Available at: https://www.co.marion.or.us/FIN/budget/Documents/FY%2019-20%20Budget/FY%202019-20%20Adopted%20Budget.pdf

(20%), natural resource and mining (14%). According to the Oregon State Employment Department, employment trends in the region continue to be the based on the following:

- A growing health care sector, in part due to an aging population;
- Continuing recovery from the recession in the Mid-Valley's manufacturing sector; and
- The need to replace workers due to retirements. [3]

Figure 4. All Mid-Valley Private Industries Job Growth 2017-2027



Source: Oregon Department of Employment, Qualityinfo.com

Marion County's industry has a diverse economic base in both rural to urban areas. Historic trends show the County has typically experienced similar patterns to state patterns, including recessions and economic growth. The region is expected to continue growing with new jobs across various industries in the next decade.

III. EXISTING CONDITIONS

The BHC planning area contains residential, public, commercial, and industrial uses. Existing commercial businesses range from community businesses, such as a hardware store, to specialty commercial, such as auto repair shops. The impact and role BHC businesses have on the

[3] State of Oregon Employment Department, Long-Term Projections Show Broad-Based Growth in the Mid-Valley Workforce Area. October 18, 2018. Available at: https://www.qualityinfo.org/-/long-term-projections-show-broad-based-growth-in-the-mid-valley-workforce-area

surrounding local, regional, and state economy, primarily the agricultural sector, is discussed in this section.

A large portion of industrial businesses in the area are focused on agricultural products. NORPAC, a major business in BHC, processes food from over 100 farms around the Willamette Valley. Additionally, De Laval sells machines for dairy and agricultural production. A complete inventory of the existing businesses within the BHC is found in Exhibit A. Significant, established companies within the community are profiled in Section B of this memo – Key Businesses Spotlight.

A. Location

The Brooks-Hopmere area is one of the last remaining developable areas directly off the I-5 corridor in Oregon that could be developed with immediate access to I-5. The location of Brooks-Hopmere directly off Interstate 5 is one of the area's greatest assets. This location provides a direct connection to Hwy 99E to the east and to the greater Willamette Valley, including Portland, Salem and beyond. The area also includes a rail spur, which provides an additional transportation access to the area that cannot be found in other communities. The community's location is an important factor for efficient product transport, a critical element for trucking and freight businesses. Additionally, the Oregon Port of Willamette (Port) has proposed an intermodal facility in Brooks. Following extensive research, the Port determined Brooks is the most appropriate location for the facility, compared to Millersburg. A competing intermodal facility in Millersburg, which could impact state funding of the Brooks facility, is proposed by a different entity.[4] The intermodal facility is primarily focused on rail freight facilities, but may also provide space for additional industrial activities. Locating the facility in Brooks would bring more freight traffic to the area and play a significant role in the local economy. To date, the Port has completed a comprehensive study describing the proposed facility, which is intended to assist in funding for the intermodal facility.[5]

B. Key Businesses Spotlight

NORPAC

NORPAC Foods, Inc. is the largest business in the BHC and is the one of the largest employers in the Mid-Willamette Valley.[6] The grower-owned fruit and vegetable cooperative was founded in 1924 and is now owned by over 140 farmers and serves over 220 growers. The company consist of approximately 2,700 employees across all their facilities in the Willamette Valley. NORPAC is the largest frozen fruit and vegetable manufacturer in the Northwest with about $310 million in annual sales.[7] According to the Marion Polk Community Food Assessment, NORPAC's member farms are located on over 45,000 acres throughout the Willamette Valley and grow over 600 million pounds of product annually, with 27 different crops. The assessment further states, "NORPAC is a huge

[4] There is a competing proposal for a proposed intermodal facility in Millersburg, known as the Mid-Willamette Valley Intermodal Center. Currently, the project is expected to received $376,000 from Connect Oregon for further project development. For more information on the facility visit: https://www.linneconomicdevelopmentgroup.com/
[5] Oregon Port of Willamette. Available at: https://www.portofwillamette.com/
[6] SEDCOR. About the Region. Available at: https://www.sedcor.com/page/Business
[7] Perkowski and Palven. Farm entrepreneur Frank Tiegs to buy NORPAC cooperative. August 23,2019. Available at: https://www.capitalpress.com/state/oregon/farm-entrepreneur-frank-tiegs-to-buy-norpac-cooperative/article_d32a94a4-c5c7-11e9-b308-cb3c3e28199f.html

contributor to the local economy and a lot of largescale-scale farms in the region belong to the cooperative."[8] The Brooks NORPAC site is one of three NORPAC processing facilities and includes cold storage areas. Site operations are primarily focused on processing frozen fruits and vegetables.

NORPAC recently filed for bankruptcy and is reportedly entering into a sales agreement with the Oregon Potato Company. Published statements and conversations with the Mid-Willamette Valley Strategic Economic Development Corporation (SEDCOR), the region's economic development nonprofit, indicated that the Brooks facility is expected to remain open, but may change the product that is processed at the facility. The change has highlighted the importance of NORPAC to the local and regional economy. NORPAC is the sixth largest principal property taxpayer in Marion County.[9] Further, Erik Andersson, president of SEDCOR, said (in response to NORPAC bankruptcy) "it's [NORPAC] a very important cog in the system here."

Oregon Potato Company, the company currently positioned to acquire NORPAC, is a grower and processor of fruits and vegetables in Oregon, Washington, and Idaho.

May Trucking

May Trucking is a national company headquartered in Brooks. The company delivers dry and temperature-controlled products throughout the United States. Additionally, with locations spanning the country, May Trucking Company is strategically placed to continue to be a leader in the transportation industry.[10] May Trucking is expecting to continue to grow their company. The proposed developments were expressed in the Brooklake Road/I-5 Interchange Transportation Study – Short Term Evaluation memorandum. According to the memorandum, before 2025, May trucking plans to add 173,200 square feet of building additions and new structures, and over 26,000 square feet of truck parking.[11] However, limits to available property for expansion at their current site in the BHC and the poor condition of the interchange may lead to May Trucking to consider relocating to a different location in order to expand.[12]

Pilot Travel Center

Pilot is the country's largest diesel fuel retailer. The Pilot travel center in BHC at the I-5 interchange has a variety of amenities and options for travelers and truckers along I-5. In addition to food services, the stop provides host amenities. Amenities at the travel center include the following:

- 8 diesel fuel lanes,
- 103 parking spaces,
- 7 showers,
- CAT Scale,

[8] Marion Polk Food Share. Community Food Assessment: Marion and Polk Counties. 2015. Available at: https://www.marionpolkfoodshare.org/wp-content/uploads/2016/07/Community-Food-Assessment.pdf
[9] Marion County. Marion County FY18-19 Adopted Budget.
[10] May Trucking Company. About Us. Available at: http://www.maytrucking.com/
[11] DKS Associates. Brooklake Road/I-5 Interchange Transportation Study – Short Term Evaluation (Draft). August 22, 2018.
[12] Correspondence with Nick Harvell, SEDCOR, 9/25

- Diesel Mobile Fueling, and
- Transflo Express (truck stop scanning).[13]

Covanta

Covanta's Marion County Energy-from-Waste facility was opened in 1987. The facility serves as a solid waste management tool for up to 300,00 people in Marion County, processing approximately 550 tons of municipal solid waste per day, which generates 13.1 megawatts of renewable energy. The plant also services the Portland Metro region, Linn and Polk counties. The Covanta plant is one of the few energy-from-waste facilities in Oregon. In 2011 there were approximately 38 permanent skilled workers employed at the Covanta plant which contributes $2 million to the local economy annually. Additionally, the facility contributes $1.25 million to the region through purchases of goods and services.[14]

Recently, Covanta plant has experienced some hurdles, it's future is uncertain. Covanta has been supporting the Senate Bill 451, which would designate trash incineration as a renewable energy source. The designation would allow Covanta to use benefits, such as renewable energy credits, to operate and maintain the Brooks Covanta facility. Senate Bill 451 did not pass in July 2019; Covanta intends to pass a similar bill during the February 2020 legislation. [15]

A report from the Department of Environmental Quality (2017), determined that Covanta is that 20th-highest producer of carbon dioxide in the state of Oregon, releasing approximately 160,000 metric tons of carbon dioxide annually. Many believe given the emissions produced, Covanta's trash incineration should not be considered a renewable energy source. Metro terminated their contract with Covanta following the release of the emission's report.[16] The future of Marion County contracting with Covanta is uncertain, The County has decided to temporarily extend its contract with Covanta through September 2020.

Curry & Company

Curry & Company is another national company with headquarters in the BHC. The company is a packing, distribution, and worldwide exporter of fruits and vegetables as well as providing reconditioning and cross dock services.[17] Curry & Company has approximately 40 employees. The company was founded in 1967 and is considering expansion opportunities.

[13] Store Location, Pilot Travel Center #386. Available at: https://pilotflyingj.com/stores/386/
[14] Berenyi, Eileen. Government Advisory Associates. Case Study Marion County, Oregon Waste to Energy Facility. Available at: https://www.covanta.com/Our-Facilities/Covanta-Marion
[15] Loew, Tracy. Marion County trash will be burned at Covanta incinerator for at least another year, Salem Statesman Journal. September 18, 2019. Available at: https://www.statesmanjournal.com/story/news/2019/09/18/marion-county-trash-burned-covanta-least-another-year-brooks-salem-oregon-renewable-energy/2363424001/
[16] Stenvick, Blair. Why is One of Oregon's Top Polluters Asking for a Clean Energy Reward?, Portland Mercury. Available at: https://www.portlandmercury.com/blogtown/2019/04/09/26293347/why-is-one-of-oregons-top-polluters-asking-for-a-clean-energy-reward
[17] Bloomberg. Curry & Co Inc. Available at: https://www.bloomberg.com/profile/company/0369751D:US

Public Uses

There are several public uses in the area that support and impact the region's businesses, such as the Marion County Recycling Depot and Chemeketa Community College, Brooks Campus (Chemeketa Brooks), and Marion County Fire District 1 Station 5. Chemeketa Brooks is home to the Emergency Services Program, which hosts facilities that are used by regional and federal emergency service providers. This state-of-the-art facility features indoor and outdoor areas suited for all types of emergency service training and includes an 8,000 square foot indoor demonstration arena. Chemeketa Brooks is also opening a diesel mechanic facility to grow their Diesel Mechanic program, a program which has received funding from Marion County and is expected to benefit the BHC.

C. Key Industries

a. Agribusiness

Published resources regarding the economic role of Brooks-Hopmere in the local and regional economy is limited. Additional information provided by stakeholders will be used to further describe the BHC local economy in subsequent project planning documents. Marion County's role in the state and national agricultural system is well documented, summarized below, and provides insight on BHC's role within the greater Marion County agricultural system.

Marion County

According to US Census data (2012) Marion County has the highest total value of agricultural product sold compared to any other county in the state of Oregon, with a total value equating to $592,856,000 (2012). Marion County is a significant agricultural area nationally as well with 10 commodities ranking in the top 50 commodities nationwide. Overall, Marion is 36th nationally in total crop value and 71st in total agricultural production. The market value in 2017 of products sold from Marion County totaled $701 million dollars. Marion County is the number four county in the country for the production of nursery, greenhouse, floriculture, and sod.[18] In 2012, 81% of agricultural products sold were crop sales, whereas livestock sales accounted for 19% of agricultural sales for Marion County. The most popular crops in Marion County include hazelnuts, hops, grass seed, and berries.[19] Recent data (2017) shows that 82% of farms in Marion County are cropland and that there is a total of 2,761 farms in Marion County – and increase of 8% since 2012.

Brooks-Hopmere Community

The agricultural and related businesses in the Brooks-Hopmere Community are a part of the larger network of Marion County and Willamette Valley agricultural economy. The highlights of key businesses above reinforces the fact that agricultural businesses within the community is one of the primary business sectors in BHC. NORPAC's processing and cold storage are a significant player in

[18] United States Department of Agriculture. 2017 Census of Agriculture – County Profile, Marion County. 2012. Available at: https://www.nass.usda.gov/Publications/AgCensus/2012/Online_Resources/County_Profiles/Oregon/cp41047.pdf
[19] NASDA. Oregon: OR Counties Rank High in US Agriculture. August 20, 2014. Available at: https://www.nasda.org/news/oregon-or-counties-rank-high-in-us-agriculture

the regional food production system. Additionally, businesses in the area that provide products for agricultural production, including fertilizer sold by Nutrien Ag Solutions and dairy machines from De Laval play an important role in the regional food production system.

b. Freight

In addition to processing agricultural products, transportation services are an essential and strong business sector in the BH community. Several trucking companies, May Trucking, and Shrock Trucking are located in the BHC planning area. In addition, McCoy Freightliners is a truck dealership located in BHC. Further, the Pilot Travel Center is a popular location for truckers to rest and fuel. With the concentration of freight trucking businesses and traffic in the area, freight repair and other services are readily available. BHC's location provides easy access to I-5 and Hwy 99E. Further, a rail spur is located in the community and connects to Nutrien Ag Solutions property. Future improvements to the Brooks Interchange should ensure that trucks and automobiles have safe and easy access to the interchange.

IV. ECONOMIC DEVELOPMENT OPPORTUNITIES

Given the current strength of the economic activity in the BHC, there are future opportunities for economic development in BHC. Looking to the future several big picture questions arise, such as:

- What types of businesses are best suited for the BHC?
- Are there emerging sectors that are particularly well suited for BHC?
- What opportunities are present for expanding existing businesses in BHC?

Discussions with representatives from Mid-Willamette Valley Strategic Economic Development Corporation (SEDCOR) suggested the following would be promising future industries in the BHC:

- *Commercial hemp production* – Commercial hemp production is the production of hemp byproducts, including cannabidiol (CBD). Recent legislative changes, passed in 2018, allows broader production of commercial hemp has led to a boom in hemp production around Oregon. The state licenses to grow hemp increased from 230 in 2017 to 560 in 2018. According to Oregon Business, "the Pacific Northwest offers a relatively dry summer growing season. As a young and growing market in the U.S. and internationally, the commercial hemp market is expected to boom. One report from Brightfield Group predicts the CBD market will hit $22 billion by 2022 in the U.S.[20] Hemp processing would be a business potentially well suited for the BHC in the industrial areas.

- *Cold storage for non-perishable agricultural products* – The cold storage warehouse located on the NORPAC site, owned and operated by Henningsen Cold Storage, was expanded in 2014. However, there will likely be a need for more facilities in the future. A recent study

[20] https://www.brightfieldgroup.com/

from CBRE revealed the idea of the need for more cold storage facilities in the future to provide for online grocery sales, especially in states with food production, such as Oregon.[21]

Furthermore, like most industries, technology has begun to impact and influence business operations. Businesses focused on agricultural technology could be an industry suited for Brooks-Hopmere. The Marion County Economic Development Strategic Plan recognizes natural resource innovation as a sector with significant employment opportunities in urban and rural areas of Marion County.

V. CONCLUSION

The existing businesses located in BHC are significant players in the local and regional economy, specifically in the agricultural sector. Future economic development opportunities in the Brooks-Hopmere Community should primarily focus on agribusinesses, such as cold storage facilities and commercial hemp production, and transportation services. These considerations will be included in the development of the land use scenarios for the Brooks-Hopmere Community.

[21] CBRE. Cold Storage Industry Likely to See Demand for Another 100M Sq Ft From Online Grocery Sales. June 5, 2019. Available at: https://www.cbre.us/about/media-center/cold-storage-industry-likely-to-see-demand-for-another-100m-sq-ft-from-online-grocery-sales

APPENDIX A – BROOKS-HOPMERE BUSINESSES INVENTORY

BUSINESS	SECTOR	ADDRESS	COMMENTS
NORPAC	Agricultural storage and processing	4755 Brooklake Rd NE, Salem, OR 97305	Filed for bankruptcy in 8/2019
Covanta Marion	Waste- to-energy producer	4850 Brooklake Rd NE, Salem, OR 97305	https://www.covanta.com/
Nutrien Ag Solutions	Fertilizer sales	3630 Brooklake Rd NE, Salem, OR 97303	https://www.nutrienagsolutions.com/
Curry & Co.	Fruit and vegetable growing, packaging, and exporting	8855 Pueblo Ave NE, Brooks, OR 97305	https://www.curryandco.com/
All City Paving	Paving contractor	8890 Huff Ave NE, Salem, OR 97303	http://www.allcitypaving.com/
Highway Specialties	Tool rental service	8970 Huff Ave NE, Salem, OR 97303	https://highwayspecialties.com/
Chalet	Restaurant and Bakery	4150 Brooklake Rd NE, Salem, OR 97303	http://www.chaletrestaurantandbakery.com/
Carls Jr.	Restaurant	8982 Truckman Way NE, Keizer, OR 97303	
Pilot Travel Center	Travel center	4220 Brooklake Rd NE, Salem, OR 97303	https://www.pilotflyingj.com/stores/386/
May Trucking Company Headquarters	Freight trucking company	4185 Brooklake Rd NE, Salem, OR 97303	http://www.maytrucking.com/
De Laval	Dairy and farming machinery production	3675 Brooklake Rd NE, Salem, OR 97303	delaval.com
Contractor Sales and Services	Hardware store	3625 Brooklake Rd NE, Salem, OR 9730	
NORPAC	Food processing and storage facility	4755 Brooklake Rd NE, Salem, OR 97305	

BUSINESS	SECTOR	ADDRESS	COMMENTS
Withers Lumber	Lumber store	9105 Portland Rd NE, Salem, OR 97305	https://witherslumber.com/
Agra Spray Inc	Farm	4925 Rockdale St NE, Brooks, OR 97305	
Beilke Family Farm	Farm	4925 Rockdale St NE, Salem, OR 97305	
J&G Auto Inc	Used car dealership	9041 Portland Rd NE, Salem, OR 97305	jandgauto.com
Brooks Automotive	Auto repair shop	4985 Brooklake Rd NE, Salem, OR 97305	
Shop N Save Convince Store	Convenience store	5041 Brooklake Rd NE, Salem, OR 97305	
Cut Above Pnuematics, Inc.	Tools manufacturing	5240 Ramp St NE, Brooks, OR 97305	
Martin's Transmission	Transmission shop	9130 Portland Rd NE, Salem, OR 97305	
Home Improvement Discount Center	Building materials store	9050 Portland Rd NE, Brooks, OR 97305	
Oregon Auto Sales	Used car dealership	8970 Portland Rd NE, Salem, OR 97305	
CD Motors LLC	Use car dealership	8880 Portland Rd NE, Salem, OR 97305	
Rick's Custom Fencing and Decking	Fencing and decking sales	8755 Portland Rd NE, Salem, OR 97305	ricksfencing.com
Swift Auto Sales	Used car dealership	8765 Portland Rd NE, Salem, OR 97305	swiftautosalesinc.com
Best Deal Motors	Car dealership	8795 Portland Rd NE #8765, Salem, OR 97305	

BUSINESS	SECTOR	ADDRESS	COMMENTS
Unity Auto Sales LLC	Car dealership	8805 Portland Rd NE, Salem, OR 97305	https://www.unityautosalesllc.com/
West Coast Tinting	Window tinting	8805 Portland Rd NE, Salem, OR 97305	http://windowtintsalem.com/
Pacific Stair Corporation	Stair contractor	8690 Stair Way NE, Salem, OR 97305	https://pacificstair.com/
Low Price Auto & Truck Sales LLC	Used car dealership	9030 Portland Rd NE, Brooks, OR 97305	
Chevron Salem	Gas station	8975 Portland Rd NE, Salem, OR 97305	
Platinum Trade Inc	Jewelry store	8995 Portland Rd NE, Salem, OR 97305	
Brooks True Value Hardware	Hardware store	5050 Brooklake Rd NE, Brooks, OR 97305	brookshardware.com
Discount Auto Sales LLC	Auto dealership	5020 Brooklake Rd NE, Salem, OR 97305	
Reid Tire and Automotive	Auto repair shop	4790 Brooklake Rd NE, Salem, OR 97305	reidstireandautomotive.com
Oregon Bath and Kitchen	Remodel contractor	4870 Brooklake Rd NE #9211, Salem, OR 97305	oregonbathandkitchen.com
Valley Spa Covers	Hot tub store	4991 Brooklake Rd NE, Brooks, OR 97305	
Ninth Inning Corporation	Metal fabricator	5025 Brooklake Rd NE, Salem, OR 97305	
Shop & Save Market	Convenience store	5041 Brooklake Rd NE, Salem, OR 97305	
Shrock Trucking Inc	Trucking company	3820 Brooklake Rd NE, Salem, OR 97303	
AMC Fleet Services	Heavy truck and trailer repair. Specializing in Diesel engines	8981 Huff Ave NE, Salem, OR 97303	

BUSINESS	SECTOR	ADDRESS	COMMENTS
Dallwig Brothers Building Supply -	Building material store	8891 Huff Ave NE, Salem, OR 97303	https://www.dallwigbrothers.com/
Terra Electric Construction	Electrician	8810 Huff Ave NE, Salem, OR 97303	
McCoy Freightliner	Truck dealership	4060 Interstate Pl NE, Salem, OR 97303	https://www.mccoyftl.com/
All City Paving LLC	Paving contractor	888890 Huff Ave NE, Salem, OR 97303	
Center Market Hopmere	Grocery Store	9005 River Rd NE, Salem, OR 97303	
Marion County Resource Recovery Facility	Recycling Center	3680 Brooklake Rd NE, Salem, OR 97303	
Hick Striping and Curbing	Paving contractor	3720 Brooklake Rd NE, Salem, OR 97303	
Farm Wholesale Ag	Wholesaler corrugated plastic	3740 Brooklake Rd NE #9728, Salem, OR 97303	www.farmwholesaleag.com

Appendix C
Transportation Existing Conditions Summary

KELLER ASSOCIATES

Technical Memorandum

TO: Brooks-Hopmere Community Plan (Phase 1) Project Team

FROM: Stephen Lewis, PE, PTOE; Keller Associates
Alex Grover, PE, PTOE; Keller Associates

DATE: December 6, 2019
REVISED January 13, 2020

SUBJECT: Transportation Existing Conditions Summary

1.0 BACKGROUND

Marion County (County) and its collaborating project team is assessing the economic development of the unincorporated Brooks-Hopmere community (see red outline in **Figure 1** below). This memo summarizes existing transportation conditions as part of the assessment. Specifically, this memo includes the following:

- A review of existing traffic data, conditions, and needs from previous studies,
- A discussion of transportation issues, and
- Transportation opportunities.

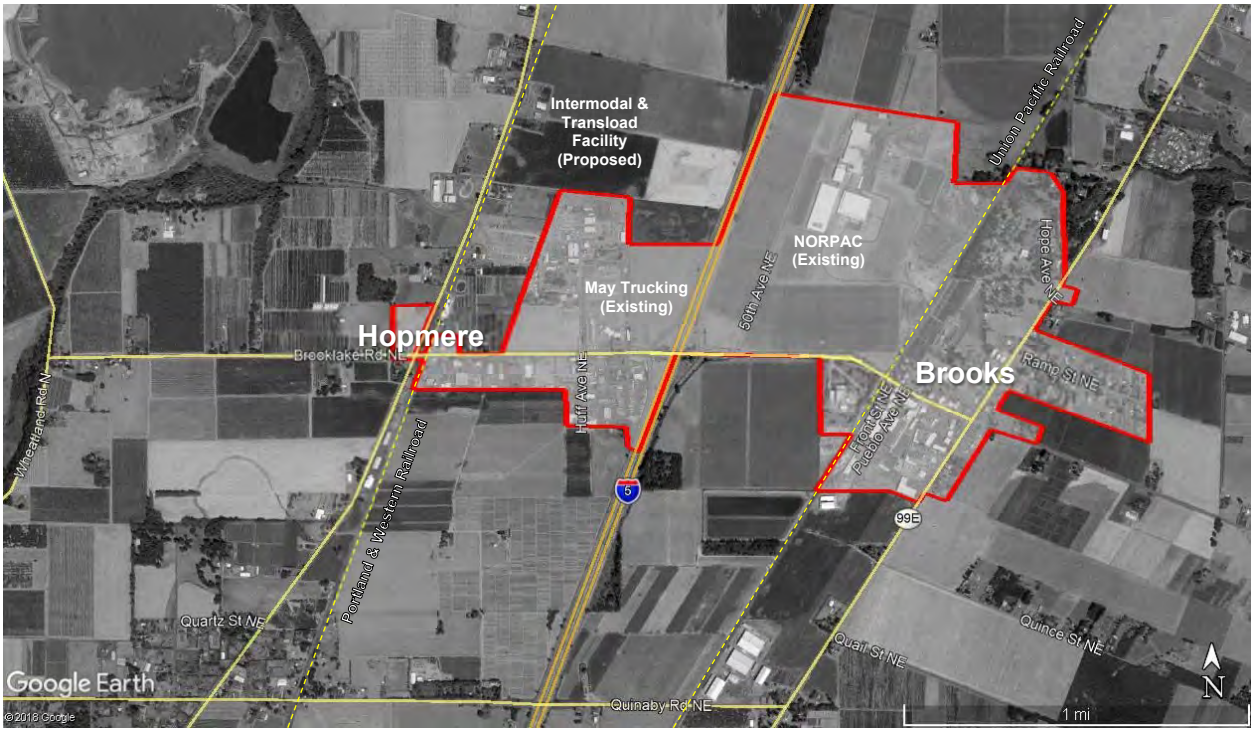


Figure 1: Brooks-Hopmere Vicinity Map

2.0 EXISTING TRANSPORTATION NETWORK

Major Roadways/Highways

- Interstate Highway 5 (I-5)
- Brooklake Road – the only roadway that crosses I-5 within the Brooks-Hopmere community boundary. Outside the boundary, the nearest I-5 crossings are Quinaby Road (one mile to the south) and Waconda Road (1 - 3/4 miles to the north).
- OR-99E (Portland Road) – North to Woodburn, south to Salem
- River Road – North to St. Paul, south to Keizer and Salem
- Huff Avenue – provides access onto Brooklake Road for many developments
- 50th Avenue – main access to NORPAC

Railroads

- Union Pacific Railroad – crosses Brooklake Road near Brooks; existing at-grade crossing with gates and flashing lights
- Portland & Western Railroad – crosses Brooklake road near Hopmere; existing at-grade crossing with gates and flashing lights

Public Transit

- Cherriots Route 10X – Regional bus route on OR-99E (Portland Road), north to Woodburn and south to Salem, with a stop near the Brooklake Road intersection.

Bicycle/Pedestrian Facilities

- 8-foot sidewalk across the I-5 overpass on the south side of Brooklake Road
- Minimal sidewalk, pathway, or bike lane connectivity throughout the community

3.0 PREVIOUS TRANSPORTATION STUDIES

Relevant conclusions and recommendations from previous transportation studies are summarized below.

1997 Brooklake Road / I-5 Interchange Area Management Plan (IAMP)

The 1997 IAMP recommended several Brooklake Road / I-5 interchange improvements in order to maintain acceptable traffic level of service (LOS) out to 2015, assuming the zoning did not change during that time:

- Signalize both ramp terminal intersections.
- Construct additional exclusive right turn pockets on both I-5 off-ramps.
- Construct a free right turn lane from eastbound Brooklake Road to the I-5 southbound on-ramp.

These recommendations have not been implemented as of 2019.

Major reconstruction of the interchange was recommended in the case of new developments or zoning changes that significantly increased traffic volumes.

2000 Brooks-Hopmere Plan
The previous Plan revised land use assumptions from the 1997 IAMP and recommended that Brooks-Hopmere require new developments to submit Traffic Impact Studies and agree to congestion mitigation improvements as defined by the road authorities. Comprehensive Plan Policy A.3 prohibited the rezoning of parcels to Multifamily unless the applicant could demonstrate there would be no unacceptable adverse impact to the transportation system.

2005 Marion County Rural Transportation System Plan (RTSP)
The 2005 RTSP updated the County's 20-Year High-Priority Projects and Recommended Projects lists. The 20-Year High-Priority Projects list included one project in Brooks-Hopmere:

- River Road & Brooklake Road – Traffic signal (not yet constructed as of 2019)

There were two projects in Brooks-Hopmere on the Recommended Projects list:

- Huff Avenue & Brooklake Road – Left turn lane and possible traffic signal
- Brooklake Road – Widen to a five-lane section (two lanes each direction plus a center turn lane) from River Road through the I-5 interchange; includes drainage improvements

2018 Mid-Valley Intermodal Facility Traffic Impact Analysis (TIA)
Brooks is one of two Oregon locations which was considered for an intermodal and transload facility, funded via a $23.75 million grant. The proposed Brooks Intermodal and Transload Facility would be located immediately northwest of the Brooks-Hopmere community boundary shown in **Figure 1**, adjacent to the Portland & Western Railroad. It would facilitate the transfer of goods and freight between trucks and rail; therefore, the facility would attract more rail and truck traffic to Brooks-Hopmere. This Traffic Impact Analysis only evaluates the facility's potential effects on *roadway* traffic operations.

The Brooks facility was not awarded the desired grant funding. Instead, funding went to a proposed intermodal facility in Millersburg. However, proponents of the facility in Brooks are continuing to advocate for an intermodal facility in the Willamette Valley between Salem and Portland, with Brooks still being identified as a potential location. One of the primary hurdles for obtaining additional support and funding there will be negotiating an agreement for rail service to a proposed site.

Existing Conditions
Without the proposed Intermodal Facility, existing roadway traffic operations exceed mobility targets[1] at two intersections within the study area:

- River Road & Brooklake Road
- I-5 Northbound Ramp & Brooklake Road

Intermodal Facility Impacts
The added volume from the Intermodal Facility would exacerbate the existing operational concerns at these two intersections but is not expected to cause other Brooks-Hopmere intersections to exceed mobility targets. The study recommended the following mitigations:

- Transportation Demand Management (TDM) - The Intermodal Facility should schedule truck and vehicle traffic during off-peak hours to reduce impacts to the regional transportation network. If TDM measures do not fully mitigate the impacts, the following additional actions are recommended:
- Provide proportionate financial contribution to the planned traffic signal at River Road & Brooklake Road and reconstruction of Brooklake Road / I-5 Interchange,
- Install a traffic signal at the I-5 Northbound Ramp & Brooklake Road intersection, and
- Increase the deceleration and queue storage length of the I-5 Northbound off-ramp.

2019 Brooklake Road / I-5 Interchange Transportation Study (May Trucking TIA)
The purpose of the study was to evaluate existing and future traffic operations of Brooklake Road and the interchange ahead of the next IAMP; the evaluations accounted for proposed expansions to May Trucking facilities and operations (not yet completed as of 2019). The study was conducted in two parts:

- Short-term evaluation of existing roadway traffic operations and the impact of proposed May Trucking expansions out to 2025; and
- Long-term evaluation of a partial cloverleaf interchange (originally proposed in the 1997 IAMP) and projected traffic out to 2040.

Existing Conditions
The short-term evaluation found four intersections that currently exceed mobility targets and recommended the following mitigations:

- River Road & Brooklake Road – signalize the intersection and add northbound and southbound left turn lanes
- I-5 Southbound Ramps & Brooklake Road – signalize the intersection and widen the ramp to allow for two approach lanes

[1] The mobility targets vary by intersection control type and jurisdiction but typically consist of v/c ratios (volume/capacity) and/or level of service (LOS). The referenced documents specify the applicable mobility targets for each intersection.

- I-5 Northbound Ramps & Brooklake Road – signalize the intersection and widen the ramp to allow for two approach lanes
- May Trucking Access / Pilot Access & Brooklake Road – the accesses are too close to the interchange ramps and should be closed (the study provides a plan for alternate access via Huff Avenue)

May Trucking Expansion Impacts
The proposed May Trucking expansions also would cause the Huff Avenue & Brooklake Road intersection operation to exceed mobility targets. The intersection was recommended for signalization and turn lane additions to accommodate the additional traffic. Various turn lane additions were also recommended at the four intersections listed above.

Future Conditions
A partial cloverleaf interchange, originally proposed in the 1997 IAMP, is expected to operate acceptably out to 2040. By that time, three other intersections along Brooklake Road are expected to exceed mobility targets[2], but could be mitigated via turn lane additions and signal modifications:

- River Road & Brooklake Road
- Huff Avenue & Brooklake Road
- OR-99E (Portland Road) & Brooklake Road

4.0 TRANSPORTATION ISSUES AND CHALLENGES

East-West Travel Barriers

Union Pacific Railroad, Portland & Western Railroad, and I-5 are some of Brooks-Hopmere's greatest economic and transportation assets. However, they present unique challenges in the form of east-west travel barriers. It is inherently expensive and/or difficult to construct or modify transportation facilities that cross over, under, or through railroads and interstates.

This is demonstrated by the fact that Brooklake Road is the only east-west arterial street in Brooks-Hopmere. Relying on a single roadway for east-west travel can lead to access and capacity issues if not mitigated. These issues and potential mitigation actions have been identified in previous studies and are discussed below.

Business Access

Many businesses and developments in Brooks-Hopmere rely on Brooklake Road to access I-5 and the larger transportation network. Many have only one access point onto Brooklake Road, such as May Trucking, Covanta, Antique Powerland and most of the

[2] For the purposes of evaluating 2040 future conditions, the study assumed that the short-term proposed mitigations will be completed by 2040. It was also assumed that the proposed Brooklake Road / I-5 partial cloverleaf interchange will be completed by 2040.

developments on the dead-end Huff Avenue. The previously discussed I-5 / Brooklake Road Transportation Study demonstrated that many developments on the southwest corner of the interchange will need to find alternate access to Brooklake Road in order to avoid future conflicts with interchange ramp traffic.

It would be prudent to build out the Collector network on all four quadrants of the interchange to allow alternate access for businesses and developments and to support future access management efforts along Brooklake Road. Existing railroad crossings should be utilized or upgraded to provide alternate access across the Union Pacific Railroad and Portland & Western Railroad.

Most of the area outside the current Brooks-Hopmere community boundary (see **Figure 1**) is zoned for Exclusive Farm Use (EFU). This area would need to be rezoned if significant residential, commercial, or industrial development is desired. Rezoning would ideally take place in conjunction with the buildout of the Collector network, discussed above.

Roadway/Interchange Capacity
As evidenced by previous studies, Brooklake Road and the I-5 interchange are prone to roadway capacity issues and becoming bottlenecks. By virtue of being the only major east-west roadway in Brooks-Hopmere, Brooklake Road carries both internal trips (within Brooks-Hopmere) and external trips (through Brooks-Hopmere, or from end-to-end), and both truck/commercial traffic and passenger vehicle / residential traffic.

North-South Roadway Issues
Anecdotally, local business owners noted that crashes on I-5 frequently result in significant traffic diversion to 99W and 99E which then causes congestion and/or backups on those roads within the Brooks-Hopmere area. In addition, as noted above, the River Road & Brooklake Road intersection currently experiences congestion and performance issues which affect north-south traffic along River Road. This issue will be exacerbated by additional development in Brooks-Hopmere, as well as in the northern portions of Keizer. Signalizing this intersection has been recommended in several traffic studies.

5.0 TRANSPORTATION OPPORTUNITIES

- Plan for Brooklake Road to be a five-lane section at a minimum, with right-of-way to accommodate 10-foot multi-use pathways on both sides. The future roadway section will be further defined in the upcoming IAMP and will be aided by the latest traffic forecasts provided by the Salem-Keizer Area Transportation Study (SKATS)[3].

[3] During correspondence for this study, SKATS indicated they will be updating their regional travel demand forecasting model in preparation for the upcoming IAMP.

- In line with recommendations from previous studies, install traffic signals and appropriate turn lanes at the following intersections:
    - River Road & Brooklake Road
    - Huff Avenue & Brooklake Road
    - I-5 Southbound Ramps & Brooklake Road (reevaluate when the interchange is reconstructed)
    - I-5 Northbound Ramps & Brooklake Road (reevaluate when the interchange is reconstructed)
- Build out the Collector network on all four quadrants of the interchange to allow alternate access for businesses and developments and to support future access management efforts along Brooklake Road. This will involve utilizing or upgrading existing railroad crossings to relieve pressure on the River Road and OR-99E (Portland Road) intersections with Brooklake Road.
- Utilize Union Pacific Railroad and Portland & Western Railroad for freight and passenger transport whenever feasible.
- Minimize impediments to truck travel between I-5 and businesses/developments along Brooklake Road.
- Encourage east-west pass-through traffic to use the I-5 overpasses at Quinaby Road, to the south, or Waconda Road, to the north instead of Brooklake Road.

Appendix D
Existing Demand for Rail Service

KELLER ASSOCIATES

Technical Memorandum

TO: Brooks-Hopmere Community Plan (Phase 1) Project Team

FROM: Stephen Lewis, PE, PTOE; Keller Associates
Alex Grover, PE, PTOE; Keller Associates

DATE: February 11, 2020

SUBJECT: **Existing Demand for Rail Service**

1.0 BACKGROUND

Marion County (County) and its collaborating project team are assessing the economic development of the unincorporated Brooks-Hopmere community (see red outline in **Figure 1** below). This memo summarizes the existing demand for rail service in Brooks-Hopmere and references the Brooks Intermodal & Transload Facility proposal prepared by the Oregon Port of Willamette.

Figure 1: Brooks-Hopmere Vicinity Map

2.0 EXISTING RAIL NETWORK

- Union Pacific Railroad – crosses Brooklake Road near Brooks; existing at-grade crossing with gates and flashing lights
- Portland & Western Railroad – crosses Brooklake Road near Hopmere; existing at-grade crossing with gates and flashing lights

3.0 BROOKS INTERMODAL AND TRANSLOAD FACILITY

Brooks is one of two Oregon locations which was considered for an intermodal and transload facility, funded via a $23.75 million grant. The proposed Brooks Intermodal and Transload Facility would be located immediately northwest of the Brooks-Hopmere community boundary shown in **Figure 1**, adjacent to the Portland & Western Railroad. It would facilitate the transfer of freight between trucks and rail and demonstrates a demand for rail service.

The Brooks facility was not awarded the desired grant funding. Instead, funding went to a proposed intermodal facility in Millersburg. However, proponents of the facility in Brooks are continuing to advocate for an intermodal facility in the Willamette Valley between Salem and Portland, with Brooks still being identified as a potential location. One of the primary hurdles for obtaining additional support and funding will be negotiating an agreement for rail service at the proposed site.

The goal of the intermodal and transload facility is to enable farmers in the Willamette Valley to ship their products in a fashion that is predictable, reliable, and cost-effective. Because Terminal 6 at the Port of Portland has effectively discontinued container shipping service, there is no container port in the state of Oregon. Therefore, Oregon products must be trucked to transload facilities in Portland or to the Ports of Seattle or Tacoma in Washington for international distribution. Establishing an intermodal and transload facility in Brooks would significantly reduce truck travel time for Willamette Valley producers by allowing products to be trucked to Brooks instead of Portland, Seattle, or Tacoma. This would also reduce truck traffic on I-5 in Portland.

4.0 COMPETITVE MARKET ANALYSIS FOR BROOKS ITF

A Competitive Market Analysis for the Brooks intermodal transfer facility revealed that the primary market area for the proposed Brooks facility location exported 59,000 shipping containers in 2017. In comparison, the primary market area for the proposed Millersburg facility location exported only 24,000 shipping containers in 2017. Top exports include agricultural products such as hay, straw, seeds, wood products, paper, and cardboard.

Mid-Valley imports have increased in recent years. The market analysis identified several major import recipients within a 30-minute drive of the proposed Brooks facility:

- Lowes Distribution Center, Lebanon
- Target Fulfillment Center, Albany

- Home Depot Distribution Warehouse, Salem
- Amazon Fulfillment Warehouse, Salem
- Wilco Farm Stores Distribution Center, Salem
- WinCo Foods Distribution Center, Woodburn

The market analysis interviewed potential shippers, railway managers, truck freight carriers, and West Coast port logistics managers. Interviews with agricultural businesses revealed that a primary benefit of the proposed Brooks facility would be more frequent hours of operation in comparison with Terminal 6 and Northwest Container Services (NWCS) in Portland.

In the first three years of operation, the Brooks facility would be expected to accommodate two to three unit trains per week, with 200 outbound containers per unit train.

5.0 CONCLUSIONS

Due to the reduction in Portland shipping capabilities in the past decade, there is substantial existing demand for expanded rail service in the Willamette Valley to reduce shipping costs and improve reliability for regional agriculture exports. Commercial and industrial imports would also benefit. Brooks-Hopmere is a prime location for a facility to fulfill these needs; however, some of the rail service demand may be drawn away from Brooks-Hopmere by the awarded Millersburg facility.

Negotiations with Union Pacific Railroad and Portland & Western Railroad will be key to gaining commitments and establishing future rail service in Brooks-Hopmere. Because most railroad companies are very large national organizations and have been trending towards consolidation in recent years, many local contacts have been eliminated, and they are known for being difficult to contact. Coordination with railroad companies is the critical path for many projects. Therefore, railroad company contacts and relationships should be established early in the project life cycle.

Railroad companies typically no longer allow new at-grade crossings unless an existing crossing is closed in exchange. This is important to know when planning future east-west roadways in the area.

While a commuter rail stop would be desirable in Brooks-Hopmere, the community is relatively small and close to Salem which already has Amtrak service. If Amtrak were to expand their commuter rail service, Brooks-Hopmere would be competing against larger and more isolated communities that would be able to promise higher ridership. Therefore, a commuter rail stop is worthy long-term goal for Brooks-Hopmere, but the community has more pressing needs in the foreseeable future.

Appendix E
Water and Wastewater Infrastructure Summary

KELLER ASSOCIATES

Technical Memorandum

TO: Brooks-Hopmere Community Plan (Phase 1) Project Team

FROM: Peter Olsen, PE, Keller Associates
Liz Thorley, EI, Keller Associates

DATE: December 9, 2019

SUBJECT: **Water and Wastewater Existing Infrastructure Summary**

1.0 BACKGROUND

Marion County (County) and its collaborating project team is assessing the economic development of the unincorporated Brooks-Hopmere community. As a part of this assessment, infrastructure serving this community was reviewed based on existing conditions and will be reviewed in the future based on projected land use. The intent of this memo is to summarize the evaluation of existing water and sewer infrastructure and capacity. The summary was based on records and input provided by the County, Chemeketa Community College (CCC), and state and federal agencies. This existing infrastructure summary will be used to evaluate the water and sewer system capacities to serve projected growth.

2.0 WATER

Groundwater is the primary source of drinking water in the Brooks-Hopmere Planning Area. While several businesses have private groundwater wells for employees and customers, the only public community system in the area is the Brooks Community Service District (BCSD), as shown in the attached Figure 1. The BCSD is managed by Marion County, under an intergovernmental agreement with CCC and is discussed in further detail below. BCSD currently serves approximately 17 metered and unmetered connections (including CCC), and an estimated service population of 200 people. It is classified as a Non-Transient Non-Community Water System (NTNC) according to Oregon Health Authority (OHA).

There are several private wells in the Brooks-Hopmere area, and it is assumed that property owners not served by BCSD are on private wells. Businesses such as Carls Junior, Chalet of Brooks, Covanta Marion, Curry and Company, Norpac, and Pilot Travel Center are on private wells serving permanent and transient populations. The residential communities of Bethel Park, Chaparral Mobile Ranch, and Green Oaks Ranch each have private wells serving permanent populations over 100 people. The attached Figure 2 shows groundwater points of diversion from the Oregon Water Resources Department (OWRD) database. While initial reported well yield information for these private wells is available from OWRD, water quality and current water yield or water availability of these private wells are unknown. This existing infrastructure memo will not discuss private well

system infrastructure and demands further but will instead focus on the community system.

2.1 BCSD OVERVIEW

The well serving the BCSD was originally drilled in 1988 by the Marion County Fire District #1. The fire district historically supplied community members with water at no cost. CCC took over the well and water storage infrastructure in 2005, while the County Public Works Department took over management of the BCSD distribution infrastructure. An intergovernmental agreement exists between CCC and the County that delineates infrastructure ownership and maintenance. CCC is the legal owner of the well and 5,000-gallon storage tank. The County is responsible for the distribution infrastructure (i.e. pipe, valves, and backflow devices) downstream of a flow meter that monitors BCSD customer usage. CCC charges the BCSD for monthly usage and BCSD passes that charge onto all known water users, estimating water use for unmetered users.

Based on discussions with County staff, CCC staff, and research through the OWRD water rights and reporting databases, it is unknown if water rights were legally obtained when the well was originally established or who holds the water rights. Information on water rights is important to understanding ownership, legal designated use (i.e. irrigation, municipal), and the allowable use rate.

2.2 EXISTING INFRASTRUCTURE

The existing well is approximately 311 feet deep, with two pumps and motors installed in April 2019 to replace the previous pumps and motors. A single 50 horsepower (Hp) submersible 3-stage pump is used to supply the potable water system, and a single 5 Hp submersible 3-stage pump within the same well is used for low flow domestic demands. According to the pump design curve provided by the contractor who installed the pumps, minimum design flow of the water supply pump is estimated to be 291 gallons per minute (gpm), and maximum design flow is estimated to be 697 gpm.

Water is stored in a 5,000-gallon pressurized storage tank within the well house. The tank was originally built in 1977. While tank pressure settings could not be confirmed by CCC staff, an assessment of the water system from 2002 describes pressure settings triggering the pump to fill the tank at 45 pounds per square inch (psi) and to stop filling the tank at 65 psi. Prior to leaving the well house, water passes through a 3”-4” OMNI master flow meter (replaced in April 2019). Water leaves the well house through a 6-inch ductile iron pipe, and travels through a second OMNI meter prior to leaving the CCC property and entering the BCSD distribution system. Service laterals are typically 2-inch PVC C900. Approximately ten (10) backflow devices exist in the water system.

Due to development over existing distribution lines southeast of the CCC property (through the Pacific Stair Company property and an abandoned pump house), there are approximately six (6) unmetered water connections (with the possibility of more) being

served by the BCSD. In addition to these unmetered users, there are no backflow devices (required by OHA) on these unmetered connections. County staff have been unable to confirm if easements exist for the water mains serving these unmetered users.

2.3 WATER QUALITY

According to OWRD, the BCSD well accesses the Quaternary-Late Tertiary Sediment aquifer. Sedimentary aquifer thickness in the Willamette Valley is highly variable and can be as thick as 1,200 feet. OHA classifies the source aquifer sensitivity as “high,” which indicates a relatively high potential of an aquifer becoming contaminated from surface activities. Well water is not treated, which is typical of groundwater drinking sources in the Willamette Valley. State water quality monitoring requires that raw water be sampled for coliform quarterly, nitrate yearly, and arsenic, inorganic chemicals, synthetic organic compounds, volatile organic compounds, and lead and copper every three years. BCSD is compliant with water quality standards per OHA. According to County public works staff, the well water can be dark brownish red in color and high in magnesium, which can impact water taste and cause scaling in plumbing systems.

2.4 EXISTING CAPACITY

Monthly water use data from the past 10 years indicate maximum average monthly demands of 40 gpm, which is consistent with previous system design information. It’s important to note that peak hourly demands may be higher than this flow rate. For example, the reported minimum pump rate (291 gpm) is significantly higher than this demand. Hydrographs were not available from OWRD for this well. According to OWRD records, the well yield is 80 gpm, but this appears to be a single 1-hour pump test data point and is likely not representative of actual well yield given the actual pumping rates. State monitoring wells in the Brooks-Hopmere area report both static and declining groundwater levels over time. However, there are no current OWRD groundwater restricted areas prohibiting new wells within the planning area.

There is no redundant storage structure, so a loss of well use would force all water users to rely on the 5,000-gallon water tank. Based on the 40 gpm maximum monthly demand, this storage tank could be drained in approximately two hours assuming it was full at the time of a well shutdown.

While five (5) fire hydrants are connected to the water system, the available pump flow rates are too low to meet typical fire flow requirements. For example, minimum fire flow requirements for buildings in the BCSD can range from 1,500 to 2,500 gpm and would drain the storage tank in two to three minutes. The County fire code requires automatic sprinkler systems to accommodate areas lacking sufficient hydrant coverage.

CCC prohibits the County from allowing new water users to connect to the BCSD. County staff have had to decline requests to connect from local property owners. While

existing capacity may be sufficient for current consumption demands, external pressures may force the County to seek another water source in the future.

3.0 WASTEWATER

The County maintains wastewater conveyance and treatment infrastructure for the BCSD (see the attached Figure 3). It should be noted that the sewer service district is independent of the water service district and customers may or may not overlap. The BCSD is the only public wastewater system in the area. It was constructed in 1991 to address failing septic systems in the area. Original design criteria were drafted in 1989-1990 as a part of the “Sanitary Sewerage System Facilities Plan for the Brooks Community Sewer District” planning document and included a 20-year project planning period. This design criteria will be discussed in more detail below as a part of the existing system capacity summary.

Private septic tanks and drain fields exist outside of the BCSD. This existing infrastructure memo will not discuss private septic system infrastructure further and will instead focus on the community system.

3.1.1 WASTEWATER CONVEYANCE

Wastewater is conveyed from residences and business through a Septic Tank Effluent Pumping (STEP) system. The STEP system consists of a septic tank containing a pump to convey flow from the tank to the remainder of the collection system Solids are typically allowed to settle out in the tank and the pump removes the top liquid portion. It essentially turns each septic tank into a small pump station. The STEP system was chosen over the more common gravity-based system due to the area’s relatively flat topography, avoidance of deep pipe installation, and ability to adapt to existing septic systems.

There are approximately 250 STEP tanks in service. While tanks are designed to serve single-family households and to have extra capacity to allow for a 24-hour emergency response, it is apparent to County public works staff that some systems have illegal connections and/or may be undersized. The County is responsible for maintenance (including solids removal), replacement costs, and any emergency response for each STEP tank. A & B Septic is currently under contract with the County to pump out STEP tanks. Residential tanks are typically pumped every 5-7 years and commercial systems every 1-2 years, although the Pilot Travel Center requires weekly pumping of its black water system tanks. County public works staff are transitioning to a septic tank pumping predictor program.

As is evident from the above discussion, the STEP tanks require high maintenance by the County public works staff. Tanks are often located in property owners’ backyards, which requires additional coordination and increases impacts to properties, particularly when the tanks need to be completely replaced. The STEP pumps need power to run and when a customer’s power is shut off, the STEP tank should be emptied. However,

the County is typically not notified when power to a property is shut off, which complicates management of the system.

The force main network is comprised of 3-inch, 4-inch, and 6-inch C900 polyvinyl chloride (PVC) piping, primarily located in roadways. It is common for hydrogen sulfide gas to accumulate in pressurized systems and can result in corrosion of infrastructure, particularly with concrete and metal materials. While the system's PVC piping and valves are more resilient to corrosion, ductile iron fittings and concrete septic tanks are susceptible, and some deterioration of tanks has been noted by staff. Additionally, air release valves and main line valves are not exercised regularly, in part due to their brittle condition.

The force mains were designed to convey flow at a maximum velocity of 6 feet per second (fps) per projections completed in 2009. Based on influent flows to the wastewater treatment plant (discussed below), the velocities in the 4-inch and 6-inch mains likely vary between 1 fps and 5 fps, which is acceptable. While force main flows were not monitored as a part of this project, there has been no indication that capacity is an issue and breaks have been infrequent. Infiltration and inflow (due to high groundwater levels and rainfall) have not been an issue with this pressurized STEP system.

3.1.2 WASTEWATER TREATMENT PLANT

Wastewater flows are conveyed by the STEP systems to a two-celled facultative lagoon. The lagoon cell volumes are 16 million gallons (MG) and 18 MG, and flow between the lagoons can be controlled through a transfer structure. Influent flow rate is measured through a Parshall flume and water quality is remotely monitored. There is no redundant power supply at the wastewater treatment plant.

Aside from May Trucking's onsite industrial pretreatment system to remove hydrocarbons, there is no industrial pretreatment or screening preceding the lagoons; although the STEP system can be considered a type of pretreatment system. The lagoons are lined with 30 mil PVC. Three water quality monitoring wells adjacent to the lagoons are checked biannually to gauge potential lagoon leakage. Results of this monitoring have not indicated significant lagoon leakage.

Following treatment in the facultative lagoon and prior to discharge, chlorine is injected into the effluent with a dosing pump for disinfection. Treated effluent from the lagoon is pumped into a shared 12-inch force main that was constructed by Covanta Marion to discharge cooling water. Effluent travels approximately seven miles to an outfall on the Willamette River. Dechlorination is not required prior to discharge due a long travel time prior to the outfall, dilution of wastewater with the discharged cooling water, and a good mixing zone in the river at the outfall location. According to the wastewater discharge permit issued by the Oregon Department of Environmental Quality, the County can discharge wastewater from November 1 to April 30 of each year. When effluent cannot be discharged, it is stored in the lagoons.

Effluent concentrations of biologic oxygen demand (BOD), total suspended solids (TSS), bacteria (*E. coli*), and pH are identified in the attached wastewater discharge permit. The County has had two (2) TSS and pH violations of the permit as a result of rare winter algal blooms since 2017. These violations result in a temporary cessation of discharge until the effluent complied with permit conditions. Otherwise, treatment efficiency is reportedly high, as the effluent BOD and TSS levels are typically well above the 85% removal requirement.

Original design criteria were compared to influent flow data recorded from July 2018 to July 2019 in Table 1 below. The design was based off the projected 2010 flows according to the 1991 "Brooks Community Sewerage" record drawings. The maximum design depth for wastewater in each lagoon was eight feet. As of November 2019, the water level was six feet.

Table 1. Design flow rates from 1991 and 2010 are compared to flow data from 2018 and 2019. Flows are in gallons per day (gpd).

	1991[1]	**Design Criteria (2010 Projections)[1]**	**2018-2019**
Average Dry Weather Flow	58,000	201,000	64,300
Peak Dry Weather Flow	98,000	226,000	99,000
Average Wet Weather Flow	96,000	220,000	61,000
Peak Wet Weather Flow	108,000	251,000	74,600
Influent BOD loading (lb/day)	124	279	120[2]
Influent TSS loading (lb/day)	62	140	50[3]

[1]Data from 1991 "Brooks Community Sewerage" record drawings
[2]Based on samples taken in September and October 2019.
[3]Typical value according to County public works staff

As Table 1 shows above, the lagoons are well under capacity in terms of volume. The lower wet weather flows in comparison to the dry weather flows indicates that infiltration and inflow is not an issue for this system. BOD and TSS loading are both less than half the design value, which is unsurprising given the settlement and removal of solids in the STEP tanks. Biosolids have not been removed since lagoon construction due to the low loading rates and available capacity. County public works staff are considering a sludge depth survey to evaluate existing biosolids conditions.

4.0 SUMMARY

4.1 WATER

The Brooks-Hopmere community water system reportedly meets existing consumptive demands, although fire flow demands cannot be met. The system is compliant with OHA water quality requirements. Several unknowns about the system, including the number of unmetered users, legal state of the water rights, and actual well yield make this assessment uncertain. Additionally, the temporary agreement between CCC and the

County and moratorium on new users connecting to the system suggest that while the existing system may have capacity to serve community members, the County's access to the well in the future is unclear.

4.2 WASTEWATER

The Brooks-Hopmere community sewer system appears to meet existing capacity requirements but necessitates a large amount of effort from the County operations and maintenance staff. Each STEP tank within the system is serviced by the County, and each of the 250 tanks requires periodic solids removal. While it is recommended that force main air release valves be exercised occasionally, there is no indication that the force mains need to be upsized at this time. Although it is a lot of extra work, a benefit of the high-maintenance STEP system is that wastewater treatment plant influent is essentially pretreated. The treatment lagoons have capacity, generally meet NPDES permit requirements, and have high treatment efficiency.

5.0 REFERENCES

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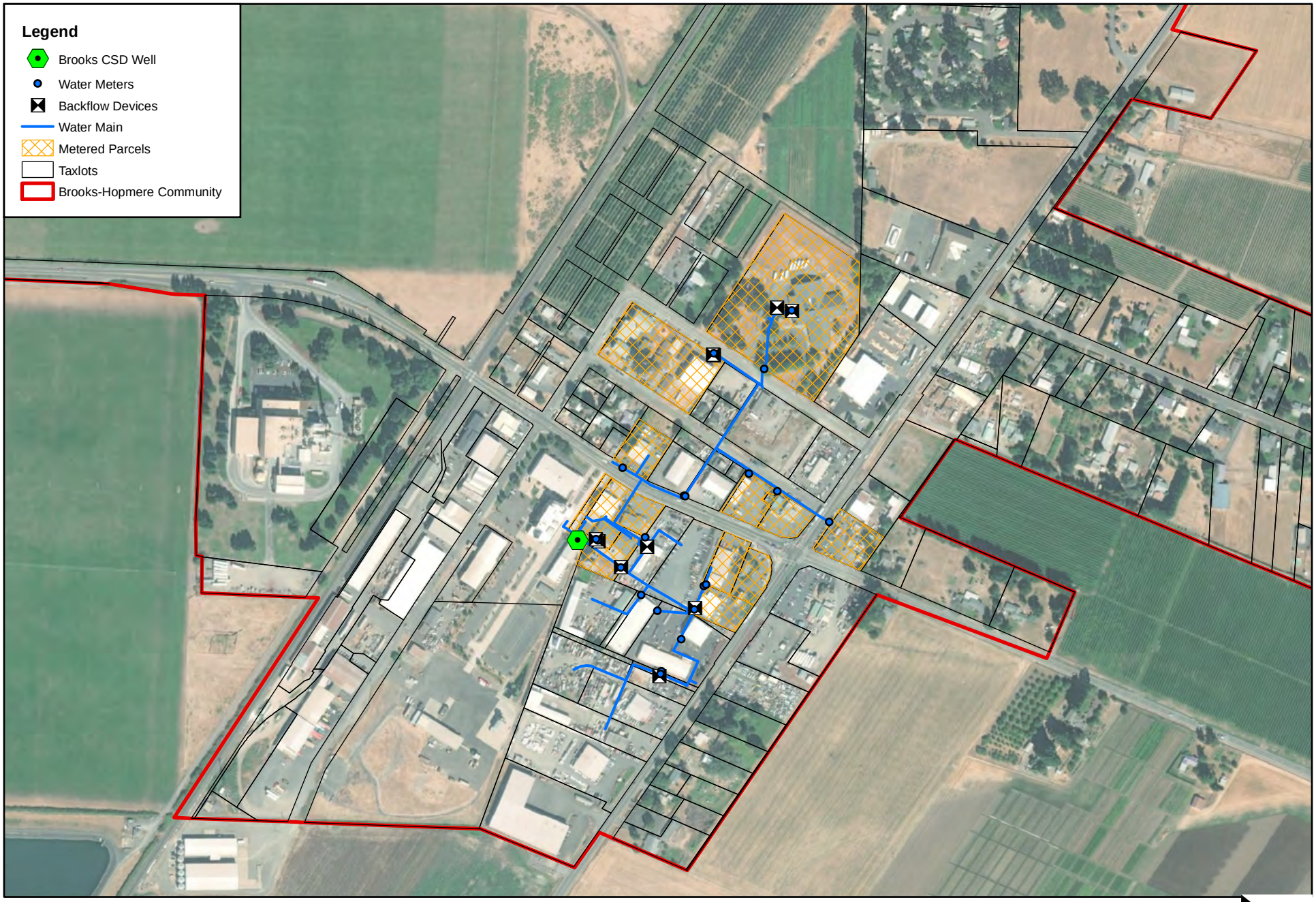
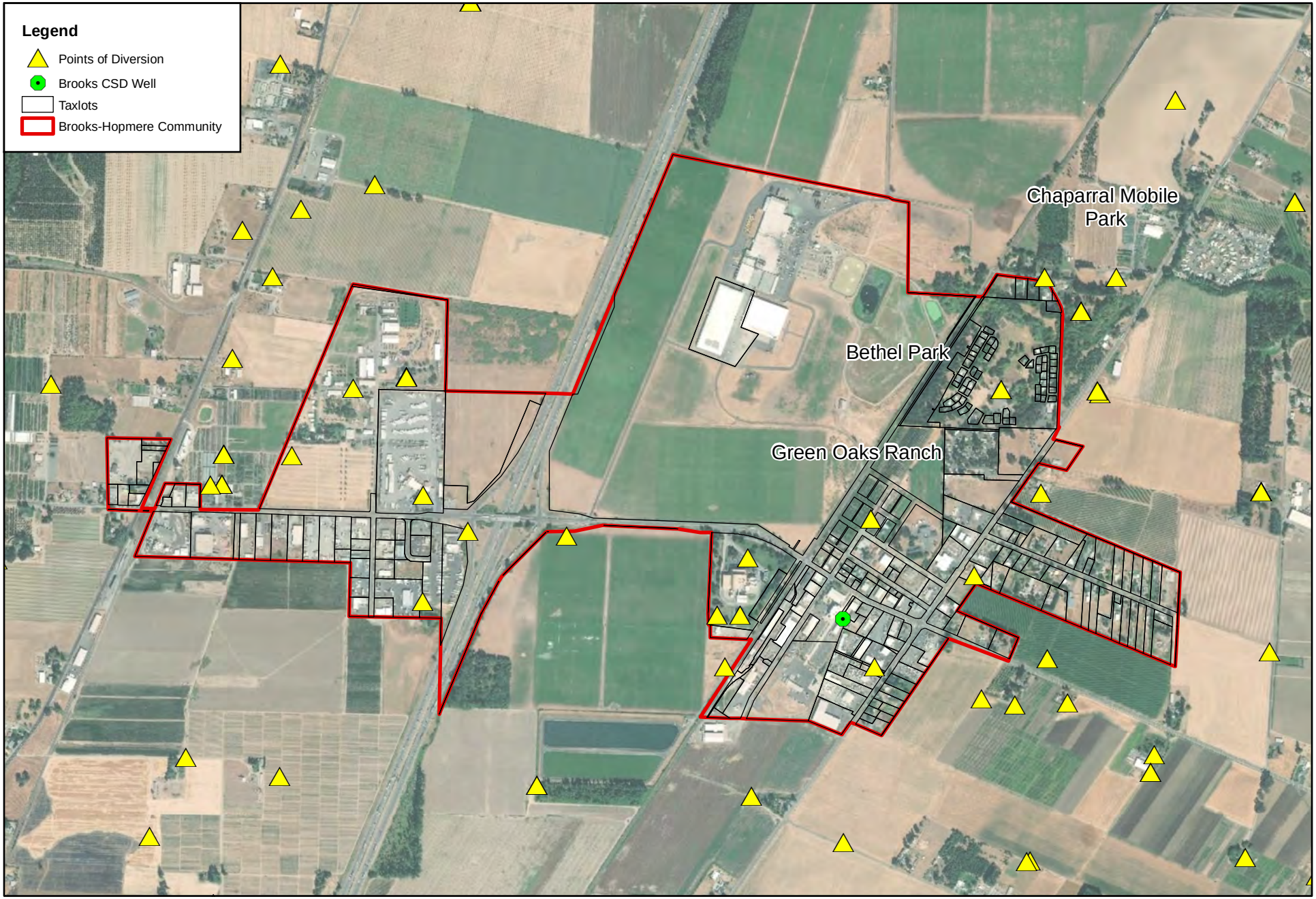


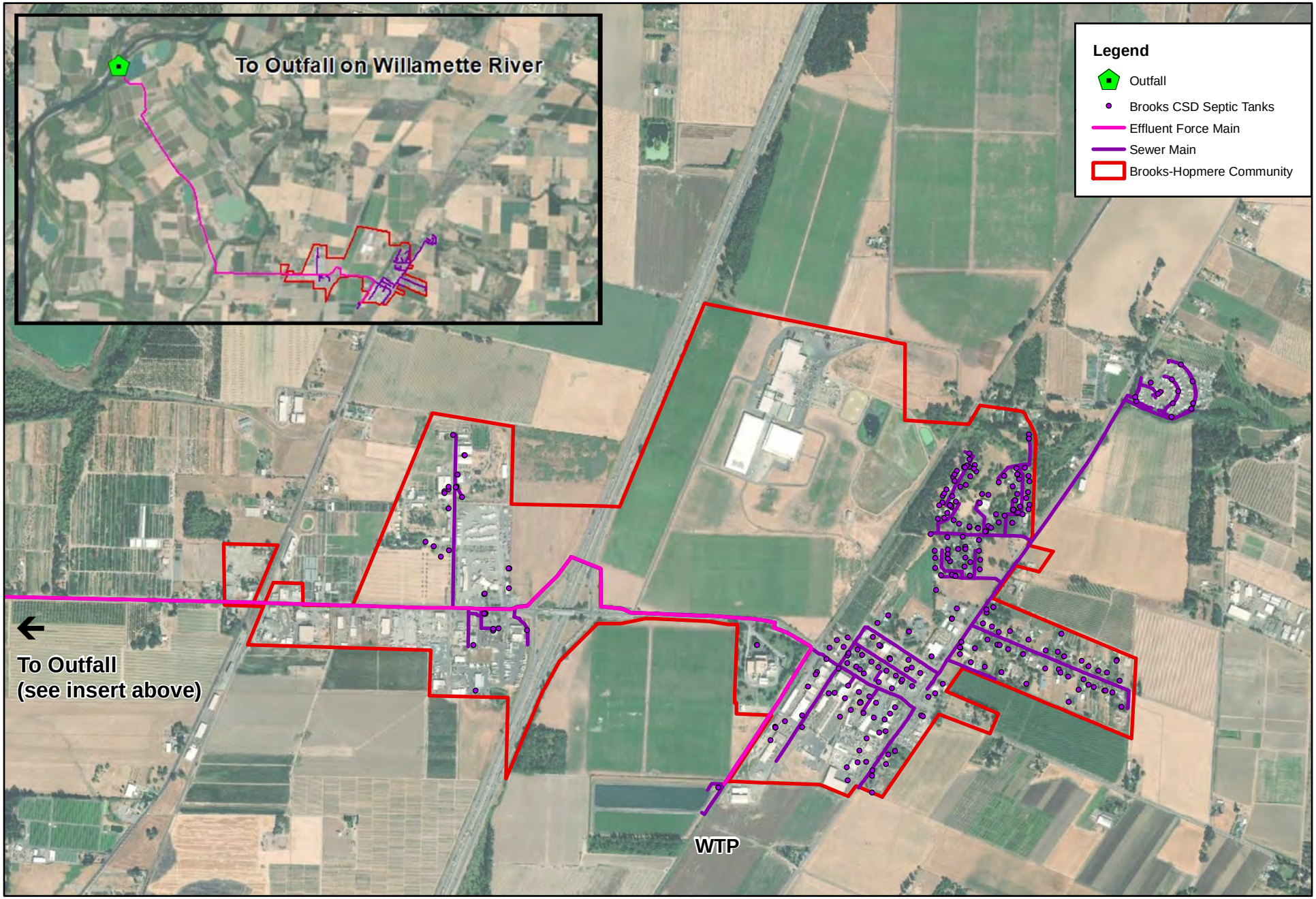
Brooks-Hopmere Planning Area
Figure 1. Brooks Community Service District

Coordinate System: NAD 1983 HARN StatePlane Oregon North FIPS 3601 Feet Intl
Data Sources: Metro RLIS



Brooks-Hopmere Planning Area
Figure 2. Groundwater points of diversion.

Coordinate System: NAD 1983 HARN StatePlane Oregon North FIPS 3601 Feet Intl
Data Sources: Metro RLIS



N 0 0.125 0.25 0.5 Miles

Brooks-Hopmere Planning Area
Figure 3. Existing Sewer System

Coordinate System: NAD 1983 HARN StatePlane Oregon North FIPS 3601 Feet Intl
Data Sources: Metro RLIS

FACT SHEET
And
NPDES WASTEWATER DISCHARGE PERMIT EVALUATION
March 12, 2004
Department of Environmental Quality
Western Region – Salem Office
750 Front Street NE, Suite 120, Salem, OR 97301-1039
Telephone: (503) 378-8240

PERMITTEE:	Marion County and Brooks Community Sewer District 5155 Silverton Road NE Salem, OR 97305 File Number: 100077
SOURCE LOCATION:	4860 Brooklake Road NE, Brooks, Oregon
SOURCE CONTACT:	Alan Haley Telephone Number: 503-588-5036
PERMIT WRITER:	Robert A. Dicksa Telephone Number: 503-378-8240,ext.246
PROPOSED ACTION:	Renewal of a National Pollutant Discharge Elimination System (NPDES) wastewater discharge permit
SOURCE CATEGORY:	Minor Domestic
TREATMENT SYSTEM CLASS:	Level I
COLLECTION SYSTEM CLASS:	Level II
PERMIT APPLICATION DATE:	December 20, 2000
PERMIT APPLICATION NUMBER:	988276

BACKGROUND

Introduction

Marion County and Brooks Community Sewer District operates a wastewater treatment facility located in Brooks, Oregon **(See Attachment 1)**. Wastewater is treated and discharged to Willamette River in accordance with National Pollutant Discharge Elimination System (NPDES) Permit number 101397 **(See Antidegradation Review Sheet Attachment 2)**. The Permit for the facility was issued on July 23, 1996 and expired on May 31, 2001.

The Department received a renewal application on December 20, 2000. A renewal permit is necessary to discharge to state waters pursuant to provisions of Oregon Revised Statutes (ORS) 468B.050 and the Federal Clean Water Act. The Department proposes to renew the permit.

Facility Description

The wastewater treatment facility consists of septic tank/effluent pumping (STEP) installation at each residence and commercial site with a central treatment plant. The treatment plant consists of headworks for flow monitoring and sampling, a two cell lagoon, chlorination equipment and outfall facilities for flow measurement, sampling and discharge. The facilities were built in 1991 under an EPA construction grant.

Due to the newness of the treatment facility, the pretreatment that occurs within the septic tanks and the light loading of treatment lagoon, the facility is able to comply with the current permit's disinfection requirements without chlorination. No chlorine is in use and chlorine monitoring currently not being performed.

Biosolids Management and Utilization

All septage is pumped out of the septic tanks by licensed septage haulers and taken to permitted facilities. Waste sludge accumulates in the treatment lagoon. A Biosolids Management Plan must be submitted 6 months prior to removing any biosolids from the lagoon. It is anticipated that biosolids will be land applied at agronomic rates after approval of the application sites and the revised biosolids management plan by the Department.

No beneficial land application will be allowed under this permit until a Biosolids Management Plan is submitted by the permittee and is approved by the Department. The Biosolids Management Plan will ensure compliance with the federal biosolids regulations (40 CFR Part 503).

Pretreatment

The permittee does not have a formal pretreatment program, nor is one required for this source.

Pollutants Discharged

The current permit allows Marion County and Brooks Community Sewer District (MC&BCSD) to discharge treated effluent from its wastewater treatment plant from November 1 through April 30 each year. The current permit sets limits on the following pollutants: Five-day Biochemical Oxygen Demand (BOD5), Total Suspended Solids (TSS), and *E. coli* bacteria. The discharge is also regulated for pH and pollutant removal efficiency.

The proposed permit allows for discharges to the Willamette River from November through April each year. The permit sets limits on the following pollutants: BOD5, TSS and E. coli bacteria. The discharge will also be regulated for pH and pollutant removal efficiency. The proposed permit prohibits discharges to public waters from May through October.

Outfalls

During the winter months, all wastewater discharged from the wastewater treatment plant is discharged through Outfall 001 into the 12 inch cooling water discharge pipe owned by the Ogden Martin Refuse-to-Energy facility in Brooks. The current NPDES Permit allows the treatment facility to discharge to the Willamette River at river mile 71.7. However, the Department's GIS tool identifies the discharge location as River Mile 69.7. The renewal permit will include a river mile of 69.7.

Receiving Streams/Impact

The water quality standards for the Willamette Basin (Oregon Administrative Rules 340-41) were developed to protect the beneficial uses for the basin. Treated wastewater is discharged to the Willamette River at river mile 69.7. At this location, the Willamette River is water quality limited for Temperature in Summer, Iron Year-Around, Fecal Coliform Bacteria in Winter, Spring, and Fall, Mercury in Fish Tissue Year-Around, Dissolved Oxygen in Winter, PCB in Fish Tissue Year-Around, Aldrin in Fish Tissue Year-Around, Dieldrin in Fish Tissue Year-Around, DDT Metabolite (DDE) in Fish Tissue Year-Around, and DDT in the Water Column Year-Around according to the Department's 303(d) list.

Discharges of disinfected wastewater that are in compliance with the permit should not have a significant impact on compliance with in stream bacterial standards. The permit does not allow discharges during the summer period when the temperature standard is violated. The Department will require ammonia monitoring on a monthly basis for a period of one year to determine if the wastewater effluent is impacting the dissolved oxygen of the receiving stream. At the end of the year period the Department will make an assessment of the collected data to determine if there is a potential for impact and re-open the permit as necessary. A waste load allocation for dissolved oxygen in the receiving stream will be developed at a future date. However, it is unlikely that the wastewater discharge will contribute to the degradation of the in stream dissolved oxygen. The Department will also require annual monitoring for iron for a period of four years and annual monitoring for the other specified toxics stated above for a period of two years. Monitoring for mercury must be performed in accordance with EPA Method 1631. A report of the findings will be required to be submitted with the next permit renewal application. If the Department analysis of the data determines that there is an impact from the effluent for these specific toxic parameters, then permit limits will be established in the next permit. The Department is not aware of any water quality violations that may be attributable to this source.

Temperature

According to the Fish Use Designation maps approved with the new temperature standard, salmon and steelhead spawning is a designated use of the Willamette River from October 15 – May 15. The applicable numeric temperature criterion during this period is 13 °C. During the remainder of the year, salmon and trout rearing and migration is the designated use. The applicable numeric temperature criterion is 18 °C during this period.

The Department's List of Water Quality Limited Water Bodies (also called the 303(d) List) for 2002 indicates the Willamette River is not water quality limited for temperature during the winter. In order to protect cold water, a point source may not increase the stream temperature (after complete mixing of the effluent) more than 0.5 degrees Celsius above the ambient temperature (OAR 340-041-0028(11)(b)).

The Department evaluated the Thermal Load that would be allowable based on the stream flow as specified by the rule (OAR 340-041-0028(11)(b)). The thermal load that would raise the stream flow by the allowable temperature increase was calculated, as follows:

7600 cfs spawning period 7Q10 flow ÷ 1.547 = 4913 MGD.

4913 MGD X 3.785 X 0.5 °C allowable temperature increase = 9297 million kcals/day

This thermal load was compared to the maximum thermal discharge that is currently expected to occur with the existing facility design flow and effluent temperatures. The current thermal load calculation was based on the weekly average dry weather design (monthly average dry weather design flow times 1.5) and the difference between the weekly average of daily maximum effluent temperature and the numeric criteria as follows:

0.2525 DADWF (MGD) X 1.5 X 3.785 X (15 °C effluent temperature - 13 °C numeric criteria = 2.9 million kcals/day

Based on the current maximum thermal load, this facility has no reasonable potential to exceed the water quality based thermal load. Therefore, an Excess Thermal Load limit has not been included in this permit. **See Attachment 3** for all of the calculations.

If the Total Maximum Daily Load (TMDL) for temperature for this sub-basin assigns a Waste Load Allocation (WLA) to this source, this permit may be re-opened to establish new thermal load limits and/or new temperature conditions or requirements.

Groundwater

The permittee uses an existing lagoon for the treatment of wastewater. Both cells were constructed with a 30 mil geo-synthetic liner. Although certain pollutant parameter concentrations in the groundwater are increasing locally (including upgradient from the facility), there are no indications that the lagoon leaks excessively or that there are any impacts on groundwater from the lagoon **(See Attachment 4)**. If such indications develop in the future, requirements for leak testing, corrective action, and/or for performing a Minimum Hydrogeologic Characterization and Preliminary Groundwater Monitoring may be included in the next permit cycle. The proposed permit contains a provision that allows the Department to reduce the groundwater monitoring frequency should the pollutant concentrations stabilize.

Stormwater

Stormwater is not addressed in this permit. General NPDES permits for stormwater are not required for facilities with a design flow of less than 1 MGD.

Compliance History

This facility was last inspected June 6, 2003 and was found to be operating in compliance. The monitoring reports for this facility were reviewed for the period since the current permit was issued, including any actions taken relating to effluent violations. The permit compliance conditions were reviewed and all inspection reports for the same period were reviewed. No violations of the permit were documented during the period when the current permit was in effect. Therefore, this facility is considered to have operated in compliance with the current permit.

PERMIT DISCUSSION

Face Page

The permittee is authorized to construct, install, modify, or operate a wastewater collection, treatment, control and disposal system. Permits discharge of treated effluent to the Willamette River within limits set by Schedule A and the following schedules. All other discharges are prohibited. The treatment system is classified as Level I and Level II for collections **(See Attachment 5).**

Schedule A - Waste Discharge limitations

BOD and TSS concentration and mass limits

Based on the Willamette Basin minimum design criteria, wastewater treatment resulting in a monthly average effluent concentration of 10 mg/L for BOD5 and TSS must be provided from May 1 - October 31. From November 1 - April 30, a minimum of secondary treatment or equivalent control is required. Secondary treatment for this facility is defined as monthly average concentration limit of 30 mg/L for BOD5 (or 25 mg/L for CBOD5) and 30 mg/L for TSS.

The Department is proposing concentration limits at least as stringent as the basin minimum design criteria. The proposed monthly average BOD5 concentration limit is 30 mg/L with a weekly average limit of 45 mg/L. The proposed monthly average TSS concentration limit is 30 mg/L with a weekly average limit of 45 mg/L.

The winter mass load limits for the facility are based on twice the design ADWF of 0.2525 MGD and the monthly average BOD_5 or TSS concentration limits of 30 mg/L and 30 mg/L, respectively. The limits are in accordance with OAR 340-41-120(9)(e). All mass load limitations are rounded to two significant figures.

BOD_5 and TSS

The limits are:

(1) May 1 - October 31:

No discharge to state waters is permitted.

(2) November 1 - April 30:

Parameter	Average Effluent Concentrations Monthly	Weekly	Monthly Average lb/day	Weekly Average lb/day	Daily Maximum Lbs
BOD_5	30 mg/L	45 mg/L	130	200	260
TSS	30 mg/L	45 mg/L	130	200	260

Calculations:

(1) BOD_5

(a) 0.505 MGD x 8.34 #/gal x 30 mg/L monthly avg. = 130 lbs/day
(b) 130 lbs/day monthly avg. x 1.5 = 200 lbs/day weekly avg.
(c) 130 lbs/day monthly avg. x 2.0 = 260 lbs/day daily max.

(2) TSS

(a) 0.505 MGD x 8.34 #/gal x 30 mg/L monthly avg. = 130 lbs/day
(b) 130 lbs/day monthly avg. x 1.5 = 200 lbs/day weekly avg.
(c) 130 lbs/day monthly avg. x 2.0 = 260 lbs/day daily max.

A review of recent monitoring data indicates the sewer district will be able to comply with the permit limits. No changes from the previous permit are proposed.

BOD and TSS Percent Removal Efficiency

A minimum level of percent removal for BOD5 and TSS for municipal dischargers is required by the Code of Federal Regulations (CFR) secondary treatment standards (40 CFR, Part 133). The proposed permit requires a minimum monthly average BOD5 and TSS removal efficiency of 85 percent. Since the collection system is primarily a Septic Tank Effluent Pump (STEP) system, assumed values for the influent BOD5 and TSS concentrations of 200 mg/l, and actual sampled effluent concentrations are to be used in the calculations.

pH

The Willamette Basin Water Quality Standard for pH is found in OAR 340-041-0445(2)(d). The allowed range is 6.5 to 8.5. The proposed permit limits pH to the range 6.0 to 9.0. This limit is based on Federal wastewater treatment guidelines for sewage treatment facilities, and is applied to the majority of NPDES permittees in the state. Within the permittee's mixing zone, the water quality standard for pH does not have to be met. It is the Department's belief that mixing with ambient water within the mixing zone will ensure that the pH at the edge of the mixing zone meets the standard, and the Department considers the proposed permit limits to be protective of the water quality standard.

Bacteria

The proposed permit limits are based on an E. coli standard approved in January 1996. The proposed limits are a monthly geometric mean of 126 E. coli per 100 mL, with no single sample exceeding 406 E. coli per 100 mL. The new bacteria standard allows that if a single sample exceeds 406 E coli per 100 mL, then the permittee may take five consecutive re-samples. If the log mean of the five re-samples is less than or equal to 126, a violation is not triggered. The new rule states that the re-samples should be taken at four hour intervals beginning as soon as practicable (preferably within 28 hours) after the original sample was taken. The rule also allows for changing the re-sampling timeframe if it would pose an undue hardship on the treatment facility. After discussions with the permittee, the Department is proposing that the five re-samples be taken beginning no later than 48 hours after the original sample was taken.

The proposed effluent limits are achievable through proper operation and maintenance.

Chlorine Residual

Because of extreme high levels of dilution available, chlorine toxicity is not an issue with this discharge. The Department has not proposed a chlorine limit in this permit.

Mixing Zone and Zone of Immediate Dilution

The allowable mixing zone is that portion of the Willamette River contained within a band extending out fifty (50) feet from the east bank of the river and extending from a point fifty (50) feet upstream of the outfall to a point two-hundred (200) feet downstream from the outfall. The Zone of Immediate Dilution (ZID) shall be defined as that portion of the allowable mixing zone that is within twenty (20) feet of the point of discharge. The Department believes that the beneficial uses of the receiving stream will not be affected by the discharge and this mixing zone and that the defined mixing zone meets the criteria in the rule.

Schedule B - Minimum Monitoring and Reporting Requirements

In 1988, the Department developed a monitoring matrix for commonly monitored parameters. Proposed monitoring frequencies for all parameters are based on this matrix and, in some cases,

may have changed from the current permit. The proposed monitoring frequencies for all parameters correspond to those of facilities of similar size and complexity in the state.

The permittee is required to have a laboratory Quality Assurance/Quality Control program. The Department recognizes that some tests do not accurately reflect the performance of a treatment facility due to quality assurance/quality control problems. These tests should not be considered when evaluating the compliance of the facility with the permit limitations. Thus, the Department is also proposing to include in the opening paragraph of Schedule B a statement recognizing that some test results may be inaccurate, invalid, do not adequately represent the facility's performance and should not be used in calculations required by the permit.

Monitoring for *E. coli* must be performed in accordance with one of the methods approved by the Department.

Daily monitoring of influent and effluent flow is required in this permit. In addition, calibration of the flow meter is required on a regular basis.

Discharge monitoring reports must be submitted to the Department monthly by the 15th day of the following month. The monitoring reports need to identify the principal operators designated by the Permittee to supervise the treatment and collection systems. The reports must also include records concerning application of biosolids and all applicable equipment breakdowns and bypassing.

Schedule B of the permit includes the requirement for the submittal of annual reports. The conditions are standard language requirements concerning:

Annual report on inflow and infiltration removal

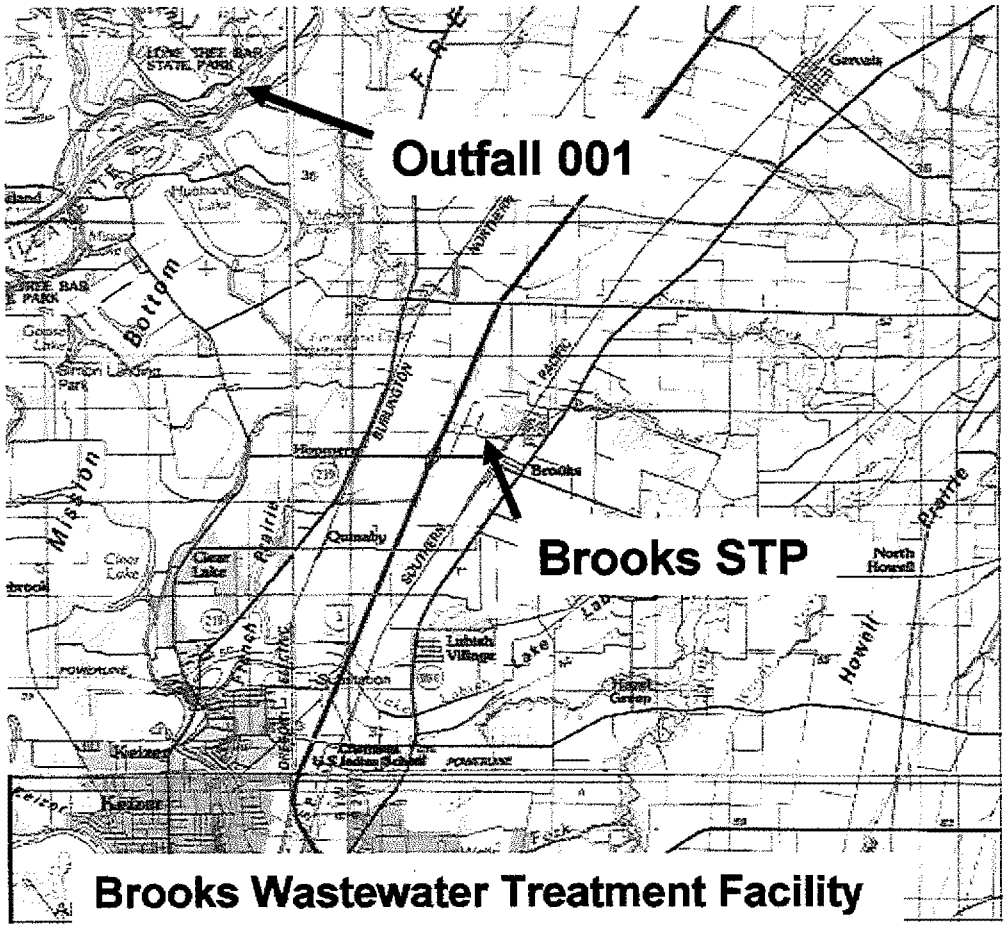
Schedule C - Compliance Conditions

The proposed permit includes two compliance conditions with compliance deadlines. The requirements include: Biosolids management, and meeting the compliance dates established in this schedule or notify the Department within fourteen days following any lapsed compliance date.

Schedule D - Special Conditions

The proposed permit includes seven (7) Special Conditions. The requirements include: Groundwater monitoring, the facilities must be supervised by personnel certified by the Department in the operation of treatment and/or collection systems, biosolids management, a contingency plan for preventing and handling spills, toxics monitoring, proper operation and maintenance of groundwater monitoring wells including procedures for abandoning old wells and installation of new wells, and notifying the Department of malfunctions.

Attachment 1



Attachment 2

Appendix B: Antidegradation Review Sheet

ANTIDEGRADATION REVIEW SHEET
FOR A PROPOSED INDIVIDUAL NPDES DISCHARGE

1. What is the name of Surface Water that receives the discharge? **Willamette River**

   Briefly describe the proposed activity: **Wastewater Treatment**

   Is this review for a renewal OR new (circle one) permit application?
   Go to Step 2. **RENEWAL**

---

2. Is this surface water an **Outstanding Resource Water** or **upstream** from an **Outstanding Resource Water**?
   Yes. Go to Step 5.
   No. Go to Step 3. **NO**

3. Is this surface water a **High Quality Water**?
   Yes. Go to Step 8.
   No. Go to Step 4. **NO**

4. Is this surface water a **Water Quality Limited Water**?
   Yes. Go to Step 13. **YES**
   No. Go to Step 2. Note: The surface water must fall into one of three (3) categories: Outstanding Resource Water (Step 2), High Quality Water (Step 3), or Water Quality Limited Water (Step 4).

---

13. Will the proposed activity result in a Lowering of Water Quality in the **Water Quality Limited Water**?
    Yes. Go to Step 14.
    No. Proceed with Permit Application. Applicant should provide basis for conclusion. Go to Step 24. **NO**

24. On the basis of the Antidegradation Review, the following is recommended:
    ___**X**_ Proceed with Application to Interagency Coordination and Public Comment Phase.
    ____ Deny Application; return to applicant and provide public notice.

Action Approved

Section: Water Quality-Salem

Review Prepared By: Robert A. Dicksa
Phone: 503-378-8240, ext. 246
Date Prepared: January 21, 2004

Please provide the following information and submit with the completed application form to:
Department of Environmental Quality
Water Quality Division—Surface Water Management
811 SW Sixth Avenue
Portland, Oregon 97204-1390

Name: Alan Haley
Name of Company: Marion County and Brooks Community Sewer District
Address: 4860 Brooklake Road NE, Brooks, OR 97305
Phone: 503-588-5169

Name: Brooks STP **Date:** 2/12/2004

Kilocalories per day are calculated based on how much energy will raise the stream by the allowable temperature increase (generally 0.30 ° C).

Insert spawning period 7Q10 and allowable temperature increase		
7Q10 =	**7600**	cfs
Allowable increase =	**0.5**	°C

7600 cfs ÷ 1.547 = 4913 MGD
4913 MGD X 3.785 = 18595 M liters/day = 18595 M kg/day

18,595 M kg/day X 0.5 °C X 1 kilocalorie/1° Δ T = **9297 million kcals/day**

Name: Brooks STP **Date:** 2/12/2004

Kilocalories per day are calculated based on design flow and maximum effluent temperature
This is based on current loading and does not consider the stream temperature increase
This is for Antidegradation purposes only

Insert design flow, numeric criteria and maximum effluent temperature (If the weekly average design flow is known, enter it in the orange square)			
Design Flow (monthly average)	=	**0.2525** MGD or	0.37875 MGD weekly average
Numeric Criteria	=	**13.0** ° C	
Maximum Effluent Temperature	=	**15.0** ° C	

0.4 MGD X 3.785 = 1.4 M liters/day = 1.4 M kg/day

1.4 M kg/day X 2.0 °C X 1 kilocalorie/1° Δ T = 2.9 million kcals/day
Excess Thermal Load
(over Criteria)

Revised 11/7/95

Attachment 4

PRIORITIZATION WORKSHEET

WATER QUALITY PROGRAM NPDES AND WPCF PERMITTED FACILITIES PRIORITIZATION SCREENING CRITERIA FOR GROUNDWATER REVIEW

[ ]

Permit Type (circle one): NPDES
Type of Facility: Facultative Lagoon
Application Number: 988276
File Number: 100077

Worksheet Completed by: _____ Approved by: _____ Date: _____
Prioritization Worksheet and Preliminary Groundwater Assessment Steps Waived by Permit Applicant. Applicant will proceed directly to Hydrogeologic Characterization. Approved by: _____ Date: _____

DOMESTIC WASTEWATER FACILITIES

EXISTING **Wastewater and Sludge/Biosolids Impoundment Systems (confirm all statements given as true or false):**		
1. System (any or all of its individual impoundment components) does not leak excessively. (An **"excessively"** leaking lagoon system or cell may be defined as one that has been designed for subsurface infiltration, rarely or never needs to discharge, dries up in the summer, or contains rooted vegetation.)	True	
2. System is not located in a Groundwater Management Area where an identified contaminant of concern (ie. nitrates) may be associated with domestic wastewater or sludge.	True	
3. System is not located within 500 ft. of an existing public or private drinking water supply well, is not located within a designated Wellhead Protection Area, and all land within 500 ft. of the system is zoned such that no drinking water wells are likely to be installed in the future.	True	
4. There are no **exceptional situations** under which the impoundment system may require further groundwater review to determine the likelihood of an adverse impact		**False,** See groundwater section of the permit evaluation report.

Attachment 5
Wastewater System Classification Worksheet for Operator Certification
OAR 340-049-0020

General Requirements (OAR 340-049-0015) - Each owner of a regulated wastewater system must have its system supervised by one or more operators who hold a valid certificate for the type of system, wastewater treatment or collection, and at a grade equal to or greater than the wastewater system classification as defined in OAR-340-049-0020 and 0025. DEQ will advise system owners of the classification of their systems as a permit action. **As the classification establishes the operator certificate type and grade required for compliance, it needs to be set prior to "start-up" of a new or upgraded and/or expanded facility.**

Wastewater treatment system classifications will be derived from the total points assigned based on criteria shown in OAR 340-049-0025 (see Classification Worksheet). Collection system classifications are based on design population or population equivalent to be served by a wastewater treatment system (see Worksheet).

Upon written notice to the wastewater system owner, DEQ may classify a wastewater treatment system higher than the classification based on accumulated points if the complexity of a treatment system is not reflected in the criteria(see Worksheet examples). If deemed appropriate, DEQ may classify a wastewater collection system higher than the classification based on population when a Class I by population will have significant pumping of sewage including STEP or other pumping that may warrant a Class II designation. In either case, designation must be consistent with the intent of the classification system (see OAR 340-049-0020(4) & (5)).

Classification of Wastewater Systems (OAR 340-049-0020) All wastewater systems regulated under OAR 340-049 will be classified by DEQ as wastewater treatment systems and/or wastewater collection systems, as appropriate, in accordance with the following classification system:

Wastewater Treatment Systems	Wastewater Collection Systems
Class I - 30 total points or less	**Class I - 1,500 or less design population**
Class II - 31-55 total points	**Class II - 1,501 to 15,000 design population**
Class III - 56-75 total points	**Class III - 15,001 to 50,000 design population**
Class IV - 76 or more points	**Class IV - 50,001 or more design population**

Definitions used in these regulations unless otherwise required by context (see OAR 340-049-0010):

"Average Dry Weather Flow" (ADWF) means the design average dry weather flow capacity of the wastewater treatment system in gallons per day or Million Gallons per Day (MGD), as approved by the Department.

"Industrial Waste" means liquid wastes from an industrial or commercial process discharged into a wastewater system for conveyance and treatment.

"NPDES Permit" means a waste discharge permit issued in accordance with requirements and procedures of the National Pollutant Discharge Elimination System authorized by Section 402 of the Federal Clean Water Act and OAR 340, Division 45.

"Population" means the design population of the wastewater system represented as the number of people or the population equivalent the system is designed to serve. Equivalent population ordinarily is determined based on 70 gallons per person per day average dry weather flow (ADWF) or 0.17 lbs. BOD5 per person per day, whichever is greater.

"Wastewater" or "sewage" means the water-carried human or animal waste from residences, buildings, industrial establishments or other places, together with such groundwater infiltration and surface water as may be present. The admixture of domestic and industrial waste or other by-products, such as sludge, is also considered wastewater or sewage.

"Wastewater Treatment System" or "Sewage Treatment System" means any structure, equipment or process for treating and disposing of, or recycling or reusing wastewater and sludge (including industrial waste) that is discharged to the wastewater system.

"Wastewater Collection System" or "Sewage Collection System" means the trunks, arterials, pumps, pump/lift stations, piping and other appurtenances necessary to collect and carry away wastewater or other liquid waste treatable in a community or private wastewater treatment facility.

"Wastewater System" means "Sewage Treatment Works" defined in ORS 448.405 as any structure, equipment or process required to collect, carry away and treat domestic waste and dispose of sewage as defined in ORS 454.010. Typically, components of a wastewater system include a wastewater collection system and a wastewater treatment system.

"WPCF Permit" means a Water Pollution Control Facilities permit to construct and operate a collection, treatment and/or disposal system with no discharge to navigable waters.

Attachment 5

Wastewater System Classification Worksheet for Operator Certification OAR 340-049-0020

WW System Common Name: Marion County and Brooks Community Sewer District

Facility ID: 100077 **Location:** 4860 Brooklake Road NE, Brooks, OR 97305

Total Points (from page 3): 28 **WWT Class (check):** ☒ I ☐ II ☐ III ☐ IV

Design Population[1]**:** 500 **WWC Class (check):** ☒ I ☐ II ☐ III ☐ IV

Design ADWF load (Influent MGD) 0.220 **Design BOD load (Influent lbs./day)** 200

Classified by: Robert Dicksa **Date:** January 21, 2004

Date this classification filed with the Operator Certification office: _____

System start-up date for this classification (new, upgrade or expansion): _____

Is this a change from a prior classification? (check): ☐ Yes ☒ No

Criteria for Classifying Wastewater Treatment Systems (OAR 340-049-0025)

(1) Design Population or Population Equivalent Points (10 Points Maximum)

☒ Less than 750	0.5 points
☐ 751 to 2000	1 point
☐ 2001 to 5000	1.5 points
☐ 5001 to 10,000	2 points
☐ Greater than 10,000	3 points plus 1 per 10,000
Point subtotal	0.5

(2) Average Dry Weather Flow (Design Capacity) Points (10 points Maximum)

☐ Less than 0.075 MGD	0.5 point
☐ Greater than 0.075 to 0.1 MGD	1 point
☒ Greater than 0.1 to 0.5 MGD	1.5 points
☐ Greater than 0.5 to 1.0 MGD	2 points
☐ Greater than 1.0 MGD	3 points plus 1 per 1 MGD
Point subtotal	1.5

(3) Unit Process Points (Check all that apply)

Preliminary Treatment and Plant Hydraulics:

☐ Comminution (includes shredders, grinders, etc.)	1 point
☒ Grit Removal, gravity	1 point
☐ Grit Removal, mechanical	2 points
☐ Screen(s), in-situ or mechanical	1 point
☒ Pump/Lift Station(s) (pumping of main flow)	2 points
☐ Flow Equalization (any type)	1 point
Point subtotal	3

Primary Treatment:

☒ Community Septic Tank(s)	2 points
☐ Clarifier(s)	5 points
☐ Flotation Clarifier(s)	7 points
☐ Chemical Addition System	2 points
☐ Imhoff Tank (or similar)	3 points
Point subtotal	2
Total Points Page 1	7

[1] **See "Population" definition. Use the design average daily per person load for Influent Flow or Influent BOD5, whichever is greater. This value is also used to determine the Collection System Classification.**

Wastewater System Classification Worksheet

Unit Process Points – Continued (Check all that apply)

Secondary, Advanced, and Tertiary Treatment:

☐	Low Rate Trickling Filter(s) (no recirculation)	7 points
☐	High Rate Trickling Filter(s) (recirculation)	10 points
☐	Trickling Filter - Solids Contact System	12 points
☐	Activated Sludge (any type)	15 points
☐	Pure Oxygen Activated Sludge	20 points
☐	Activated Bio Filter Tower less than 0.1 MGD	6 points
☐	Activated Bio Filter Tower greater than 0.1 MGD	12 points
☐	Rotating Biological Contactors 1 to 4 shafts	7 points
☐	Rotating Biological Contactors, 5 or more shafts	12 points
☒	Stabilization Lagoons, 1 to 3 cells without aeration	5 points
☐	Stabilization Lagoons, 1 or more cells with primary aeration	7 points
☐	Stabilization Lagoons, 2 or more cells with full aeration	9 points
☐	Recirculating Gravel Filter	7 points
☐	Chemical Precipitation Unit(s)	3 points
☐	Gravity Filtration Unit(s)	2 points
☐	Pressure Filtration Unit(s)	4 points
☐	Nitrogen Removal, Biological or Chemical/Biological System	4 points
☐	Nitrogen Removal, Designed Extended Aeration Only	2 points
☐	Phosphorus Removal Unit(s)	4 points
☐	Effluent Microscreen(s)	2 points
☐	Chemical Flocculation Unit(s)	3 points
☐	Chemical Addition System(s) (6 points maximum)	@ 2 points
	Point subtotal	5

Solids Handling:

☐	Anaerobic Primary Sludge Digester(s) w/o Mixing and Heating	5 points
☐	Anaerobic Primary Sludge Digester(s) with Mixing and Heating	7 points
☐	Anaerobic Primary and Secondary Sludge Digesters	10 points
☐	Sludge Digester Gas reuse	3 points
☐	Aerobic Sludge Digester(s)	8 points
☒	Sludge Storage Lagoon(s) (or tanks, basins etc.)	2 points
☐	Sludge Lagoon(s) with aeration	3 points
☐	Sludge Drying Bed(s)	1 point
☐	Sludge Air or Gravity Thickening	3 points
☐	Sludge Composting, In Vessel	12 points
☐	Sludge Belt(s) or Vacuum Press/Dewatering	5 points
☐	Sludge Centrifuge(s)	5 points
☐	Sludge Incineration	12 points
☐	Sludge Chemical Addition Unit(s) (alum, polymer, etc.)	2 points
☐	Non-Beneficial Sludge Disposal	1 point
☐	Beneficial Sludge Utilization	3 points
	Point subtotal	2

Disinfection:

☐	Liquid Chlorine Disinfection	2 points
☒	Gas Chlorine Disinfection	5 points
☐	Dechlorination System	4 points
☐	Other disinfection systems incl. ultraviolet and ozonation	5 points
	Point subtotal	5

Wastewater System Classification Worksheet

Total Points Page 2 12

(4) Effluent Permit Requirement Points (Check as applicable):

☒ Minimum of secondary effluent limitations for BOD and/or TSS	2 points
☐ Minimum of 20 mg/L BOD and/or Total Suspended Solids	3 points
☐ Minimum of 10 mg/L BOD and/or Total Suspended Solids	4 points
☐ Minimum of 5 mg/L BOD and/or Total Suspended Solids	5 points
☐ Effluent limitations for effluent oxygen	1 point
Point subtotal	2

(5) Variation in Raw Waste Points. (6 points maximum) Points in this category will be awarded only when conditions are extreme to the extent that operation and handling procedure changes are needed to adequately treat waste due to variation of raw waste

☐ Recurring deviations or excessive variations 100% to 200%	2 points
☐ Recurring deviations or excessive variations of more than 200% **or** conveyance and treatment of industrial wastes by Pretreatment program	4 points
☒ Septage or other hauled waste (control and/or preliminary treatment)	2 points
Point subtotal	2

(6) Sampling and Laboratory Testing Points (check as applicable - maximum 11 points)

☒ Sample for BOD, Total Suspended Solids performed by outside lab	2 points
☐ BOD or Total Suspended Solids analysis performed at treatment plant	4 points
☒ Bacteriological analysis performed by outside lab	1 point
☐ Bacteriological analysis performed at WWT plant lab	2 points
☐ Nutrient, Heavy Metals or Organics analysis performed by outside lab	3 points
☐ Nutrient, Heavy Metals or Organics analysis performed at WWT plant	5 points
Point subtotal	3

(7) Points For Other Complexities Not Reflected Above: (see OAR 340-049 0020(4) & (5))

☐ Odor Control (2 points maximum)		1 to 2 points
☒ Standby Power Units	@	1 point
☐ Solids Composting or Land Application of Biosolids		10 points
☐ Alkaline Stabilization (3 points maximum)		2 to 3 points
☒ Other Effluent Limits [ammonia, Cl2, temp., etc. (list or attach list)]	@	1 point
☐ Pond(s) (advanced treatment polishing or irrigation holding)		2 points
☐ Effluent Land Disposal - Evaporation (surface or subsurface)		2 to 4 points
☐ Effluent direct Reuse or Recycle		6 points
☐ SCADA or similar for data (limited to extensive total process operation)		2 to 6 points
☐ Chemical/Physical advanced waste treatment following secondary		10 points
☐ Chemical/Physical advanced waste treatment w/o secondary		15 points
☐ Biological or Chemical/Biological advanced waste treatment		12 points
☐ Reverse Osmosis, Electro-dialysis or Membrane Filtration techniques		15 points
☐ Other complexities (list or attach list): _____		2
Point subtotal		2
Total Points Page 3		9

Total Accumulated Points (3 pages) 28

A COPY OF THIS COMPLETED WORKSHEET IS TO BE FILED WITH THE OPERATOR CERTIFICATION PROGRAM, WATER QUALITY DIVISION, PRIOR TO SYSTEM START-UP

Appendix F
Land Use Development Scenarios

Brooks-Hopmere Community Plan

Future Development and Growth Scenarios Summary

DATE February 24, 2019

TO Brooks-Hopmere Community Plan (Phase I) Project Team

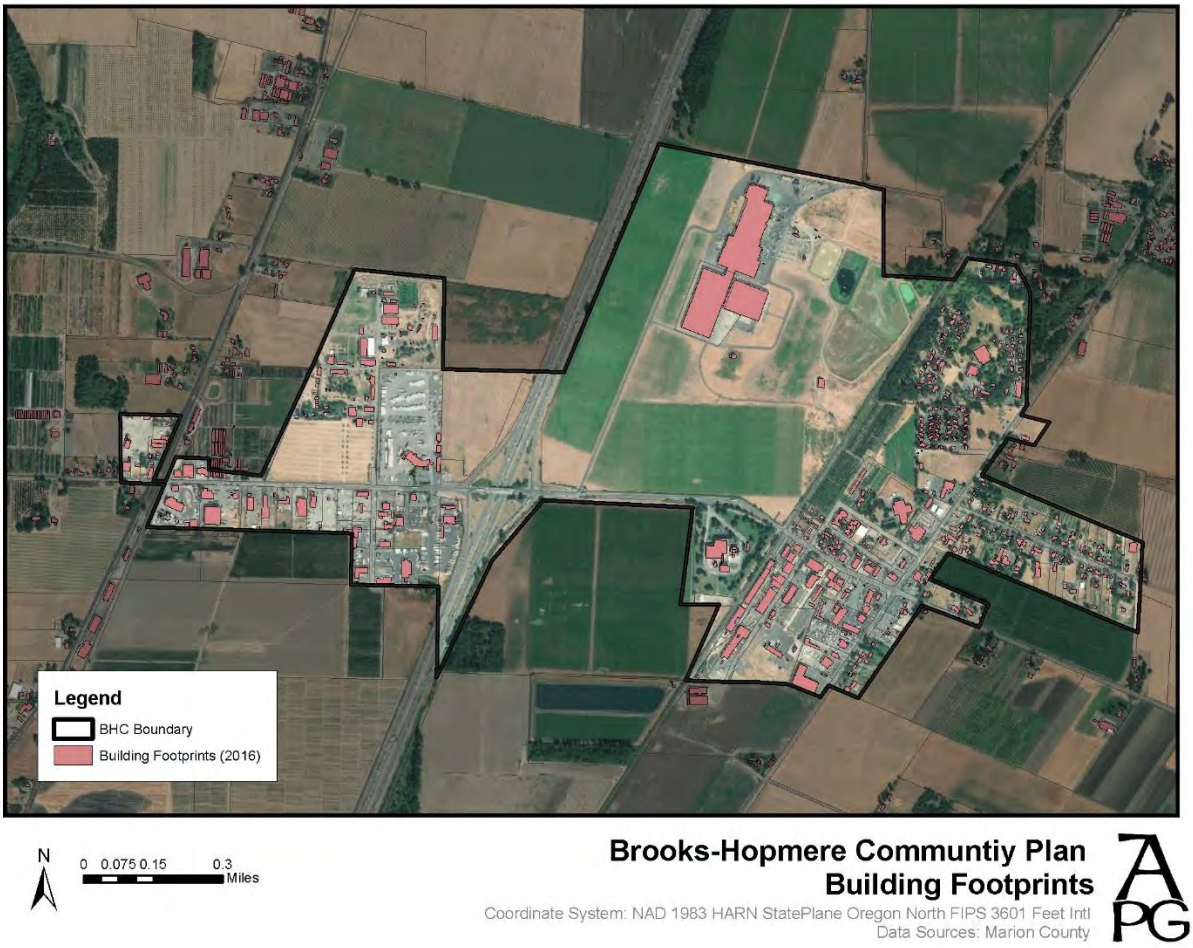
FROM Matt Hastie, APG
Emma Porricolo, APG

INTRODUCTION

The Brooks-Hopmere Community (BHC) is a designated Urban Unincorporated Community (UUC) located in Marion County a few miles north of Keizer and Salem. It is the largest unincorporated community in Marion County, and is home to a wide range of commercial and industrial businesses. Additionally, the area includes residential uses and a number of institutional uses, such as the Willamette Valley Christian School, Marion County Rural Fire District Station, and Chemeketa Community College Brooks Campus. The BHC serves many of the surrounding agricultural communities. The UUC designation and community boundary were designated in the original Brooks-Hopmere Community Plan, adopted in 2000. The plan also established comprehensive plan policies and inventoried existing conditions of the community. Now, twenty years later, conditions in the area have evolved and there is a need to better understand current conditions and plan for the future of the community. The purpose of the update to the Brooks-Hopmere Community Plan is to identify opportunities and a plan for capitalizing on the resources in the BHC.

The Community Plan update has included an evaluation of existing conditions under four categories – transportation, land use, water, and wastewater. This phase of the project, Scenario Development, includes development and analysis of several different scenarios for future development within the area. The scenarios are based on an evaluation of existing conditions, state and local regulations, and conversations with community stakeholders thus far. The scenarios summarized will be presented to the public for input which will inform the selection of a preferred alternative scenario. This document summarizes the impacts and implementation steps for each scenario. Several more detailed memos – Development Scenarios Land Use Memo, Water and Wastewater Future Infrastructure Summary, and Development Scenario Impacts on Transportation memorandums – provide more in-depth analysis of the scenarios.

Figure 1. Existing Conditions – Building Footprints



II. SCENARIO IMPACTS SUMMARY

Three scenarios for future population and employment growth were developed and evaluated. The proposed growth rates relate to the County's projected population growth and projected employment growth for the Mid-Willamette Valley region. A summary of each scenario and its potential impacts to the land use, water, wastewater, and transportation systems are found below.

A. Scenario I – As-Is/Natural Growth

This scenario assumes relatively low rates of population and employment growth, similar to official projected growth rates in other parts of the County. Population is expected to grow by an average of between 0.5% and 0.35% per year over the next 20 years, with more growth projected in the first 10 years. This is approximately half of the growth rate projected for Marion County as a whole and is higher than what is projected for the unincorporated portion of Marion County but lower than what is projected for the entire County. Employment is projected to grow by a total of 12% over 20 years, consistent with regional projections.

Land Use Impacts. The projected growth rates assume an increase in population of 52 residents over the next 20 years. The vacant and partially vacant areas within the existing unincorporated community boundary appear to have enough capacity to absorb this level of growth. No significant changes to residential land use regulations or the supply of land are needed to accommodate this level of growth over the next 20 years.

The projected employment growth rates would translate to an increase of 188 additional employees working in the BHC by 2040. There appears to be adequate capacity of land zoned for employment uses in the area to accommodate this level of growth through. Growth would occur through a combination of existing companies hiring more people at their sites and some new businesses locating on existing vacant properties or properties with the capacity for additional development. As a result, no changes to existing land use regulations for the BHC would be needed to accommodate this level of employment growth.

Water System Impacts. This scenario would result in very modest changes in the demand for water service. However, it is recommended that a new water source be established to serve the community in the future and to provide adequate water storage and fire flow to the community. This system would have several advantages over the existing system, including the following:

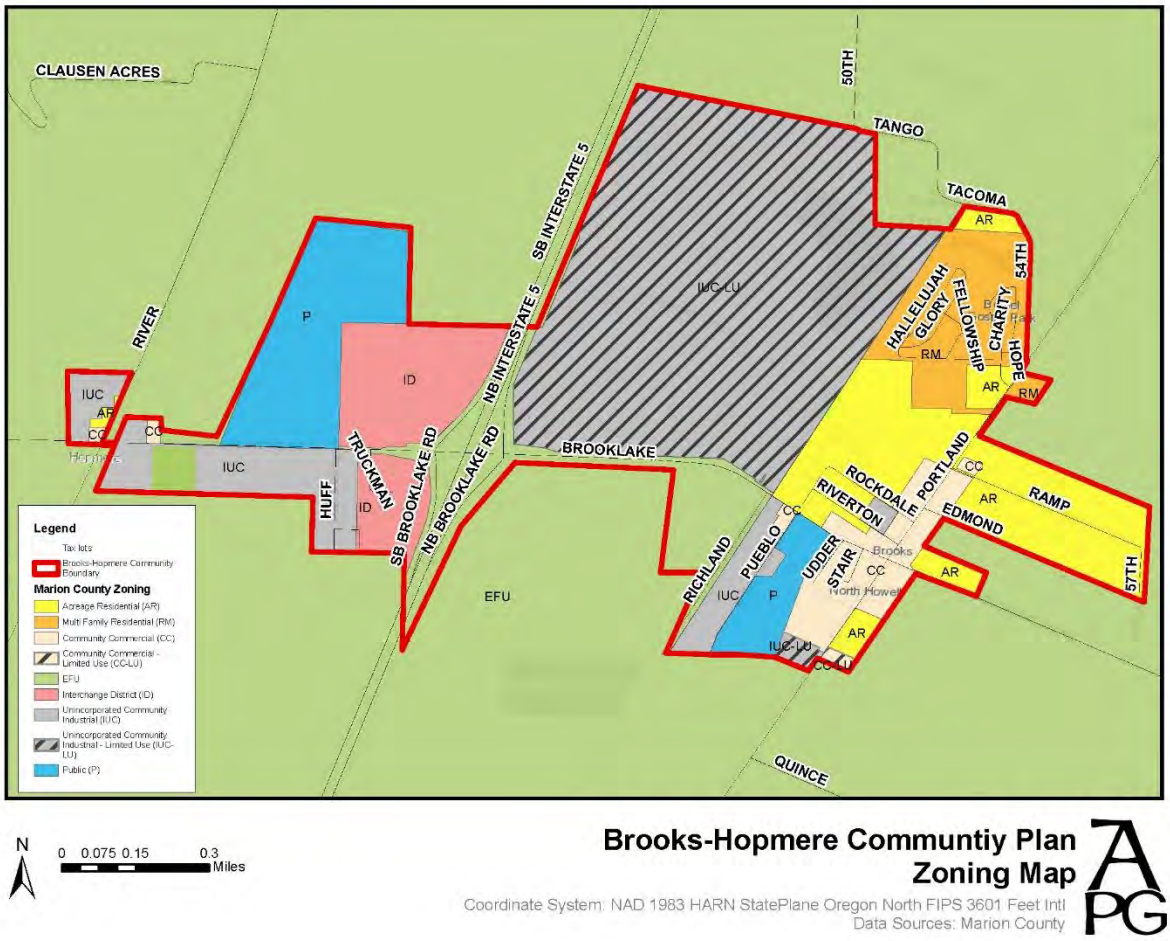
- Water source and infrastructure would be owned by the County/District and not another agency
- Capacity would be adequate to meet fire flow requirements
- Capacity would be sufficient to serve BCSD users and additional community members
- Development or growth in the area would be supported
- Interconnection with a private system could benefit both systems by providing redundancy

Wastewater System Impacts. There appears to be enough flow capacity at the wastewater treatment plant to accommodate this growth scenario. Approximately 25 new Septic Tank Effluent Pumping (STEP) tanks would be needed to accommodate increased development. As a result, no change to the basic wastewater treatment system is needed or recommended, beyond installation of the new STEP tanks,

with continued upkeep of existing tanks and the wastewater treatment plant and distribution infrastructure.

Transportation System Impacts. This growth scenario will require some of the traffic mitigation previously identified in other studies to accommodate growth in this area, including improvements to the Brooklake/I-5 Interchange ramp intersections, as well as intersections of Brooklake Road with River Road, Huff Avenue, and Highway 99E. However, not all of these improvements are expected to be necessitated under this scenario. In addition, similar to all the scenarios, improvements to Brooklake Road itself are recommended, including the addition of sidewalks, bicycle facilities, and a center turn lane. Similar enhancements to local streets in the area (particularly addition of sidewalks where they are lacking) should be considered if new development occurs and/or if resources are available.

Figure 2. Zoning Map



B. Scenario II – Moderate Growth

This scenario reflects moderate growth of employment and population. It assumes cumulative employment growth of 20% and average annual population growth between 0.7% to 1%. This growth is expected to occur through expansion of existing businesses, as well as potential new business and new housing development in the area. This scenario anticipates 109 new residents and 313 new employees by 2040.

Land Use Impacts. In addition to the portion of growth that can be accommodated on existing vacant and partially developed land there are few recommendations to allow for additional development. For employment lands in the BHC, it is recommended some barriers to development are further studied to identify how they can be mitigated. The Limited Use Overlays on several properties could be removed or modified to allow a wider variety of uses on the sites. Additionally, the County should identify and implement a coordinated approach among the County, local service districts, community property owners, and developers to identify, implement and finance community wastewater and transportation infrastructure improvements in a way that is financially feasible and equitable for property owners and the County as a whole.

The projected population growth rates would translate to an increase of 109 new residents (approximately 40 homes) in the BHC by 2040. There appears to be adequate capacity of land zoned for residential uses in the area to accommodate this level of growth.

Water System Impacts. This scenario would result in a more sizable change in the demand for water service. As with the other scenarios, it is recommended that a new water source should be established to serve the community in the future and to provide adequate water storage and fire flow to the community. In comparison to the existing facilities, this new system would have the same advantages described under the previous scenario.

Wastewater System Impacts. Depending on growth location and capacity there are two options for this scenario a new gravity-based system to replace existing STEP tanks and accommodate future demand or add additional STEP tanks to the current system. A study should be completed to determine the most feasible option. If the existing system remains, installation of a minimum of 50 additional STEP tanks in the system, an increase of 20% from the current number of tanks, is recommended for this scenario.

Transportation System Impacts. Similar to Scenario I, this growth scenario will require some of the traffic mitigation previously identified in other studies to accommodate growth in this area, including improvements to the Brooklake/I-5 Interchange ramp intersections, as well as intersections of Brooklake Road with River Road Huff Avenue, and Highway 99E. However, not all of these improvements are expected to be necessitated under this scenario. In addition, similar to all the scenarios, improvements to Brooklake Road itself are recommended, including the addition of sidewalks, bicycle facilities, and a center turn lane. Similar enhancements to local streets in the area (particularly addition of sidewalks where they are lacking) should be considered if new development occurs and/or if resources are available.

C. Scenario III – Strong Growth

This scenario is the most optimistic in terms of the level of growth projected in the community. It assumes moderate population growth, similar to high growth rates projected for Marion County cities, coupled with higher levels of expansion of existing businesses and creation of new facilities, including more significant development or redevelopment of the following sites:

- NORPAC site and facility
- Port of the Willamette Intermodal facility
- Site adjacent to the Covanta facility
- Curry and Company site, including vacant properties
- May Trucking
- Chemeketa Community College

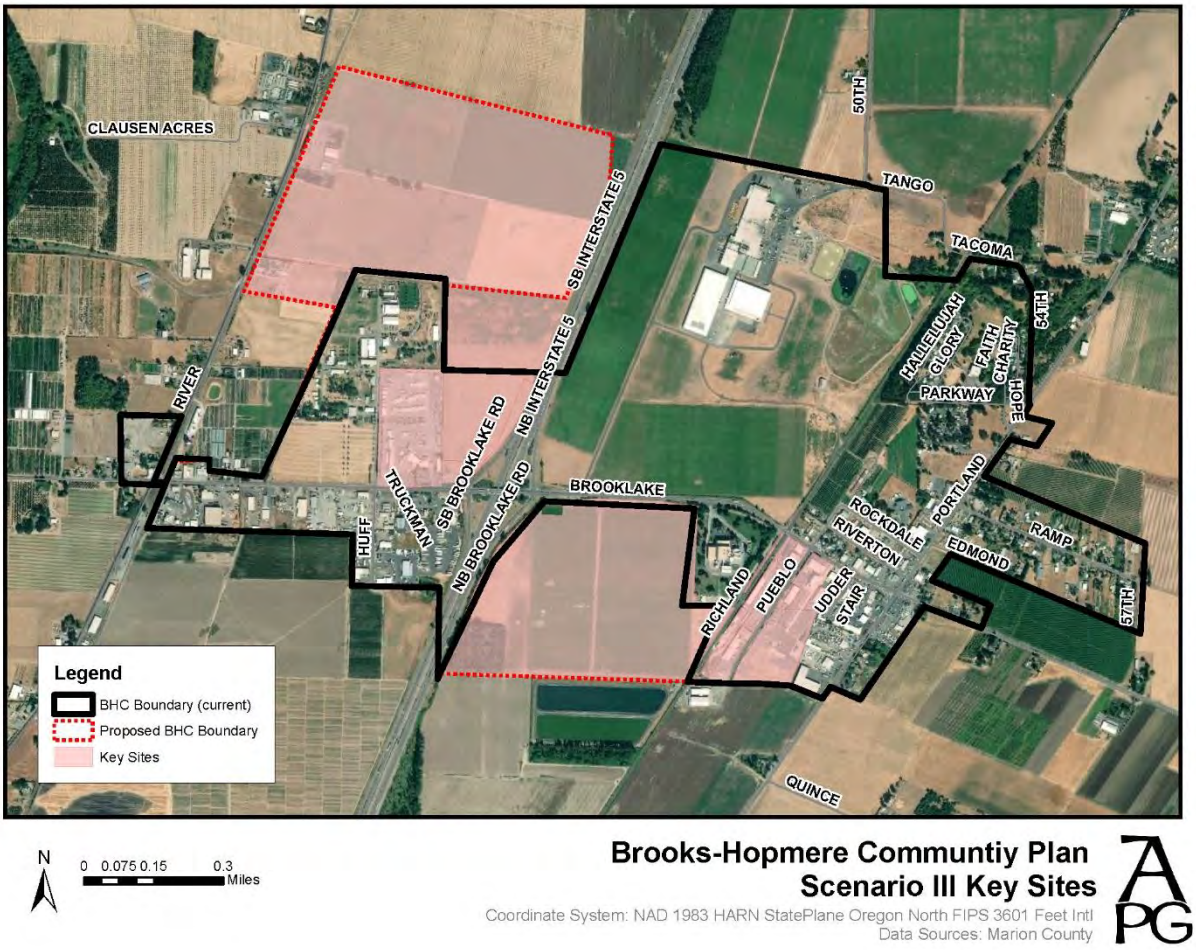
The expansion of key sites is based upon information provided during stakeholder interviews with residents, business and property owners. It is assumed the expansion on the sites listed would equate to 561 additional employees in the community. In total, the scenario assumes a population increase of 157 and 874 additional employees by 2040.

Land Use Impacts. For employment lands in the BHC, it is recommended some barriers to development are further studied to identify mitigation techniques. The Limited Use Overlays on several properties should be removed in order to allow a wider variety of uses on the sites. In addition, the County should identify and implement a coordinated approach amongst the County, local service districts, community property owners, and developers to identify, implement and finance wastewater and transportation infrastructure improvements in a way that is financially feasible and equitable for property owners and the County as a whole.

Additionally, for this scenario, some of the major properties to house new or expanding businesses will require an expansion of the boundary. For these properties to develop to the proposed capacity, they would need to be included in the BHC boundary or rezoned to commercial or industrial use designations. Both a boundary expansion or a rezone of properties outside the BHC conflict with state regulations, which requires extensive processes to receive an exemption from state requirements.

The amount of residential development assumed in this scenario can be accommodated by development of vacant residential lots and additional infill development on lots with existing homes, assuming the ability to develop on smaller lots. Furthermore, the County should explore ways to allow a higher density in the BHC, in comparison to the current density levels. One approach is to coordinate public and private partnerships to improve infrastructure in the community in order to assist the increased and higher density of residential development. Also, the County should consider allowing increased residential density on residentially zoned parcels in the BHC through the revision of the minimum lot sizes permitted, assuming community water and wastewater facilities can accommodate the resulting increase in density.

Figure 3. Scenario III Key Sites and Proposed Boundary Expansion



Water System Impacts. This scenario would result in the most significant changes in demand for water service. It is recommended that a new water source is established to serve the community in the future and to provide adequate water storage and fire flow to the community. In comparison to the existing facilities, this new system would have the same advantages described under the previous scenario.

Wastewater System Impacts. There appears to be adequate flow capacity at the wastewater plant for this scenario with assistance from STEP tanks. However, location of future growth would influence whether STEP tanks are more feasible than a completely new gravity system that replaces the STEP tanks. A future study would determine what is the most feasible option for the community.

If STEP tanks are more feasible than an entirely new system, installation of a minimum of 72 additional STEP tanks in the system, an increase of almost 30% from the current number of tanks, is recommended. A study to evaluate the future expansion and the impacts of additional STEP tanks and feasibility of an alternative wastewater system is also recommended.

Transportation System Impacts. Assuming a proportional relationship between traffic growth and population/employment growth, the following proposed mitigations are recommended to accommodate the growth. The recommended improvements are:

- Priority Recommendations
    - Add a center turn lane on Brooklake Road and OR-99E to improve access for businesses and provide a median refuge for business traffic turning into and out of driveways.
    - Install traffic signals and appropriate turn lanes at the following intersections:
        - River Road & Brooklake Road
        - Huff Avenue & Brooklake Road
        - I-5 Southbound Ramps & Brooklake Road (reevaluate when the interchange is reconstructed)
        - I-5 Northbound Ramps & Brooklake Road (reevaluate when the interchange is reconstructed)
- Other Recommendations
    - Plan for Brooklake Road to be a five-lane section at a minimum, with right-of-way to accommodate 10-foot multi-use pathways on both sides.
    - Build out the Collector network on all four quadrants of the interchange (at ¼ to ½ mile spacing) to allow alternate access for businesses and developments and to support future access management efforts along Brooklake Road. This will involve utilizing or upgrading existing railroad crossings to relieve pressure on the River Road and OR-99E (Portland Road) intersections with Brooklake Road.
    - Utilize Union Pacific Railroad and Portland & Western Railroad for freight and passenger transport whenever feasible.
    - Minimize impediments to truck travel between I-5 and businesses/developments along Brooklake Road.
    - Install similar enhancements to local streets in the area (particularly addition of sidewalks where they are lacking) if new development occurs and/or if resources are available.

Table 1. Growth Scenarios Summary

SCENARIO	SUMMARY OF GROWTH IMPACTS	SUMMARY OF IMPLEMENTATION STEPS
Scenario I. As – Is / Natural Growth	***Land Use*** • No significant changes to existing land use regulations are needed. ***Water*** • Establish a new water source for the community to provide adequate water storage and fire flow to the community. ***Wastewater*** • Requires additional Septic Tank Effluent Pumping (STEP) to increase capacity. • Continue upkeep of existing tanks and the wastewater treatment plant and distribution infrastructure. ***Transportation*** • Several priority transportation mitigation improvements are recommended.	***Land Use*** • No significant changes to existing land use regulations are needed. ***Water*** • Explore options for a new water source. ***Wastewater*** • Install a minimum of 25 new STEP tanks. • Conduct a wastewater facility planning study to evaluate the future expansion of a gravity system that would displace the STEP system. ***Transportation*** • Construct some of the transportation mitigation improvements from the Brooklake/I-5 study. • Continue to require Traffic Impact Analyses (TIA) for new development and expansions • SKATs Travel Demand modeling[1] areas should expand to include the area northwest of the interchange in the BHC.
Scenario II. Moderate Growth	***Land Use*** • For employment lands, work on improving some barriers to development that are specific to the community. • For residentially zoned land, allow for a higher density of housing. ***Water*** • Establish a new water source for the community to provide adequate water storage and fire flow to the community. ***Wastewater*** • Requires additional Septic Tank Effluent Pumping (STEP) to increase capacity. • Continue upkeep of existing tanks and the wastewater treatment plant and distribution infrastructure. ***Transportation*** • Some transportation mitigation improvements are suggested.	***Land Use*** • Remove or modify Limited Use Overlays from properties in the BHC. ***Water*** • Explore options for a new water source. ***Wastewater*** • Based on location of additional growth a new system or modifications to increase capacity of the existing system will be recommended. Based on the location of the growth on of the two approaches will be recommended: 1) A new gravity system to replace STEP tanks, or 2) Install a minimum of 50 new STEP tanks; and conduct a wastewater facility planning study to evaluate the future expansion of a gravity system that would displace the STEP system.

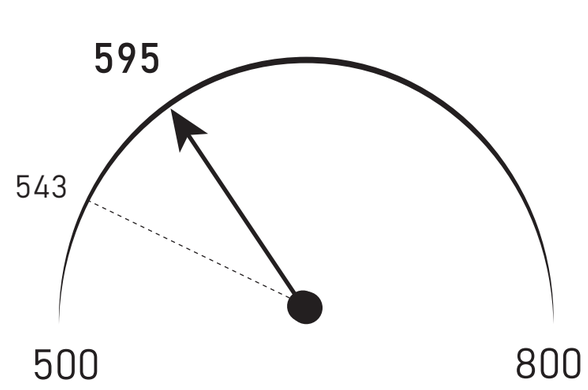
[1] Salem-Keizer Area Transportation Study (SKATS) is a part of the Mid-Willamette Valley Council of Governments (MWVCOG) transportation planning. They develop models to forecast and plan for future transportation conditions in the greater Salem-Keizer area.

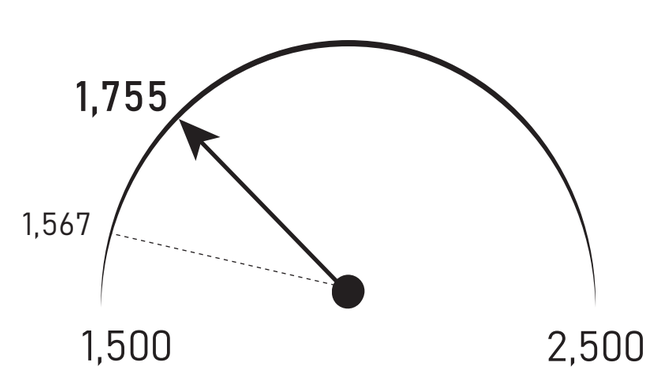
		Transportation • Construct some of the transportation mitigation improvements from the Brooklake/I-5 study. • Continue to require Traffic Impact Analyses (TIA) for new development and expansions • SKATs Travel Demand modeling areas should expand to include the area northwest of the interchange in the BHC.
Scenario III. Strong Growth	***Land Use*** • For employment lands, work on improving some barriers to development that are specific to the community. • For residentially zoned land, allow for a higher density of housing. • Expand the Brooks-Hopmere Community boundary to bring in additional land to accommodate new businesses or expand existing businesses in the community. ***Water*** • Establish a new water source for the community to provide adequate water storage and fire flow to the community. ***Wastewater*** • Further study to determine most feasible and plausible option, depending on location of growth. Study would explore the following options: o Construct a new system o Supplement existing infrastructure through additional STEPs. • Maintain current system and increase capacity through Septic Tank Effluent Pumping (STEP) to increase the capacity of the current system. ***Transportation*** • Complete all the recommended transportation mitigation improvements.	***Land Use*** • Expand BHC boundary if permissible by state law through a goal exception process. • Rezone and allow infrastructure to be extended to the added EFU properties through a goal exception process, including exceptions to Goals 3, 11 and 14. • Remove or modify Limited Use Overlays from properties in the BHC. • Reduce minimum allowed lot sizes for residential zones. ***Water*** • Explore options for a new water source. ***Wastewater*** • Based on location of additional growth a new system or modifications to increase capacity of the existing system will be recommended. Based on the location of the growth on of the two approaches will be recommended: 2) A new gravity system to replace STEP tanks, or 3) Install a minimum of 72 new STEP tanks; and conduct a wastewater facility planning study to evaluate the future expansion of a gravity system that would displace the STEP system. ***Transportation*** • Construct all needed transportation mitigation improvements from the Brooklake/I-5 study. • Continue to require Traffic Impact Analyses (TIA) for new development and expansions • SKATs Travel Demand modeling areas should expand to include the area northwest of the interchange in the BHC.

How far does each scenario move the needle?

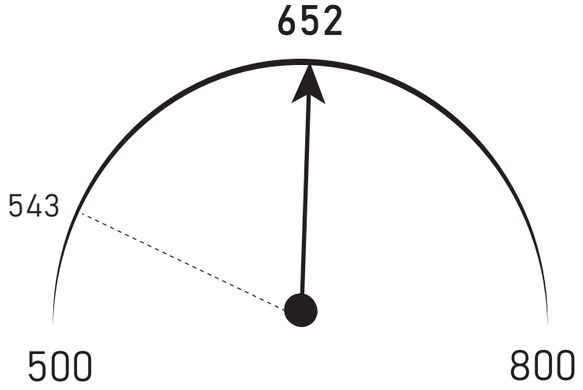
Each groth and development scenario proposes population and employment growth, that is depcited below by showing hte increase in resdients and employees of the BHC for each secanrio. The dash lines indicate current population and employment levels.

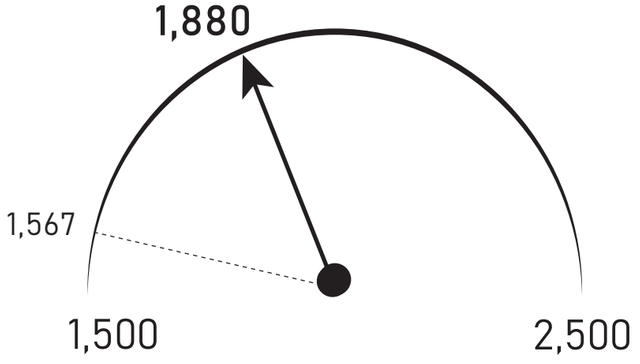
Scenario I



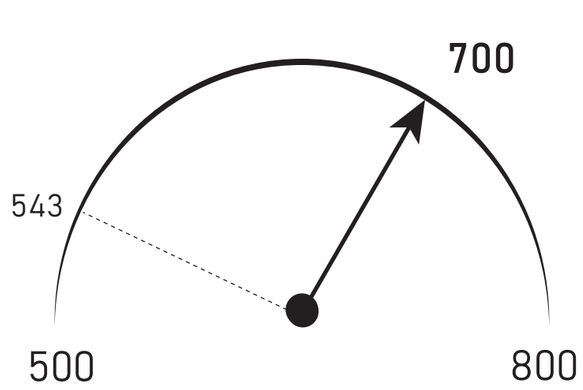


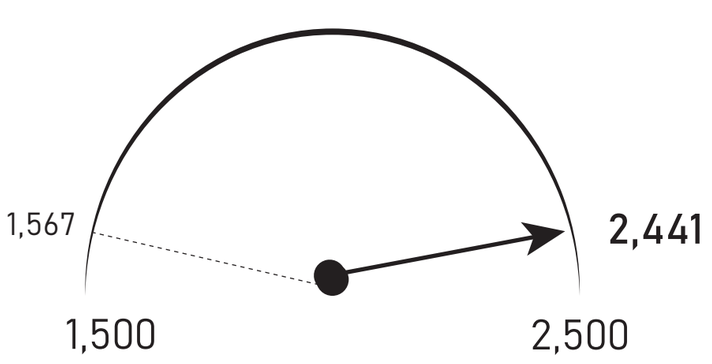
Scenario II





Scenario III





Appendix G

Water and Wastewater Future Infrastructure Summary

KELLER ASSOCIATES

Technical Memorandum

TO: Brooks-Hopmere Community Plan (Phase 1) Project Team

FROM: Peter Olsen, PE, Keller Associates
Liz Thorley, EI, Keller Associates

DATE: February 10, 2020

SUBJECT: **Water and Wastewater Future Infrastructure Summary**

1.0 BACKGROUND

As Marion County (County) evaluates future economic opportunities in the Brooks-Hopmere Planning Area, understanding projected water and wastewater infrastructure needs is integral to planning. The memorandum titled "Development Scenarios Outline" by Angelo Planning Group (APG) describes three potential scenarios of growth: As-Is, Moderate, and Strong. Each of these scenarios assumes increasing levels of growth for population and employment in the planning area. These scenarios were used as a basis to assess whether existing water and wastewater infrastructure could support potential growth, and if not, alternatives that could be pursued in the future. This memorandum provides population growth associated with each scenario, projections of water demand and wastewater flows, brief descriptions of water and wastewater infrastructure alternatives, and a summary of what infrastructure may be appropriate for each growth scenario. Existing water and wastewater infrastructure are discussed in more depth in the Keller Associates memorandum titled "Water and Wastewater Existing Infrastructure Summary" dated December 9, 2019.

2.0 DEMOGRAPHICS

As a part of their assessment of potential growth scenarios, APG provided the population and employment growth rates for the planning area as shown in Table 1. The planning period is 20 years and projections are based on a 2020 population of 543. For the purpose of the analysis presented here, the 2040 population was used as the main indicator for assessing infrastructure. Employment and commercial businesses are typically captured within water and wastewater data, while specific industries (existing or projected) are considered individually due to the potential for atypical contributions (i.e. higher demand, flow, and/or suspended solids loading).

Table 1. Proposed growth rates developed by APG and 2040 population projections.

Scenario	As-Is		Moderate		Strong	
Period	2020 – 2035	2035 – 2040	2020 – 2035	2035 – 2040	2020 – 2035	2035 – 2040
Population (AAGR[1])	0.50%	0.35%	1.00%	0.70%	1.40%	0.90%
Employment	12%		20%		20% and site-specific growth	
Projected 2040 Population	595		652		700	

[1]AAGR = Average annual growth rate

Using the projected populations shown in Table 1, 2040 water demand and wastewater flows were estimated for each scenario. Sections 3.1 and 4.1 below provide these projections, as well as other planning criteria considered. Note that these projections are high-level approximations based on the limited available data, comparing data from nearby communities in the Willamette Valley, and assumptions about connectivity to community systems.

3.0 WATER INFRASTRUCTURE

3.1 PROJECTED WATER DEMANDS

In projecting water demands, it was assumed that the entire permanent population in the planning area would be served by a community water system. This is a conservative approach based on the expressed desire for a community system to serve existing residents and business owners and enable future development, vocalized by stakeholders (i.e. Marion County Fire District #1 staff, private property owners, Chemeketa Community College). High water demand industries, such as NORPAC and Covanta, are currently on private well systems and it was assumed that this would continue in the future.

Table 2 below provides projected water storage needs and well pump flow rates based on a max day demand of 415 gallons per capita per day (gpcd) and average day demand of 140 gpcd. These values were estimated from available wastewater flow rates which reflects approximately 55% commercial and 45% residential contributors. It was assumed that growth would occur proportionally. Water master plan data for several nearby communities was accessed to help characterize demands. Planning criteria such as fire flow requirements and emergency storage were considered when projecting water storage needs.

Table 2. Projected storage needs and well pump flow rates for a community water system

Growth Scenario	**Existing**	**As-Is**	**Moderate**	**Strong**
	2020	2040	2040	2040
Population	*543*	*595*	*652*	*700*
Peak Storage[2]	0.03	0.04	0.04	0.04
Operational Storage[3]	0.07	0.07	0.08	0.08
Fire Storage[4]	0.54	0.54	0.54	0.54
Emergency Storage[5]	0.08	0.09	0.09	0.10
Total Storage Need (MG)	**0.72**	**0.73**	**0.76**	**0.76**
Well Flow Rate (gpm)[6]	**156**	**172**	**188**	**202**

[2]Based on estimated 15% of maximum daily demand
[3]Operational Storage: Assumes 10% of total storage
[4]Fire Storage: Assumes 3,000 gpm for 3 hours
[5]Emergency Storage: Assumes one day of the average day demand
[6]Assumes 415 gpcd which includes residential, commercial, and irrigation use

The required storage is within a range of approximately 4,000 gallons between the Existing and Strong scenarios. Storage could be in the form of a raised or below ground reservoir. Pumping needs would vary slightly depending on storage elevation. Pump and power redundancy are recommended. Interconnection of a community water system to a private well system (i.e. CCC) would benefit both systems by providing a backup water supply for a situation requiring pump(s) to be taken offline.

3.2 FUTURE WATER INFRASTRUCTURE ALTERNATIVES

Potential drinking water sources, infrastructure requirements, and capacity were among the considerations in developing alternatives for future water infrastructure. The following three alternatives were considered for future water infrastructure serving the planning area: no change to the existing system, installation of a new water system with a community well (or wells) as its source, and installation of a water storage and distribution system with a neighboring municipality as a wholesale water source. A description of water infrastructure alternatives and potential advantages and disadvantages are presented in Table 3.

Table 3. Future water infrastructure alternatives.

NO CHANGE	COMMUNITY WELL(S)	CONNECTION TO NEIGHBORING SYSTEM
Existing community water infrastructure serves approximately 17 commercial users within the Brooks Community Service District (BCSD). The source well is owned by Chemeketa Community College (CCC). Water users not served by BCSD are on private wells.	Installation of a new well (or network of wells) has the potential to serve a community water system and provide adequate fire flow. A surface water source was not pursued here due to the planning area's distance to local surface water bodies.	A nearby existing municipal water system could provide a water source for a community system. Connection to the City of Keizer's water system appears to be feasible based on preliminary conversations with the City, system capacity, and proximity to infrastructure (see attached Figure 1) and its Urban Growth Boundary. There is also the potential to connect to the City of Salem's infrastructure, however, contact was not made with City staff at this time.
Advantages • Minimal additional infrastructure for the County/District to maintain in the foreseeable future • No capital investment required	***Advantages*** • Water source and infrastructure owned by the County/District and not another agency • Capacity to meet fire flow requirements • Capacity to serve BCSD users and additional community members • Enable development or growth in the area • Interconnection with a private system could benefit both systems by providing redundancy	***Advantages*** • Allows for a community water system with a source that the County does not have to maintain • Capacity to meet fire flow requirements • Capacity to serve BCSD users and additional community members • Enable development or growth in the area
Disadvantages • Tenuous agreement between CCC and the County, and as a result, long-term uncertainty of the water source. Note that Oregon Health Authority prohibits the cessation of a community water source without providing an alternate source. • No new service connections are permitted, which limits development or growth in the planning area. • The system is unable to meet fire flow requirements, which has negative implications for safety and growth in the planning area • Continuation of serving unmetered customers without proper backflow protection.	***Disadvantages*** • Requires initial feasibility investigation, including hydrogeologic investigation, water rights availability, and well siting. • Initial capital investment for new water infrastructure (well(s), pumps, pipeline, meters, valves) • Potential for existing water quality issues to perpetuate with new well if accessing the same aquifer as the CCC well.	***Disadvantages*** • Political uncertainty as it requires going through the process of incorporation into Salem/Keizer's UGB or go through a statewide goal exception • County does not own water source • Initial capital investment for new water infrastructure (pump station, pipeline, meters, valves, potential connections fees to for City of Keizer)

4.0 WASTEWATER INFRASTRUCTURE ALTERNATIVES

4.1 PROJECTED WASTEWATER FLOWS

Daily wastewater flow data from 2018 to 2019 were used to project future wastewater flows for each growth scenario, as shown in Table 4 below. Industry expansion is

projected under the Strong growth scenario. It is assumed that influent wastewater composition (i.e. BOD concentration) will not change under this growth, and that any new industries to the area would treat wastewater onsite, similar to NORPAC's facility, and obtain their own NPDES discharge permit. However, existing BOD loading (120 lb/day) and TSS loading (50 lb/day) are well under the original design loads (279 lb/day for BOD and 140 lb/day for TSS), due to the efficacy of Septic Tank Effluent Pumping (STEP) systems at removing these constituents. The number of additional STEP tanks were estimated as they require a high amount of maintenance effort from County public works staff and should be considered as a part of any future wastewater evaluation and cost estimating.

Table 4. Project wastewater flow rates and STEP tanks per growth scenario

	Design Flow Rate (gpd)	2018-2019 Unit Flow Rate (gpcd)	2018-2019 Flow Rates (gpd)	2040 Projections		
				As-Is	Moderate	Strong
Population			Approx. 540	595	652	700
Average Dry Weather Flow	201,000	118	64,300	70,516	77,207	82,839
Peak Dry Weather Flow	226,000	182	99,000	108,571	118,873	127,544
Average Wet Weather Flow	220,000	112	61,000	66,897	73,245	78,588
Peak Wet Weather Flow	251,000	137	74,600	81,812	89,575	96,109
Estimated Number of STEP Tanks[7]			250	274	300	322

[7]Based on existing ratio of population to STEP tanks in system

When assessing capacity of the wastewater system, projected flow rates can be compared to design flow rates. There appears to be flow capacity at the wastewater treatment plant for all three growth scenarios. Based on the projected influent flows, velocities in the 4-inch and 6-inch collection system force mains would likely vary between 1 foot per second (fps) and 5 fps. The STEP tank estimates in Table 4 represent expansion based on the existing proportion of commercial and residential contributors to the system.

4.2 FUTURE WASTEWATER INFRASTRUCTURE ALTERNATIVES

When assessing viable options for future wastewater infrastructure, maintenance, additional infrastructure requirements, and feasibility were considered in developing alternatives for future wastewater infrastructure. The following three alternatives were considered for future wastewater infrastructure serving the planning area: no change, gravity-based additions to the existing STEP system, and a new gravity-based system to replace the existing STEP system. A description of wastewater infrastructure alternatives and potential advantages and disadvantages are presented in Table 5 below. Note that connecting to a neighboring wastewater system (such as to the Keizer-Salem system) is an additional option, but this alternative was not pursued for this memorandum due to the extent of the wastewater infrastructure currently serving the planning area.

Table 5. Future wastewater infrastructure alternatives

NO CHANGE	GRAVITY-BASED ADDITIONS	NEW GRAVITY SYSTEM
The existing community wastewater system serves much of the Brooks-Hopmere community. Existing infrastructure includes approximately 250 STEP tanks, pressurized piping, and a small wastewater treatment plant with a two lagoons.	The existing wastewater system could be maintained while any new infrastructure expansion could be through gravity-based infrastructure. Additional infrastructure would include new sewer mains and laterals, with the likely need for lift station(s) or deep pipe placement.	A new gravity wastewater system could be installed to replace the existing STEP system. Infrastructure requirements would include new sewer mains and laterals, lift station(s) or deep pipe placement, and modifications to the wastewater treatment plant.
Advantages • Lowest capital investment required • STEP tanks provide pretreatment before wastewater enters the treatment plant	***Advantages*** • Avoids the maintenance of additional STEP tanks added to the system • Reduced capital investment requirement when compared to a new gravity system	***Advantages*** • Eliminating STEP tanks would reduce long-term maintenance costs
Disadvantages • Does not improve upon existing maintenance requirements and will continue to increase maintenance costs and staff time with the addition of more STEP tanks to the system.	***Disadvantages*** • Requires maintenance of a dual system (STEP tanks and gravity) • Without STEP tanks for new connections, influent solids and BOD loading would likely increase, which would necessitate upgrades to the wastewater treatment plant	***Disadvantages*** • Influent solids and BOD loading would increase due to the removal of STEP tanks and likely require expansion of the treatment system • High initial capital investment for new infrastructure

5.0 RECOMMENDED INFRASTRUCTURE PER SCENARIO

5.1 WATER INFRASTRUCTURE

As described in Table 3 and in the existing infrastructure summary memo, there are several disadvantages to the current BCSD system served by CCC. A new water source should be established to serve (at a minimum) the BCSD water users and provide water storage and fire flow to the community, although ideally it would be able to serve other members of the community and future growth. It is recommended that regardless of the growth scenario, a new community water source should be established. A feasibility study would provide the County with a better understanding of whether pursuing a community well system or connection to a neighboring municipal system would be best moving forward.

5.2 WASTEWATER INFRASTRUCTURE

When assessing future projections, the existing wastewater system serving much of the Brooks-Hopmere community appears to have flow capacity based on the assumptions described above. However, the STEP tanks are a high maintenance cost to the County while a STEP system is in place, whether it is through pumping or replacement of aging tanks. This is an important consideration when assessing growth to the system and its impact on public works staff and budget.

For the As-Is scenario, the no change alternative is recommended due to the relatively low number of estimated STEP tanks added to the system (about 25).

For the Moderate scenario, either the no change alternative or the gravity-based additions alternative could be appropriate to serve growth. A minimum of 50 additional STEP tanks could be added to the system, which is an increase of 20% from the current number of tanks. The cost to the County for adding these tanks to the system could be compared to the infrastructure required for small, gravity-based additions to the system. Gravity-based infrastructure will result in higher solids loadings to the treatment plant due to the lack of settling that a STEP tank provides, which could impact the treatment plant's treatment capacity. A wastewater facility planning study is recommended to fully assess the existing condition of the system, treatment capacity and thresholds, as well as to provide cost estimates for future infrastructure alternatives. This study could also evaluate the future expansion of a gravity system that would displace the STEP system. Infiltration and inflow were not accounted for when projecting flows, largely because it is not currently an issue in the pressurized system. It should be considered in planning any gravity-based upgrades to the system in an area with the potential for high groundwater.

For the Strong scenario, either gravity-based additions or a new gravity system is recommended. The minimum additional STEP tank estimate increases by almost 30% of the existing count. Location of growth would influence whether gravity-based additions are more feasible than a completely new system. A wastewater facility planning study is also recommended for this growth scenario for the same reasons described above.

6.0 NEXT STEPS

The next phase of water infrastructure planning should involve a feasibility study. This could include further research into the feasibility of water system alternatives, as well as more accurate estimates of demands based on the population to be served. Oregon Water Resources Department offers grants to assist in funding feasibility studies. Additionally, the Drinking Water State Revolving Fund as well as the Water Infrastructure Finance and Innovation Act program offer low-interest loans for water infrastructure planning projects.

The next phase of wastewater infrastructure planning should involve a facility planning study. The County would benefit from a more in-depth analysis of the existing system, including quantification of long-term data, a more in-depth inspection of facilities (including field testing), and an improved understanding of capacity moving forward. This would inform what additions, replacements, or modifications to the system would be appropriate for anticipated growth. The Clean Water State Revolving Fund provides loans for public wastewater system planning.

Appendix H

Development Scenarios Impacts on Transportation

KELLER ASSOCIATES

Technical Memorandum

TO: Brooks-Hopmere Community Plan (Phase 1) Project Team

FROM: Stephen Lewis, PE, PTOE; Keller Associates
Alex Grover, PE, PTOE; Keller Associates

DATE: February 11, 2020

SUBJECT: **Development Scenario Impacts on Transportation**

1.0 BACKGROUND

Marion County (County) and its collaborating project team is assessing the economic development of the unincorporated Brooks-Hopmere community (see red outline in **Figure 1** below). Previously as part of this study, existing transportation and water/wastewater conditions were evaluated and future development scenarios were proposed. This memo assesses the impact of the proposed development scenarios on transportation in Brooks-Hopmere. Specifically, this memo includes the following:

- Comparison of population and employment growth rates for the Salem-Keizer Area Transportation Study (SKATS) travel demand models and proposed development scenarios, and
- Transportation implications of the proposed development scenarios

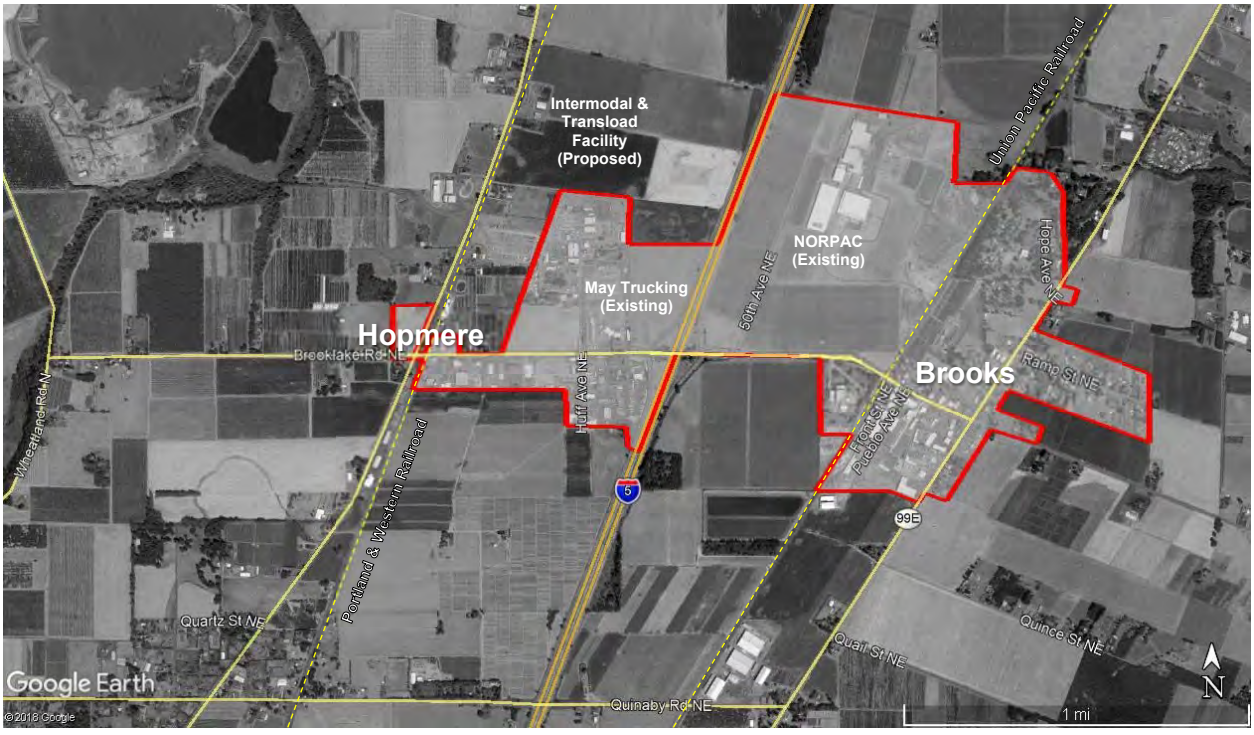


Figure 1: Brooks-Hopmere Vicinity Map

2.0 PROPOSED DEVELOPMENT SCENARIOS

As part of this project, Low Growth (As-Is/Natural Growth), Medium Growth, and High Growth future development scenarios were proposed. **Tables 1 through 3** summarize the population and employment growth rates from 2020 to 2040 used for each scenario.

Table 1: Proposed Growth for the Low Growth Scenario (As-Is/Natural Growth)

Metrics	Average Annual Growth Rate (2020-2040)	Total Growth (2020-2040)
Population	0.46%	9.7%
Employment	0.57%	12%

Table 2: Proposed Growth Rates for the Moderate Growth Scenario

Metrics	Average Annual Growth Rate (2020-2040)	Total Growth (2020-2040)
Population	0.92%	20.2%
Employment	0.92%	20%

Table 3: Proposed Growth Rates for the High Growth Scenario

Metrics	Average Annual Growth Rate (2020-2040)	Total Growth (2020-2040)
Population	1.27%	28.8%
Employment	2.24%	56%

For the Low and Medium growth scenarios, population and employment are expected to grow at a similar pace relative to one another. However, in the High Growth scenario employment is expected to grow twice as fast as population.

3.0 SALEM-KEIZER AREA TRANSPORTATION STUDY (SKATS) TRAFFIC FORECASTS

The Salem-Keizer Transportation Study (SKATS) provided population and employment data and forecasts for the Brooks-Hopmere area from their 2017 and 2043 regional travel demand models. **Table 4** summarizes the population and employment data for each Traffic Analysis Zone (TAZ) provided in SKATS' travel demand models.

The current SKATS regional travel demand models do not include the area northwest of the I-5 interchange (i.e. north of Brooklake Road and west of I-5). It is recommended that these areas are added to the SKATS models as part of the planned model update in 2020. It should also be noted that, because Brooks-Hopmere is on the boundary of the SKATS model area, Brooks-Hopmere traffic projections are heavily influenced by external travel data in addition to local population and employment projections.

Table 4: SKATS Population and Employment Data in Brooks-Hopmere

Metrics	Year	Traffic Analysis Zone (TAZ)						Total
		83	84	129	130	131	133	
Population (persons)	2017	300	122	305	288	57	393	1,465
	2043	347	127	509	288	187	393	1,851
Employment (persons)	2017	21	415	427	6	337	210	1,416
	2043	24	494	427	6	430	240	1,621

Table 5: SKATS Population and Employment Growth Rates in Brooks-Hopmere

Metrics	Average Annual Growth Rate (2020-2040)	Total Growth (2020-2040)
Population	0.90%	19.7%
Employment	0.52%	11%

4.0 COMPARISON OF SKATS GROWTH TO PROPOSED DEVELOPMENT SCENARIOS

The SKATS population growth rates (see **Table 5**) are approximately equivalent to those of the proposed Medium Growth Scenario (see **Table 2**), and the SKATS employment growth rates are approximately equivalent to those of the proposed Low Growth Scenario (As-Is/Natural Growth) (see **Table 1**).

5.0 TRANSPORTATION IMPLICATIONS OF PROPOSED DEVELOPMENT SCENARIOS

Traffic capacity and proposed mitigations from the 2019 Brooklake Road / I-5 Interchange Transportation Study (referred to as the Brooklake/I-5 Study in this memo) were referenced to estimate traffic impacts of the three proposed development scenarios (Low, Medium, and High Growth). The Brooklake/I-5 Study was referenced because it was recently completed and analyzed all major intersections in Brooks-Hopmere.

Table 6 on the next page compares PM peak hour intersection volumes from the 2018 Existing Conditions and 2040 Background + Development scenarios in the Brooklake/I-5 Study. Compound average annual traffic growth rates were calculated for each intersection.

The 2040 Background + Development scenario included background traffic growth as well as trips generated by a proposed May Trucking expansion. The study assumed that the Pilot / May Trucking accesses onto Brooklake Road would be closed, and the traffic re-routed west to Huff Avenue.

Table 6: Intersection Traffic Growth 2018-2040

Intersection	PM Peak Hour Intersection Volumes		Background + Development Traffic AAGR (2018-2040)
	2018	2040 w/Development	
River Rd & Brooklake Rd	1,308	1,875	1.7%
Huff Ave & Brooklake Rd	1,085	3,050	4.8%
Pilot / May Trucking & Brooklake Rd	1,497	n/a (accesses to be closed)	n/a (accesses to be closed)
I-5 SB Ramps & Brooklake Rd	1,763	2,960	2.4%
I-5 NB Ramps & Brooklake Rd	1,305	2,035	2.0%
Norpac & Brooklake Rd	910	1,315	1.7%
Covanta & Brooklake Rd	897	1,300	1.7%
OR-99 / Portland Rd & Brooklake Rd	1,514	2,530	2.4%

Assuming a 1:1 proportional relationship between traffic growth and population/employment growth, the Background + Development average annual growth rates shown in **Table 6** are generally on-par with, or higher than, the High Growth scenario growth rates shown in **Table 3**.

With these assumptions, the proposed mitigations in the Brooklake/I-5 Study (see **Tables 7 and 8**) should generally be able to accommodate High Growth scenario traffic. For the Low and Medium Growth scenarios, some of the proposed mitigations may not be required. This is a high-level assessment of future traffic conditions and variations in actual development patterns could require traffic mitigation beyond what is proposed in **Tables 7 and 8**. For this reason, the County should continue to require Traffic Impact Analyses for new developments or expansions.

Table 7: Short-Term Mitigations from the Brooklake Road / I-5 Transportation Study

Intersection	Mitigation
Existing	
Brooklake Road/River Road	Signalize intersection Add northbound and southbound left turn lanes
Brooklake Road/I-5 SB	Widen southbound ramp to allow for two approach lanes Signalize Intersection
Brooklake Road/I-5 NB	Widen southbound ramp to allow for two approach lanes Signalize Intersection
Phase 1 – 2020	
Brooklake Road/Huff Avenue	Add northbound and southbound left turn lanes
Phase 2 – 2022	
Brooklake Road/River Road	Add eastbound and westbound left turn lanes
Brooklake Road/Huff Avenue	Signalize intersection Add westbound and eastbound left turn lanes
Brooklake Road/I-5 SB	Add eastbound right turn lane
Brooklake Road/I-5 NB	Add westbound right turn lane
Phase 3 - 2023	No additional mitigation identified
Phase 4 - 2024	No additional mitigation identified
Phase 5 - 2025	
Brooklake Road/Huff Avenue	Add a second southbound left turn lane
Brooklake Road	Add a second eastbound lane starting at Huff Avenue and dropping off as a right turn only lane at the I-5 southbound ramp

Table 8: Long-Term Mitigations from the Brooklake Road / I-5 Transportation Study

Intersection	Mitigation	Planning Level Cost Estimate[b]
Brooklake Road/River Road	Install westbound right turn lane and associated traffic signal modifications	$600,000[c]
River Road/Quinaby Road	Install traffic signal and left turn lanes on River Road	$1,500,000
Brooklake Road/Huff Avenue	Install southbound and northbound right turn lanes and associated traffic signal modifications	$600,000[d]
Brooklake Road/OR-99E	Install dual left turn lanes on the eastbound approach and an additional receiving lane on the north leg and single left turn lane on the westbound approach	$1,900,000

[a] See Short Term Evaluation memorandum (July 2019) for additional short-term improvements
[b] Cost estimates derived from ODOT ARTS safety countermeasures
[c] Includes $250,000 for railroad crossing improvements
[d] Includes $100,000 for gas utility relocation

6.0 CONCLUSIONS

Current SKATS population growth rates are approximately equivalent to those of the proposed Medium Growth Scenario, and current SKATS employment growth rates are approximately equivalent to those of the proposed Low Growth Scenario (As-Is/Natural Growth).

Assuming a 1:1 proportional relationship between traffic growth and population/employment growth, the proposed mitigations in the Brooklake/I-5 Study should generally be able to accommodate High Growth scenario traffic. For the Low and

Medium Growth scenarios, some of the proposed mitigations may not be required. This is a high-level assessment of future traffic conditions and variations in actual development patterns could require traffic mitigation beyond what is proposed in the Brooklake/I-5 Study. For this reason, the County should continue to require Traffic Impact Analyses for new developments or expansions.

The current SKATS regional travel demand models do not include the area northwest of the I-5 interchange (i.e. north of Brooklake Road and west of I-5). It is recommended that these areas are added to the SKATS models as part of planned updates in 2020. The SKATS models are being updated in preparation for the ODOT Brooklake Road / I-5 Interchange Area Management Plan. SKATS model updates should include coordination with ODOT to integrate any changes into their statewide travel demand models.

Because the proposed mitigations in the Brooklake/I-5 Study are expected to accommodate High Growth scenario traffic, conclusions and recommendations from the Transportation Existing Conditions Summary memorandum dated January 13, 2020 remain valid. These include:

- Plan for Brooklake Road to be a five-lane section at a minimum, with right-of-way to accommodate 10-foot multi-use pathways on both sides. The future roadway section will be further defined in the upcoming Interchange Area Management Plan (IAMP) and will be aided by the latest traffic forecasts provided by the Salem-Keizer Area Transportation Study (SKATS)[1].
- In line with recommendations from previous studies, install traffic signals and appropriate turn lanes at the following intersections:
    - River Road & Brooklake Road
    - Huff Avenue & Brooklake Road
    - I-5 Southbound Ramps & Brooklake Road (reevaluate when the interchange is reconstructed)
    - I-5 Northbound Ramps & Brooklake Road (reevaluate when the interchange is reconstructed)
- Build out the Collector network on all four quadrants of the interchange (at ¼ to ½ mile spacing) to allow alternate access for businesses and developments and to support future access management efforts along Brooklake Road. This will involve utilizing or upgrading existing railroad crossings to relieve pressure on the River Road and OR-99E (Portland Road) intersections with Brooklake Road.
- Utilize Union Pacific Railroad and Portland & Western Railroad for freight and passenger transport whenever feasible.
- Minimize impediments to truck travel between I-5 and businesses/developments along Brooklake Road.

[1] During correspondence for this study, SKATS indicated they will soon be updating their regional travel demand forecasting model in preparation for the upcoming IAMP.

- Encourage east-west pass-through traffic to use the I-5 overpasses at Quinaby Road, to the south, or Waconda Road, to the north instead of Brooklake Road.

Stakeholder input, compiled in December 2019, revealed additional transportation needs and associated recommendations. These include:

- Solutions to transportation issues are the highest priority for residents and stakeholders. Existing traffic congestion should be mitigated before allowing, or as part of, new development.
- A center turn lane on Brooklake Road and OR-99E would improve access for businesses and provide a median refuge for business traffic turning into and out of driveways.
- To support future pedestrian and bicycle facilities, the Brooklake Road corridor and future I-5 interchange must maintain or acquire enough right-of-way for multi-use pathways on both sides of the road. This corridor will serve as the backbone of the pedestrian and bicycle network and allow travel across I-5 and the railroads.

Appendix I

Stakeholder Interviews and Online Survey #1 Summary

Brooks-Hopmere Community Plan
Introductory Engagement Summary

I. Overview

As a part of the Brooks-Hopmere Community Plan update (Phase I) community feedback was gathered in the initial stages of the project through stakeholder interviews and an online survey. The same questions were asked of both groups, with a few additional targeted questions for stakeholders where needed to clarify or expand on the conversation. Information about each outreach activity is provided below.

A. *Online Survey* – The Introductory Online Survey was available through the project website and announced in a mailing sent to all property owners in the primary and secondary engagement area.[1] The survey was available from late September to November 2019. 66 people responded to the survey. A list of survey questions is included in Attachment A.

B. *Stakeholder Interviews* – Angelo Planning Group conducted stakeholder interviews with a variety of stakeholders. In-person interviews were hosted in the community on November 19, 2019. All other interviews were done by phone between November and December 2019. A total of 22 individuals representing a wide variety of stakeholders were interviewed, including business owners, local organizations, service districts, and neighboring jurisdictions. The discussion questions for the stakeholder conversations are found in Attachment B.

II. Stakeholder Interview Participants

- Julie Shackelton – Willamette Valley Christian School
- Michelle Duchateau, Kathie Rosenquist, and TimDeZotell - Antique Powerland
- Les Langton – Western Antique Power, Inc.
- Kathy LeCompte – Brooks Tree Farm and Brooks Community Group
- Kyle McMann and Paula Smith – Marion Co. Fire District No. 1
- Anneke and Robert Van Klaveren – Van's Nursery
- Matt Marler – Covanta
- Kevin Mannix – Port of the Willamette
- Marshall Roache – Chemeketa Community College
- Terry Beilke – Beilke Family Farm
- Luke Atwood – Red Steer Gloves
- Tim Kirsch - Manager, Brooks Hardware
- Holly and Aaron Ensign - Curry and Company
- Scott Smith & David Daniel – May Trucking

[1] The primary engagement area is limited to the Brooks-Hopmere Community boundary. The secondary engagement boundary is defined by Booklake Road at 65th Avenue to east, Wheatland Road NE to the west, Waconda Road NE to the north, and Quinaby Road NE to the south.

- Irshad Suri – Manager, Pilot Travel Center
- Nate Brown – Community Development Director, City of Keizer

III. Summary of Results by Question

Following is a summary of comments by discussion topic. Responses have been paraphrased for brevity and clarity.

1.	*Please describe your relationship to the Brooks-Hopmere Community.*
	• Survey responses:
	  o 51% of survey respondents are residents of the Brooks-Hopmere Community.
	  o 59% of survey respondents are property owners in the community.
	  o 11% are employees of a business or organization in the community.
	• Stakeholders interviewed included business managers, property owners, service districts, and other affiliations with the Brooks-Hopmere Community. Across all the businesses and organizations interviewed, they employ over 550 people.

1.a.	*Would you like to tell us anything about existing conditions or issues in the Brooks-Hopmere Community related to housing, jobs, business opportunities, transportation, water or sewer service or anything else there?* (Survey only question) This question received a wide range of responses, including, but not limited to: • Frustration over transportation issues in the community, primarily the traffic around the I-5 interchange and Hwy 99E. • Concerns about recent increases in sewer fees. • Concerns about emissions from the Covanta facility. • Concerns about blight in the community. • Request to have more traffic enforcement in the community. • Distaste with the number of used cars lots in the community. • Concern about the business and industrial area that supports the neighboring agricultural areas, and a desire to ensure the community continues to serve them. • Suggestion to have Antique Powerland become the "Main Street" and central business district of Hopmere. • Envision an agricultural innovation corridor in the community.
2.	*What do you think are the Brooks-Hopmere Community's most important assets?* • Location is a key asset, especially with the proximity to Interstate-5 and Hwy 99E and growing neighboring communities - Salem, Keizer, Woodburn. The location is a significant benefit to several employment sectors and many businesses in the community. • The small community feel within the community and collaboration amongst community members. Chemeketa Community College is collaborating with several businesses and organizations in the community.

	• The businesses in the community. Many stable, growing, and successful businesses in the community were mentioned, including, but not limited to May Trucking, Pilot, Pacific Stair, Curry and Company. True Value Hardware also was described as a community-based business that serves surrounding areas and acts an informal meeting/socializing place in the community. • Chemeketa Community College, providing great services and bringing many people to the community. • The value of the land because of the location. • Availability of relatively inexpensive labor in the area. • The diversity of businesses that provides a "one-stop shop" community for several sectors.
3.	*What are its most significant challenges?* • Traffic within the community and vehicle access to sites. Wait times and safety concerns with making left turns on the busy roads. Vehicle movement in an out of many sites is unsafe. Traffic back-ups when there is an accident on I-5 can be particularly bad. • Blight and some unsafe areas, especially near Willamette Valley Christian School. • Limited and/or poor infrastructure, primarily water and sewer, is limiting to new development and existing development does not have much control. Lack of control by individual property owners and lack of water quality. • Limited internet service is a challenge for some businesses in the community. • Lack of true community gathering space. True Value is the closest thing the community has; many don't expect a true community gathering space to develop naturally. • The unknown future of the NORPAC facility. • Cost to develop needed facilities associated with proposed/future development. Some more costly requirements included ADA accessibility, street improvements, and foam fire-suppression systems, among others. • Loss of grant for Port of Willamette Intermodal facility. • Employment capacity in neighboring communities. Salem has available industrial space – Brooks industrial space is competing with those spaces. Charging the same leasing rates as Salem may not be feasible. • Bordering agricultural land, constrains expansion of the community. • Rough late night and after hour crowds. • The cost of making significant improvements needed to the transportation infrastructure, particularly if they must be funded by private property owners or businesses. • Keizer will likely go through an expansion process in the future, one of those areas would be north, towards Hopmere. Development in this area likely would result in significant increases of traffic using the Brooklake Road/I-5 interchange via River Road and Brooklake Road. This would provide even more impetus for potential

	improvements to these facilities. Similarly, the new In-and-Out Burger in Keizer also may result in traffic impacts in this area.
4.	*What is your vision for the future of the Brooks-Hopmere Community?* • Clean up the community (less junk on properties) and promote the small-town feel, add more community amenities, restaurants, etc. • Keep Brooks friendly for agricultural and industrial businesses. • Mixed feeling on more residential development in the community, with most stakeholders leaning toward not favoring more residential in the area. • Zero change with the exception of road, water, infrastructure. Don't want new neighbors displacing existing neighbors. • Allow agricultural users (tractors) to use the road and utilize safely as needed. • Provide center turn lanes across the major roads in the community. • Promote the highest and best use of available land. • Stable retail, industrial and commercial businesses that provide jobs to the surrounding communities. Some businesses should cater to the community (i.e. second diesel repair shop). • For the community to be a hub of logistical, agricultural, technology businesses. Includes truck and rail transportation connections within the community. • Industrial hub with more sense of community. • Sidewalks, improved pedestrian infrastructure to walk around to access local businesses in the area. • More things to draw people off the highway to the Hopmere side of town. • No multifamily development. • A more livable community with more retail, growth, park, and a new school. • For the community to remain a rural agricultural community, uncluttered by a jumble of businesses that could easily locate on some place other than prime farmland. • Opportunities for contractor/service type commercial warehouse/home-base office buildings (i.e. Mr. Rooter and Clearlake) to be located in the community. • A small-business, light industrial employment district, with modest placemaking to give it some identity and with very modern and flexible zoning to encourage innovation. • Collaboration amongst businesses in the community. • Better functioning roads and safer intersections.
5.	*What do you think are the most limiting factors to achieving your vision?* There were many limiting factors listed by survey respondents and stakeholders, they included the following: • Traffic at the interchange and throughout the community. It is very difficult to make left turns on many of the roads, creates difficult access for many businesses, including those who rely on freight movement. One business frequently has an employee direct

	traffic at their facility. Generally, it is dangerous to turn off and on busy roads in the community. Sight distance is also a concern in various locations. • Lack of space to expand businesses; area limited by surrounding agricultural area. • Land use and site access regulations from major roads (primarily Brooklake Rd.) limit new development. • The need for new infrastructure and cost associated with constructing the infrastructure and ability to fund it (from both public and private funds). Requires coordination between capital and stakeholders, which is lacking. • An unincorporated city doesn't have voter or tax support for levies or improvements and isn't seen by the state as residents /city leaders having ability to make decisions to improve anything. • Water is limiting factor in development; foam fire-suppressing sprinklers are allowed, but can be more costly. • Lots on 99E are not deep enough to support employment buildings and parking. • Building size limits. Properties along 99E should be businesses, not houses. • Old habits from limited visionary leadership and regional cooperation.
6.	*Would you like to tell us anything about existing conditions or issues in the Brooks-Hopmere Community related to housing, jobs, business opportunities, transportation, water or sewer service or anything else there?* • Develop multi-modal infrastructure for pedestrian and cyclists. • Better inform community of water issues. • Want to be more connected to the community. • Do not want further development until the traffic congestion is addressed. • The County should help existing owners invest in their future and create a valuable economic asset for the key industry in the area. • Pedestrian crossing and sidewalks to encourage more walking. There are also many bicyclists and pedestrians on 99E, add multimodal infrastructure. • A desire to be more connected to the community. • Marion County should be proactive in allowing and assisting the expansion of businesses in the community. • Help existing owners invest in their future and help create a valuable economic asset for the key industry in the area.
	Business and Organization Questions (Stakeholder Interviews Only)
1.	*What are your future plans for your business/organization? What are the future land needs associated with your business plans? What service capacity is needed?* Stakeholders future plans were varying, they included the following: • Three businesses/organizations plan to expand within properties currently under their ownership • One business would like to expand their operations to neighboring sites, but first needs improvements to transportation infrastructure.

	• Six stakeholders have no significant expansions for their organization/business planned at this time. One of them has capacity on-site to expand their business. • None of the organizations or businesses expressed plans to downsize.
2.	*What do you need from the County as a business?* • Request more policing and fire marshal check-ins. • Would like additional access to site because of traffic during events. • Fund street improvements to improve traffic and vehicle access issues. • To support the community and continue good relationships, partnerships, and support. • County could assist with better internet cable in the community. • Infrastructure improvements, most important are road improvements. • Seek the potential for a partnership for future opportunities with neighboring communities, such as Keizer.

IV. Common Themes:

Common themes were present throughout survey responses and stakeholder interview discussions. Key themes include the following:

A. Transportation issues are paramount. Transportation problems in the community were mentioned in every stakeholder interview. The interchange access and traffic congestion and safety issues were the largest concerns amongst stakeholders. Also, the location directly off Interchange-5 is a significant asset for the community.

Additionally, there were concerns with transportation safety, congestion, and access issues beyond the interchange, including along Brooklake Road Hwy 99E, (Portland Rd), and River Rd. and their intersections. For Brooklake Rd., poor quality of the roadway was mentioned along with the need for additional capacity and turn lanes. Traffic from 99E also was noted as a concern, especially when there are accidents on I-5. Both the River Road/Brooklake Road intersection and 99E/Brooklake intersections were listed as a concern for many. Furthermore, stakeholders noted that these transportation issues are creating access issues for many of the businesses in the community. One stakeholder said they have an employee navigate traffic in and out of their site on a regular basis. Also, one business stated the need for transportation improvements before they can expand their operations at site.

B. **Significant shifts in the community.** Prevalent in all the discussions is that there are the significant potential future shifts in the community. These include the unknown future of the NORAPC Facility, after filing for bankruptcy, as well as the potential for the Port of Willamette Intermodal Facility to be located near the community.

C. **Growth in the community**. There does not appear to be a clear consensus about the desirability of future growth in the community. Approximately 31% of the survey responses suggested they would prefer limited growth in the area. Many of the stakeholder interviews - with primarily larger businesses, organizations, or property owners in the community – see the potential for employment growth in the community given its location and existing hub of industrial and commercial businesses. Discussion of an increase of housing in the community was sparse, although, some suggested that new affordable workforce housing would benefit workers in the community. Further, a disconnect between residents of the community and those who work in the community was noticeable, with most employers saying that very few or none of their employees live in the Brooks-Hopmere Community.

D. Infrastructure – transportation, wastewater, sewer, water, and broadband - are limiting factors to expansion. As previously mentioned, traffic is a major concern and factor limiting potential future expansion of some businesses in the community. Additionally, community members within the Brooks-Hopmere boundary either had frustrations with the water infrastructure or had little understanding of the system. Several larger businesses in the community expressed the need for better internet access, such as broadband, to reliably serve their businesses. Also, one business mentioned the unreliable electricity service to their site, citing common blackouts. Almost all of the stakeholders interviewed had on-site septic wastewater treatment systems, and wells. Some expressed dissatisfaction with various elements of those systems – water quality, flooding because of poor drainage, and limited capacity of the systems, among others. Furthermore, several survey respondents were frustrated with the increases in sewer rates, which is assumed to be connected to the Brooks Sewer District.

E. **The small-town feeling in the community**. Many of the people, organizations, and businesses in the community are collaborating when possible. Various stakeholder expressed the frustration that there is a lack of a community gathering space within the community, it was said that currently True Value Hardware is the community gathering place. It is clear there is some disconnect between employees in the area and residents. Furthermore, it was expressed that many of the businesses in Brooks serve the surrounding agricultural communities, several stakeholders expressed the desire to continue to do so.

F. **Brooks is a unique community with many successful businesses and potential to provide more.** Although the Brooks-Hopmere community has various infrastructure limitations, it has grown to a significant employment center within Marion County. Many see the opportunity for successful businesses and organizations in the community to continue and grow, along with opportunities to have additional business/organization opportunities in the community.

Attachment A
Online Survey Questions

1) Please describe your relationship to the Brooks-Hopmere Community (choose all that apply):
    - I am a property owner in the Brooks-Hopmere Community.
    - I am a resident of the Brooks-Hopmere Community.
    - I am an employee of a business or organization located in the Brooks-Hopmere Community.
    - Other.
2) Would you like to tell us anything about existing conditions or issues in the Brooks-Hopmere Community related to housing, jobs, business opportunities, transportation, water or sewer service or anything else there?
3) What do you think are the Brooks-Hopmere Community's most important assets?
4) What is your vision for the future of the Brooks-Hopmere Community?
5) What do you think are the most limiting factors to achieving your vision?
6) What do you think are the most limiting factors to achieving your vision?
7) Do you have any other comments?

Attachment B
Stakeholder Interview Questions

This list of questions is intended to **guide** conversations with stakeholders, the conversations are not restricted to the list of questions below.

General Questions:

1. Please describe your relationship to the Brooks-Hopmere community.
2. What do you think are the Brooks-Hopmere Community's most important assets?
3. What are its most significant challenges?
4. What is your vision for the future of the Brooks-Hopmere Community?
5. What do you think are the most limiting factors to achieving your vision?
6. Would you like to tell us anything about existing conditions or issues in the Brooks-Hopmere Community related to housing, jobs, business opportunities, transportation, water or sewer service or anything else there?

Questions for Businesses in the Community:

1. What are your future plans for your business? What are the future land needs associated with your business plans? What service capacity is needed?
2. What do you need from the community or the County as a business?

Appendix J
Community Meeting and Online Survey #2 Summary

Brooks-Hopmere Community Plan
Open House Summary

DATE	April 6, 2020
TO	Jason Schneider, Marion County Economic Development Dept.
FROM	Matt Hastie, APG Emma Porricolo, APG
CC	

Overview

The Brooks-Hopmere Community Plan Open House, held on March 2, 2020 at Chemeketa Community College Brooks Campus, provided an overview of the project and an opportunity for community members to provide feedback. The meeting was held from 4:45 to 7:15 time. Over 30 people were in attendance representing various aspects of the community - service providers, business owners, residents, and property owners.

Notice

Notice of the meeting was sent to various community members. Emails were sent to those who participated in stakeholder interviews earlier in the process. Additionally, email notifications were sent to people who registered for the "Interested Parties List" that is available on the project website. Email notifications to both groups encouraged they spread the word. Additionally, flyers were hung at popular community locations, including the Chemeketa Brooks Campus and the True Value Hardware store. Additionally, information was spread from Marion County resources include social media posts (i.e. Facebook) and a press release.

Meeting Summary

The Open House had three sections. The first portion from 4:45 p.m. – 5:30 p.m., was open time which allowed visitors to come in look at some introductory information before the presentation. Followed, was the presentation from Matt Hastie of Angelo Planning Group, the consultant project manager, and Peter Olson of Keller Associates, who discussed infrastructure. The presentation provided an overview of existing conditions, project work to date, future growth scenarios.

Following the presentation, the presenters asked if there were any questions from attendees. There were various questions from attendees, the question topics, and general responses provided were as follows.

- **Status of NORPAC Facility –** Attendees were curious to know the status of the NORPAC company and facility. Unfortunately, the project team did not have a status update to provide, as they only had access to publicly available information at the time.
- **Status of Water Source and Quality –** There were discussions and questioning of the potential to lose the underground aquifer as a water source. Some suggested it was not a concern that the quality and quantity were plentiful; meanwhile, others expressed concerns.
- **Transportation Improvements –** Transportation improvements were a high priority amongst attendees. They questioned the status of the interchange improvements and suggested transportation improvements are of the highest priority.
- **Lack of Connection Between Brooks and Hopmere –** Several community members said they see Brooks and Hopmere as two separate communities and were curious why they are included together in the planning efforts.
- **Concern About Growth of the Community –** Several attendees were concerned about growing the community boundary to the "Community Outreach Area" shown in Memo X. The project team explained minimal expansion of the community is recommended in Scenario III, and outlying areas are considered as important functions to the Brooks-Hopmere community.

Survey Summary

The survey respondents seemed to respond to Scenarios I and II the most, with concern for loss of farmland, quality of life, and lack of funding for necessary infrastructure improvements. Many respondents seem to suggest that natural growth is the best way to preserve farmland and small-town feel.[1] Additionally, key concerns of survey respondents were the need for transportation improvements and recommendations to retain and improve existing businesses in the community first. In response to questioning on funding for infrastructure improvements and the potential for local taxes there were mixed responses. Generally, most respondents said they "maybe" willing to bearing some of the cost of the improvements. There is a perception that the roads are primarily used by businesses and people traveling through the community.

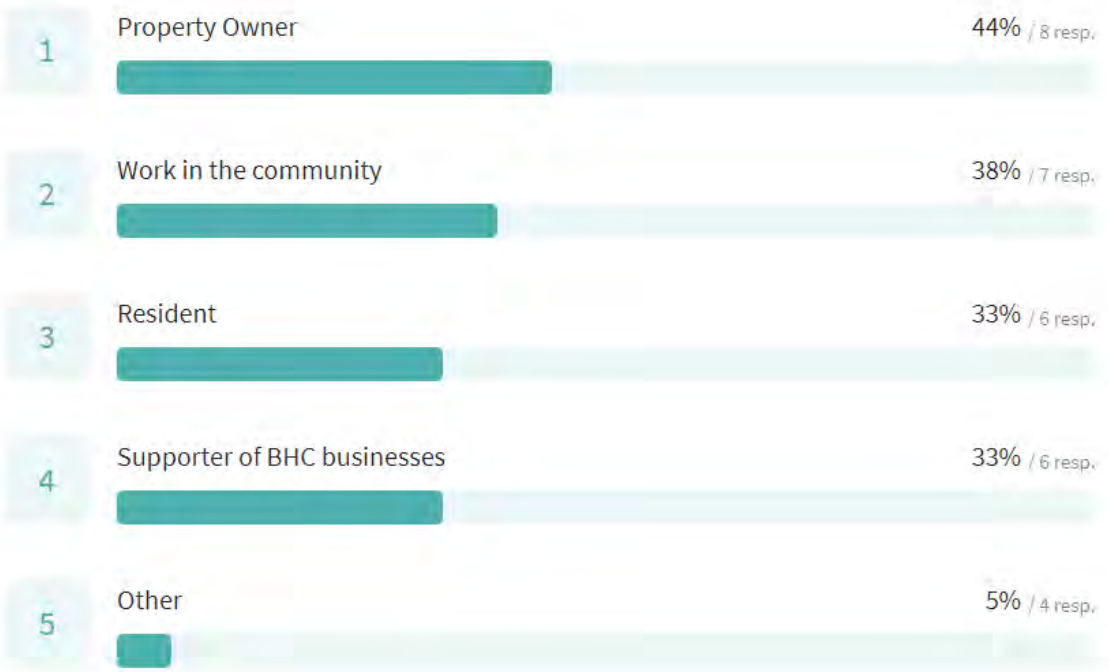
Attachments

A. Summary of Open House Survey
B. Open House Presentation
C. Open House Poster Boards

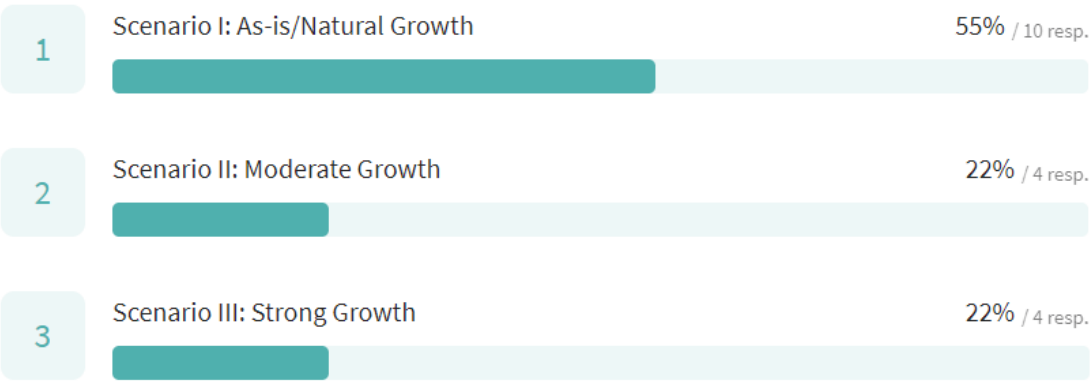
[1] This perception is not exactly correct. Of the scenarios proposed, the only expansion of the community onto existing EFU land is proposed in Scenario III, which recommended four parcels be added to the community and therefore, could have an alternative zone – commercial, industrial, or residential

ATTACHMENT A – OPEN HOUSE SURVEY SUMMARY

1) What is your affiliation to the Brooks-Hopmere Community (BHC)? (Please choose all that apply.)



2) In thinking about future *population* growth for the Brooks-Hopmere Community, what Scenario would be most reasonable and reflect community needs?



3) Please explain your reasoning for your response to Question 2.

- The only known growth potential is Norpac, but most Norpac employees don't live in the community. I don't see much growth happening.
- This is mostly agriculture and EFU land. We keep bringing people and businesses out here and it brings rmtraffuc fatalities and congestion on rural roads. You can improve the roads. But, that does not prepare people to know how to drive with farmers, etc.
- Area is adjacent to freeway with rail facilities. Expansion of I-5 interchange coming soon. Adjacent to Salem. Already well developed.
- it's a nonsense question so I'm just picking one. I think the scenarios based on made up growth numbers is simplistic and damaging to the project.
- we all live in the "country" for a reason. Don't bring the crowded city to us.
- I would prefer that more be done with existing businesses and more retail shops/restaurant options and cleaning up the brooks downtown area making businesses updated and giving residents more options to stay local as opposed to expanding agricultural/industrial work in the area. I would be more in favor of increasing resident housing at an increased rate versus adding employment as there is a local school that could benefit from increased population. I am not in favor of exponential agricultural or industrial employment and would be in favor of closing the Covanta plant permanently. I am in favor of road improvements as stated.
- Without serious funding from outside of the community, natural growth seems like the only logical outcome.
- Low water system impacts and low wastewater system impacts.
- The grade school moved a while ago, and I don't see any need to grow.
- This would seem to be the best for the community for the sustainability for all and the finical concerns of all. This would also be the least disruptive
- It's a bedroom Community to Salem. Most people who live here seems to work in Salem or elsewhere. Most of the people that work here seems to be from Salem with Norpac providing the most jobs, low paying as it maybe.
- More revenue into Brooks/Hopmere community.
- with no improvements to water, sewer and transportation if would be difficult for the area to support big growth
- upgrade roads and streets might attract new businesses
- Many resources are not available to support large population growth.
- Allowing growth to happen naturally will honor the small town, rural farming community feel while also making the needed water, wastewater, and transportation infrastructure updates.
- keep farm land in farming

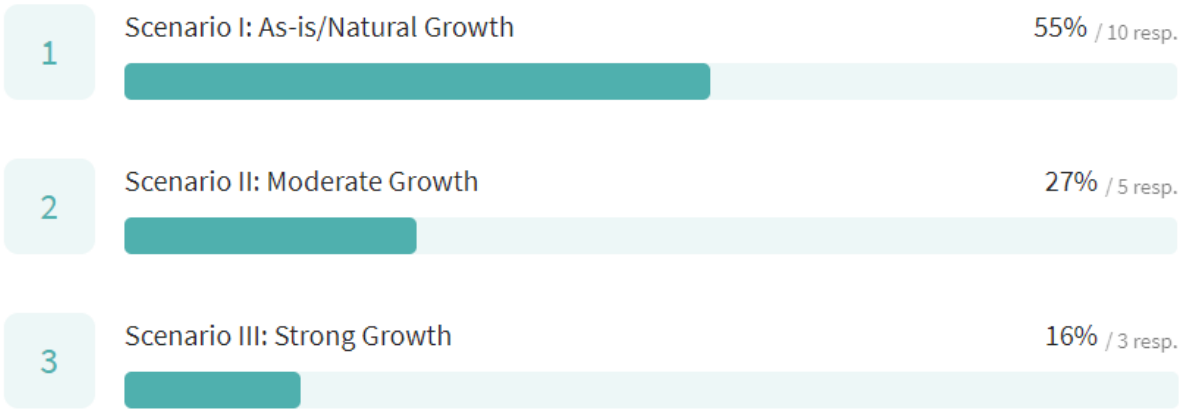
4) If you don’t agree any of the three scenarios proposed for *population* growth in the Brooks-Hopmere community, please describe your ideal scenario.

- Do the interchange improvements and 99E improvement and nothing else.
- I agree
- It is the Wrong starting point
- vote scenario one or two
- I would be concerned about increased traffic with increases in agricultural or industrial growth. As a local resident, I like the quick access to I5 but it is too dangerous to use the ramps at certain

times of day. Revamping the business districts with more residential shops would be possible with increases in population density.

- Don't change the water or wastewater systems, but do add some traffic signals.
- Lack of infrastructure will limit growth. Update the water, sewer, and especially the roads and growth will naturally follow
- I support scenario #1.
- I am open to both Scenario I and Scenario II, but I am very much opposed to Scenario III. This proposed scenario would drastically increase the number of residents and employees in the area. Rezoning and moving the growth boundary (if allowed by the state) would negatively affect the farm lands surrounding the BHC. I am strongly opposed to the loosening land use requirements on farmland.
- keep growth limited or negative.

5) In thinking about future *employment* growth for the Brooks-Hopmere community, what Scenario would be most reasonable and reflect community needs?



6) Please explain your reasoning for your response to Question 5.

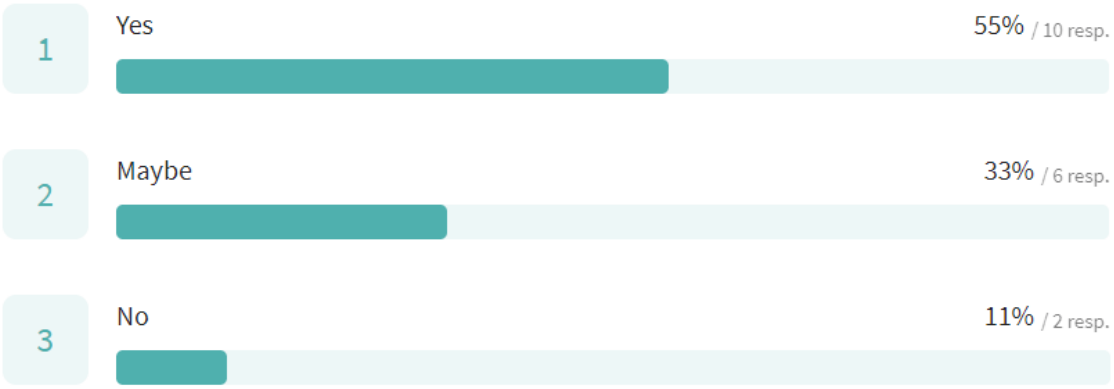
- Don't anticipate that much growth.
- Same as previously discussed.
- See answer above.
- Nonsensical
- vote scenario 2 or 3. there is room for growth. The only thing holding Brooks back is large permit fees
- "Traffic and more traffic causing unsafe road conditions tops the list.
- Road noise at night with an expanded working hours.
- Crime due to an intermodal facility and transient/working population, increased amount of homeless at overpass
- Fear an emphasis on local business versus local residents who also pay taxes and want to keep the area (including loser access to local schools) accessible and thriving."
- Infrastructure limitations will inhibit growth.

- Rapid population growth can exceed water, wastewater, and traffic requirements.
- I don't see any new business moving in.
- The first things that need to taken care of are the I-5 interchange and Brooklake Rd
- If there is anything more then natural growth, there will be problems with congestion on the roads. Zoning isn't even in place yet for anything but limited natural growth. Why want humungous growth when it will only deteriorate the quality of life we have now
- Increase of property value.
- no response
- no response
- no response
- Fixes zoning and does not impact homeowner lot size.
- I am open to either Scenario I or Scenario II. I think both would allow for needed infrastructure improvements and allowing for job growth, while still maintaining the small town, rural farming community feel.
- the expense of increasing the infrastructure to support additional growth.

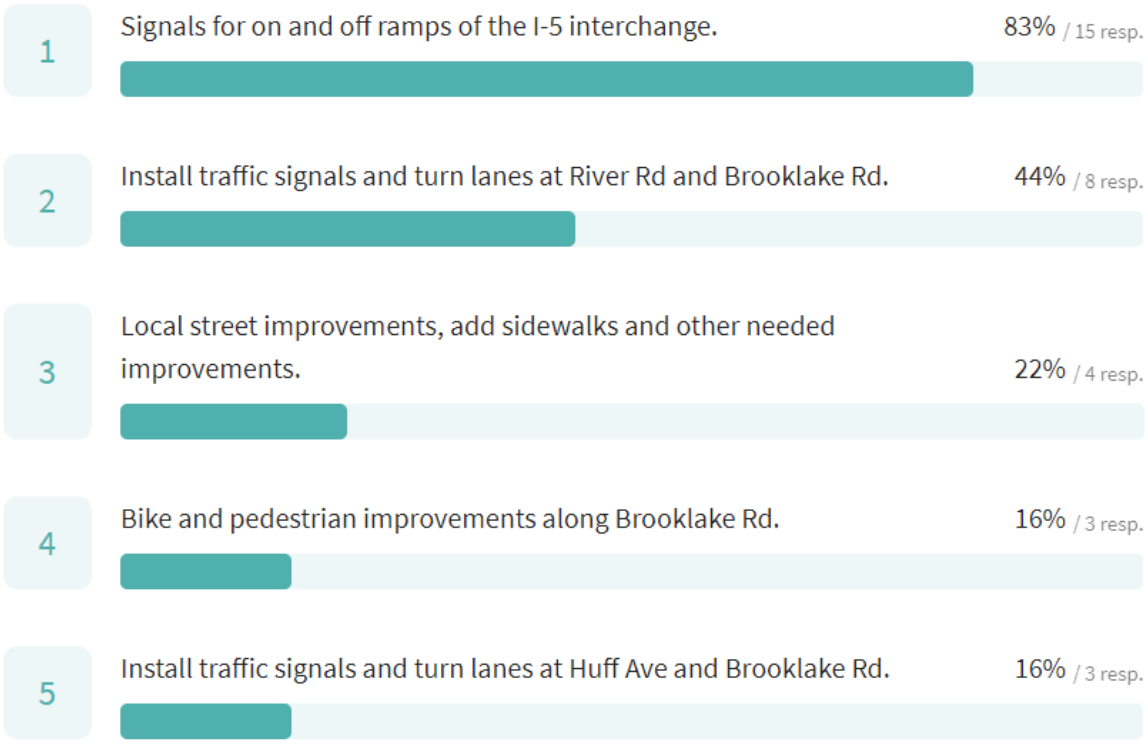
7) If you don’t agree any of the three scenarios proposed for* employment* growth in the Brooks-Hopmere community, please describe your ideal scenario.

- Do the interchange improvements and 99E improvements and nothing else.
- It's the wrong starting point.
- medium growth
- Stated above
- n/a
- Wait for the much needed improvements in infrastructure to happen, then talk about future job growth. Talking about before seems to be a waste of time. There is no discussion of the price for improvements will cost or where the money will come from.
- skip
- no response
- Scenario #2 looks good.
- I think Scenario I or II are acceptable. I do not think Scenario III is fitting or acceptable for this community. It does not respect the farm landing.

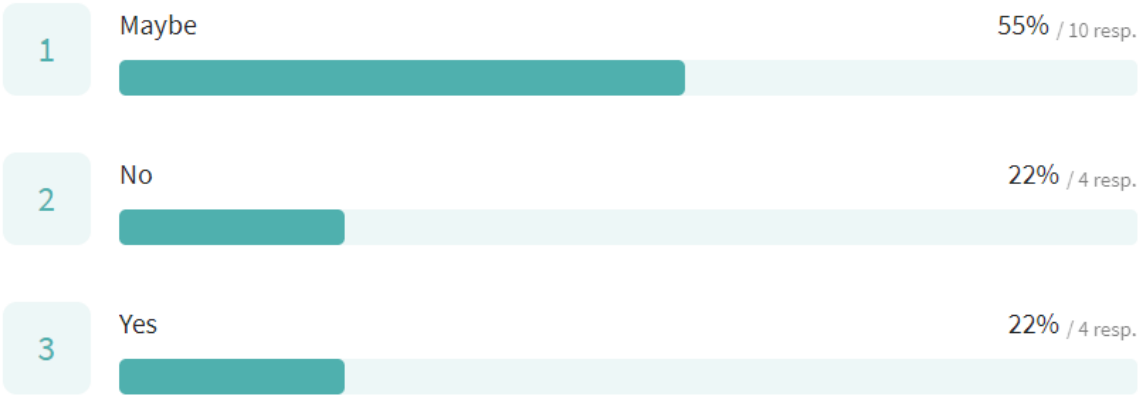
8) Generally, do you support infrastructure (transportation, water, sewer) improvements associated with the proposed growth in all scenarios?



9) Of the transportation improvements listed below, please choose your top two choices.



10) Do you think it is appropriate for local residents, employers, and property owners to bear a portion of the cost for infrastructure improvements in the community?



11) Why or why not?

- We don't want those improvements.
- It is not local people who have created the need.
- Depends on what they are and if they have consensus community support.
- The benefits are shared
- Where is all our gas tax money going?
- We pay city taxes and some of that could be appropriated locally. Major road improvements would be the responsibility of the state or federal government or through grants. Local business could pitch in to help offset costs if aiding growth of their businesses.
- Too much money required due to limited population.
- Wastewater and Water systems do not need to be changed, and would cost an unreasonable amount.
- I just don't believe in paying additional to taxes already paid.
- Because we are the ones who will most benefit from the improvements
- needs to be reasonable so not to chase existing people to pack up and go elsewhere
- Depends on usage. Businesses use the road more than residents.
- I think that local residents and property owners could be responsible for a portion of the costs. However, I do not think they should bear the entire impact of the new development, as the a huge reason these upgrades need to be made is because of new development. The developers should bear a significant portion of these upgrades. Perhaps SDCs based on new development? It might be interesting to see if others could share in the cost as well, as more and more folks are using the BHC to meet their transportation needs. Could there be a tax as the County level?
- if local entites what to do things that increase usage they should pay for it. It seems that a lot of the private vehicle traffic is for residents of the northern part of Keizer.

11) Additional Comments

- We don't want to get rid of the STEP system or our wells.
- I think this work is off in the wrong direction and is seriously flawed.

- Only saw one resident at meeting, the rest appeared to be land or business owners. Not much can be done about traffic congestion, but traffic safety is a big issue. Turn lanes all the way thru Brooks on 99E, probably the second busiest north south west coast highway. Turn lanes all the way thru Brooklake road would be huge safety improvement. The Marion County fire Department sold our local water well and pump to Chemeketa and fire department building also I believe. So fire station I believe is not manned full time anymore, and we lost our water. Now they want to make us pay for new well and pump, what did they do with the money they got for all that. That money didnt stay in Brooks. Fire department should pay for new pump and well. they have more new funds, they just sold other property in Brooks for half million dollars. Businesses need water, as per code by fire department. But homeowners dont see an issue at this point. Sewer doesnt appear to be an issue unless huge growth happens. In the past towns were built around around railroads. Now towns are built around Freeway access. So let Brooks build out around the freeway. I talked to one business that has been working for five years to expand on currently owned property. Government seems to be the hindrance, not the encourager. Draw a 1/2 mile circle around I-5 exit, zone it all industrial or retail.....food, gas, truck transportation, Mfg, repair.
- I think zoning is a big thing that goes unnoticed. If people want a two lanes in both directions, center turn lanes, bike lanes and sidewalks, then you better zone it for it right now. It probably been done years ago, but you can't change the past. If proper zoning is in place now, it would solve a lot of problems later with property owners, different visions of what the future of the community will be, and provide stability of the possibilities for the future.
- I think it is of the utmost importance to honor and protect our farmland while working on these upgrades.
- Adding the intermodal facility would be beneficial for the the northern part of the Willamette Valley and Portland.

Appendix K
Future Report Survey #3 Summary

MEMORANDUM

Future Report Survey

Brooks-Hopmere Community Plan

DATE	June 29, 2020
TO	Jason Schneider, Marion County Economic Development Dept.
FROM	Matt Hastie and Emma Porricolo, APG
CC	Brooks-Hopmere Community Plan Project Management Team and Stakeholders

The Brooks-Hopmere Community Plan Future Report is intended to provide an overview of previous work, a vision for the area, and provide recommendations for implementing the plan. A draft of the report was shared with stakeholders, the project's interested parties email list, and on the project website. The survey summarized key points of the report and requested feedback through a series of 19 questions. The survey asked questions about the vision for the community, support for infrastructure improvements, and feedback on potential future governance structures for the community, among other topics. A copy of the survey is found in Attachment A. The survey was publicized on the project email list, project website, and the Marion County website. The survey was available online from June 12 to June 25, 2020. In total, 28 surveys were completed. The feedback gathered through the survey has been incorporated into the final version of the Future Report.

Additionally, to receive feedback on the concepts presented in the Brooks-Hopmere Community Plan Future Report, the project team offered to schedule calls with stakeholders to have in-depth conversations, or to complete the survey. While no stakeholders pursued the option for an individual call with the project team, a number of them completed the online survey.

Survey Responses

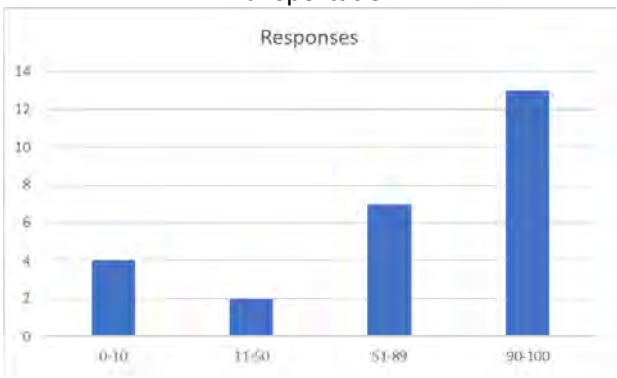
A summary of all survey responses is attached in Attachment B. Key takeaways from the survey responses are:

- Approximately 53% of survey respondents are residents of or property owners in the Brooks-Hopmere community.
- Some community members are concerned about losing the rural/agricultural character of the area, and utilizing prime soil for uses other than agricultural uses, as a result of future community growth or expansion.
- There is a moderate level of support for infrastructure improvements. The average scores for each proposed type of infrastructure improvement on a scale of 0 (don't support) to 100 (fully support) scale, are as follows:

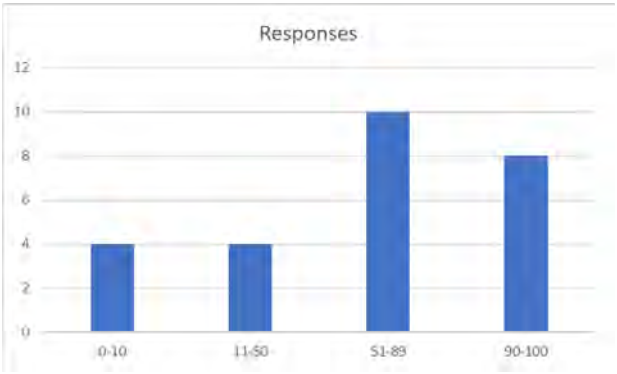
1. Water – 65
2. Wastewater – 66
3. Transportation – 73
4. Broadband – 73

Additionally, all responses for each improvement category are shown below.

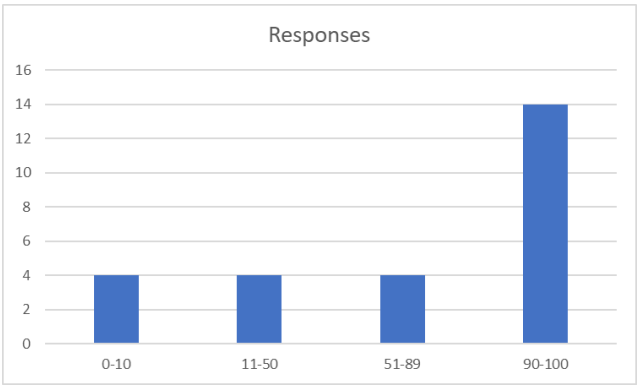
Transportation



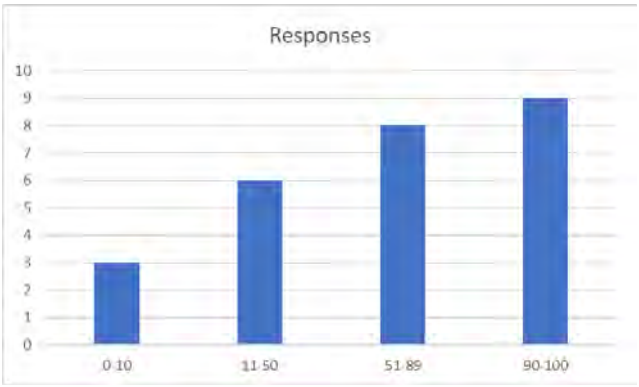
Water



Broadband

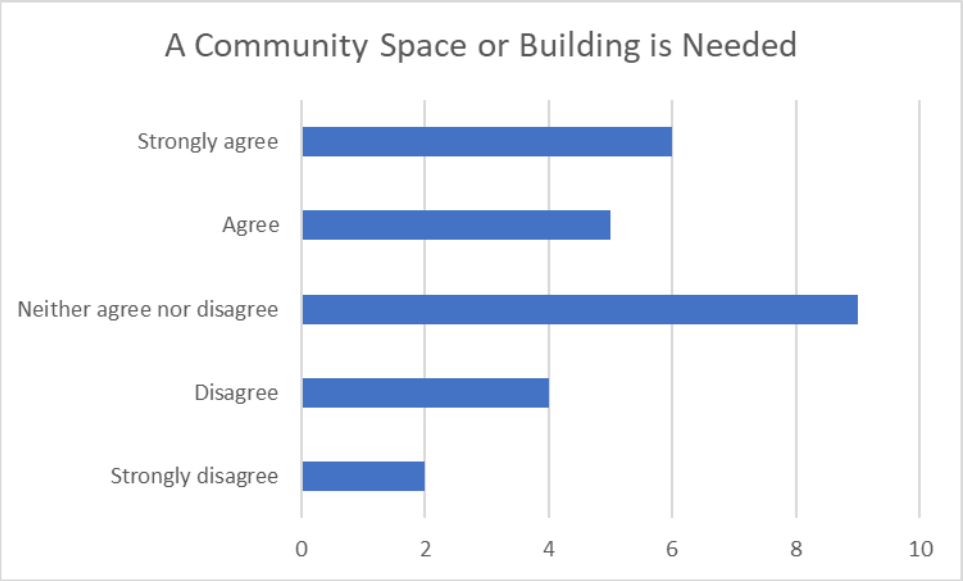


Wastewater



Respondents were also asked to rank the various infrastructure improvements from most to least important, and the results yielded the following list from most to least important: transportation, wastewater, water, and broadband.

- Overall, survey respondents were split about the idea of a public community space and community building in the Brooks-Hopmere community. Approx. 35% of respondents chose a neutral response, 34% were in favor, and 31% were opposed. However, more people strongly agree that a community space or building is needed than strongly disagree. When asked what type of community facility they would like, the most common response was a park or community center.



- When asked what future governance structure for the community respondents would prefer, the most popular response was a special service district, chosen by 67% of respondents, rather than annexation (11% of responses) or incorporation (22% of responses). When asked the most important factors to consider in determining the best governance structure, the results yielded the following ranked list (most to least important):
    1. Cost efficiency or taxpayers and representation/ownership in decision-making (tie for most popular response)
    2. Support from community members
    3. Cost efficiency for the local jurisdiction
    4. Level of effort and time to implement
- In asking respondents how important proposed implementation steps are, “facilitate and encourage transportation improvements identified in the plan,” was the most popular response for “very important,” chosen by 72% of respondents. Following, “allow increased density of residential housing” and “explore options for governance structure” tied for the most popular responses for “somewhat important” with 44% of respondents each.
- When asked about support for establishing new funding sources, the average score was 57 on 0 (don’t support) to 100 (fully support). For those not in support, the most common reason is opposition to paying additional taxes.

Attachments

A. Future Report Survey
B. Survey Responses

Brooks-Hopmere Community Plan - Future Report Survey

Welcome to Brooks-Hopmere Future Survey

Thank you for participating in our survey. Your feedback is important.

The purpose of the Brooks-Hopmere Community Plan update is to identify opportunities and a plan for capitalizing on the opportunities and resources in the BHC. The project team recently completed the public review draft of the Future Report. Now, we are seeking feedback from the community and County decision-makers. The draft report can be found here. The report is guided by the previous steps of the update, including community engagement, existing conditions evaluation, and future scenarios development. More information about the project can be found on the website - https://www.brooks-hopmere.com.

The Future Report describes the future of the BHC based upon a cohesive community-driven vision developed through an understanding of existing conditions and communications with community stakeholders. The future described is intended to guide decisions for the next 15-20 years, but within the context of an even longer horizon (e.g., 50 years or beyond). This survey is intended to gather community feedback on the concepts of the report. An overview of the report concepts are provided in this survey.

* 1. What is your affiliation with the Brooks-Hopmere Community? Please choose all that apply.

- [ ] Resident
- [ ] Property Owner
- [ ] Work in the community
- [ ] Supporter of BHC businesses
- [ ] Other (please specify)

Brooks-Hopmere Community Plan - Future Report Survey
Vision

The vision for the Brooks-Hopmere Community is based on engagement with community members and work to date.

Vision
Brooks Hopmere will continue to be a thriving business community, with complementary public uses that provide employment opportunities and services to the residents of the Brooks-Hopmere community, the surrounding regions, and travelers along I-5. More specifically, the community will include:

- ***A hub of jobs and services that support the local and regional agricultural industry and economy.***
- ***Improved, well-designed and functioning transportation facilities, which will provide adequate access to local businesses and allow them to continue to thrive and grow.***
- ***Enhanced physical and community connections between Brooks and Hopmere.***
- ***A more tightly woven community fabric including one or more community gathering places, governmental and community support for local businesses, and more community-oriented businesses that serve employees and residents.***
- ***A reliable, resilient, and sustainable infrastructure that serves businesses and residents in a cost-effective manner and provides opportunities for desired growth and expansion in the future.***
- ***Continues to serve and support surrounding agricultural enterprises by focusing non-resource based development within the community boundary.***

*** 2. Do you support the vision for the community?**

No, I don't support the vision | Yes, I fully support | Yes, I fully support

3. If you don't support the vision described above, please describe why.

Brooks-Hopmere Community Plan - Future Report Survey

Future Conditions

Overview

Implementing the vision for the BHC will require potential changes to land use regulations for the area, as well as significant improvements to transportation, water, sewer, and other infrastructures. Improvements to broadband internet facilities and services also are recommended as an important component of infrastructure improvements. A brief summary of proposed changes and improvements is provided below. Additional information about these recommendations is found in the BHC Future Report.

Land Use

- **Potential changes to land use regulations and designations should allow businesses to expand operations on current sites or develop new facilities with limited barriers for permitting and development. Yet, regulations must continue to ensure that existing or planned and funded infrastructure (water, sewer, transportation, etc.) is adequate to serve proposed growth and development.**
- **Discussions with community members revealed a lack of community space within and connecting the Brooks and Hopmere communities. A community facility should be established to strengthen the social fabric of the community.**

Transportation

Transportation is at the forefront of community discussion related to changes for the future of the Brooks-Hopmere Community. Ultimately, the transportation improvements in the community are intended to:

- **Improve the function of the I-5 interchange, allowing more efficient and safe access to and from I-5 and Brooklake Road.**
- **Provide non-vehicular connections (i.e., bicycle and pedestrian) between the Brooks and Hopmere and within the individual communities.**
- **Reduce congestion along major roadways in the community.**
- **Improve access to properties along Brooklake Rd.**
- **Various improvements to the local roadway system are recommended in the report (see pg. 20 for the complete list).**

* 4. Do you support the goals of the transportation improvements associated with the proposed growth?

No, I don't support — Yes, I fully support

Water and Wastewater

- A new water system is needed to meet the vision of the community's future. A new water system would consist of a community well (or wells) as its source, or installation of a water storage and distribution system with a neighboring municipality as a wholesale water source.
- Additional capacity for the wastewater system is needed, there are several approaches. The options should be studied further to identify the best and most feasible option for the community.

* 5. Generally, do you support the water system improvements associated with the proposed growth?

No, I don't support — Yes, I fully support

* 6. Generally, do you support the wastewater infrastructure improvements associated with the proposed growth?

No, I don't support — Yes, I fully support

Broadband Internet Service
Marion County is currently engaged in a county-wide initiative to improve broadband in the County to enhance economic development, access to education, public safety, access to healthcare, and overall quality of life through improved livability. Currently, the County is conducting a broadband study, which will identify underserved areas to provide improved access, reliable, and affordable broadband across the County, particularly to its rural areas. The results and subsequent efforts are expected to apply to and enhance service to the BHC.

* 7. Do you support the installation of broadband internet infrastructure in the BHC?

No, I don't support — Yes, I fully support

* 8. Please rank the following types of infrastructure improvements in order of priority from 1 to 4, with the one you think is most important being 1, the second most important 2, and so on.

Transportation

Water

Wastewater (sewer)

Broadband internet

* 9. Do you agree that there is a need for a public community space and community building within the Brooks-Hopmere Community?

- Strongly agree
- Agree
- Neither agree nor disagree
- Disagree
- Strongly disagree

10. What type of community facility (e.g. multi-use community center, park, library, etc.) is best suited for the community? Where is the best location for a community facility?

Brooks-Hopmere Community Plan - Future Report Survey

Realizing the Future

Based on the vision for the Brooks-Hopmere community, there are various paths to implementing the vision. In the future (more than 20 years), today's infrastructure and local governance systems are unlikely to effectively meet future demands of the BHC, and significant funding is needed to achieve the vision. There are several options to achieve the vision, they require a significant change in the current governance structure for the community. Potential future governance structures for the BHC are:

- **Incorporation** - Brooks-Hopmere could incorporate to become its own city with a tax structure, staff, and governing body (i.e., City Council).
- **Annexation** - Brooks-Hopmere could be annexed (added) into the neighboring cities of Keizer and/or Salem (most likely Keizer due to the proximity of the two areas). The community would be subject to the City's taxes and decisions from the City's decision-makers.
- **County Special Service Districts** - The County could establish one or more County Special Service Districts to create a funding mechanism to pay for the construction and maintenance of future infrastructure improvements in the area, such as a centralized community water system instead of wells.

* 11. Do you agree a new governance structure will likely be needed for the long-term prosperity of the BHC?

No, I don't agree — Yes, I agree

* 12. What governance structure would you prefer for the Brooks-Hopmere community in the extended future?

- ○ Incorporation
- ○ Annexation
- ○ Special Service District

* 13. What are the most important factors to consider in determining the best governance structure for the Brooks-Hopmere Community? Please select up to 3 factors you think are most important.

- [ ] Cost efficiency for tax payers
- [ ] Representation/ownership in decision-making
- [ ] Level of effort and time to implement
- [ ] Cost efficiency for local jurisdictions
- [ ] Support from community members
- [ ] Other (please specify)

Implementation
Numerous steps are required to implement the recommendations and vision for the future of the BHC, including but not limited to the following:

- If there is a demand for more housing or higher-density housing, consider increasing the allowed residential density on residential sites (i.e. smaller lot sizes for single-family homes or mutli-family housing, such as duplexes).
- Work with community members to plan for the creation of one or more publicly or privately owned and maintained gathering spaces, including strategies related to ownership, funding, and maintenance through public or private community-based efforts or some combination thereof.
- Facilitate and encourage the development of needed transportation improvements identified in the BHC Plan, such as sidewalks and new signals on Brooklake Rd.

* 14. Do you support the implementation steps listed above?

No, I don't support — Yes, I fully support

*** 15. How important do you think each implementation step is?**

	Very important	Somewhat important	Not important	I'm not sure
Facilitate and encourage transportation improvements identified in the BHC plan update	○	○	○	○
If there is a demand, allow increased density of residential housing	○	○	○	○
Work with the community to identify a community gathering space, and seek funding for a facility.	○	○	○	○
Explore options for future governance structures	○	○	○	○

Funding

Paying for the infrastructure needed to support the vision will be a big undertaking. It will include both paying for capital improvements and their continued maintenance, operation, and repair over the long term. It is unlikely that existing revenue sources or funding programs will be adequate to pay for the bulk of the improvements identified.

In the long term, creating additional funding sources through new governance structures likely will be required. At the same time, the County and local community members should move forward to pursue alternative funding mechanisms to create incremental improvements in the area that will move the community closer to achieving its vision. Some additional sources of funding may be available through state and federal grants, developer-funded improvements, and more.

* 16. Do you support the establishment of new funding sources (such as a new service district) for the Brooks-Hopmere community?

No, I don't support — Yes, I fully support

* 17. If you don't support possible new funding sources, what alternative approach do you recommend?

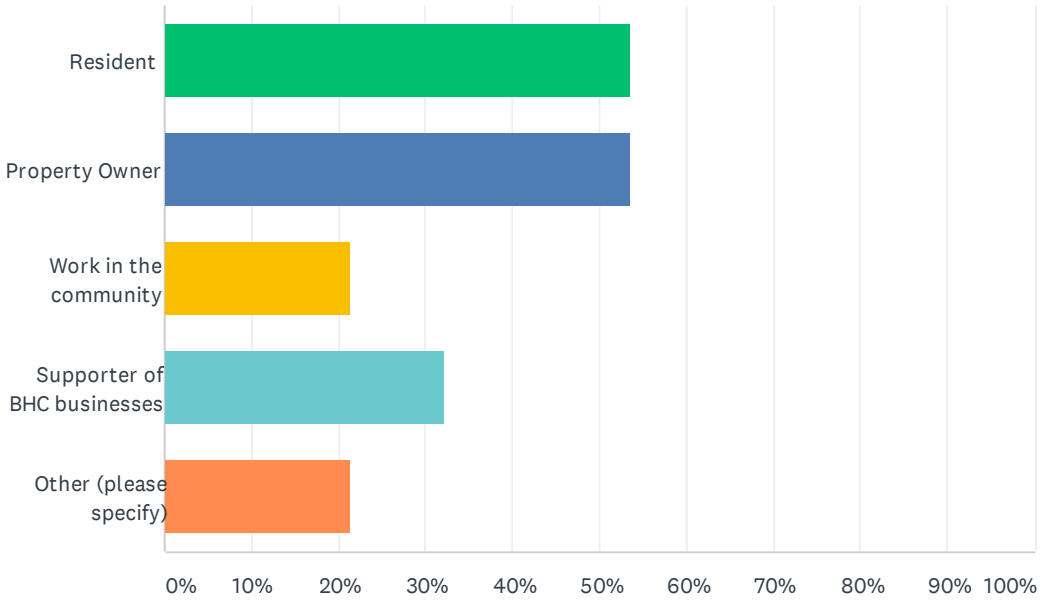
* 18. What else should the County and community consider as they further explore possible ways to pay for future improvements?

19. Do you have other comments you wish to share with the project team?

20. Please provide your email address so we can continue to update you on the progress of the Brooks-Hopmere Community Plan update.

Q1 What is your affiliation with the Brooks-Hopmere Community? Please choose all that apply.

Answered: 28 Skipped: 0

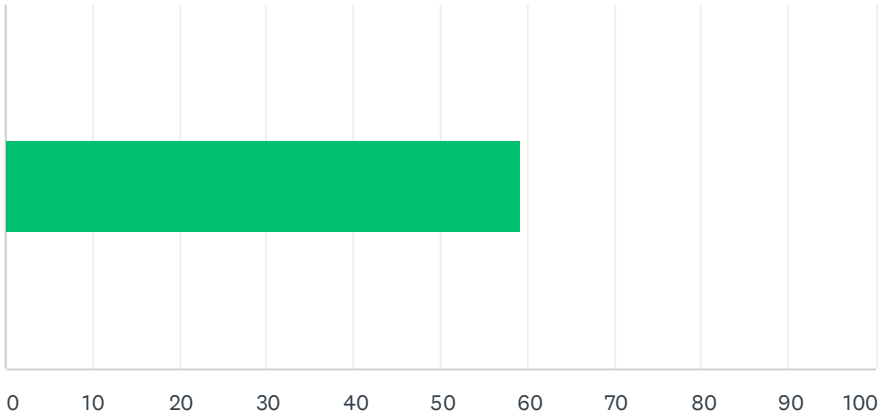


ANSWER CHOICES	RESPONSES	
Resident	53.57%	15
Property Owner	53.57%	15
Work in the community	21.43%	6
Supporter of BHC businesses	32.14%	9
Other (please specify)	21.43%	6
Total Respondents: 28		

#	OTHER (PLEASE SPECIFY)	DATE
1	management of property	6/23/2020 12:40 PM
2	Own property near the area	6/22/2020 2:12 AM
3	Utility	6/18/2020 10:39 AM
4	Work for Marion County PW	6/15/2020 9:49 AM
5	Live in Marion County	6/13/2020 10:23 AM
6	Resident living on Brooklake outside the area	6/12/2020 4:14 PM

Q2 Do you support the vision for the community?

Answered: 27 Skipped: 1



ANSWER CHOICES	AVERAGE NUMBER	TOTAL NUMBER	RESPONSES
	59	1,598	27
Total Respondents: 27			

#		DATE
1	23	6/24/2020 11:27 AM
2	94	6/24/2020 10:42 AM
3	95	6/23/2020 10:39 PM
4	100	6/23/2020 12:41 PM
5	16	6/22/2020 2:15 AM
6	100	6/20/2020 1:44 PM
7	50	6/19/2020 1:15 PM
8	100	6/18/2020 5:11 PM
9	50	6/18/2020 4:53 PM
10	31	6/18/2020 10:41 AM
11	100	6/18/2020 10:40 AM
12	4	6/16/2020 2:27 PM
13	47	6/16/2020 1:10 PM
14	100	6/15/2020 3:28 PM
15	0	6/15/2020 2:24 PM
16	100	6/15/2020 2:09 PM
17	27	6/13/2020 10:30 AM
18	100	6/13/2020 7:33 AM
19	100	6/12/2020 8:50 PM
20	59	6/12/2020 6:40 PM
21	75	6/12/2020 6:07 PM
22	0	6/12/2020 5:57 PM
23	33	6/12/2020 4:58 PM
24	99	6/12/2020 4:26 PM
25	0	6/12/2020 4:19 PM
26	64	6/12/2020 4:14 PM
27	31	6/12/2020 4:12 PM

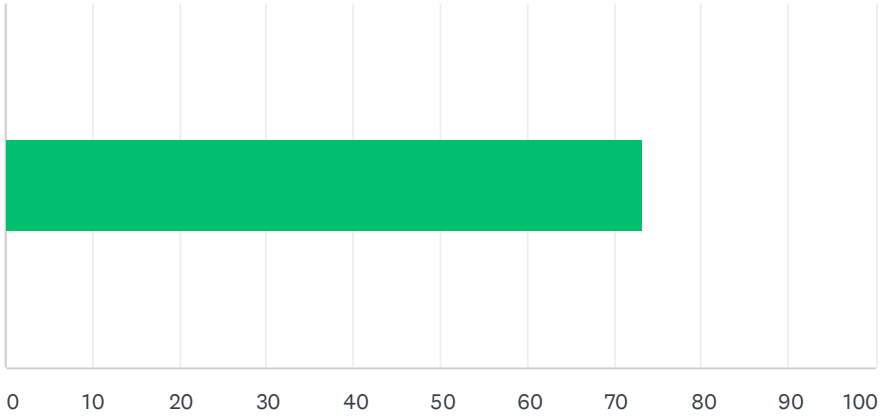
Q3 If you don't support the vision described above, please describe why.

Answered: 9 Skipped: 19

#	RESPONSES	DATE
1	This type of plan sounds nice on the surface but impractical to implement.	6/24/2020 11:27 AM
2	The incinerator is putting defined and unknown pollution in the area. You must prove people and food are not being exposed to mercury, lead, cadmium and dioxins as are already reported to the state	6/22/2020 2:15 AM
3	I do approve of not encouraging much increase in residential development. I am very much against trying to locate the intermodal transport hub here. I am lukewarm about encouraging more business development. I firmly believe we need to protect farmland as much as possible.	6/18/2020 4:53 PM
4	Moved to the country for a reason. Don’t want development. Don’t want to see important valley soil , excellent for agriculture, taken out of production.	6/16/2020 2:27 PM
5	The freeway system (I-5 and 99E) will not support any more traffic. The antiquated interchange at I-5 is poorly designed and congestive making it unsafe. 99E is not much better but at least moves. More businesses and people will only make it much worse. Brooks should remain un-incorporated and intact.	6/15/2020 2:24 PM
6	I see eliminating beautiful Oregon along I-5, and in the long term creating another place for gas stations, semi-trucks and everything else. There is a heron rookery south of the exit heading north and it is there because of Norpac and ag lands. I would be better long term to create beauty along I-5 and within the communities you hope to establish with green space, bike routes, etc. If you want to create a residential community, green space is important in the long-term plan. I would protect Norpac and the ag land southeast in the UGB, keep that for the beauty of those on I-5 and within the community. If not, it will look like Woodburn.	6/13/2020 10:30 AM
7	I fully support the ideas that are listed above, but like always, the devil in the details. How you plan on implementing a plan is just as important as the plan itself.	6/12/2020 6:07 PM
8	Idea to get more people into the area. More congestion, crime , and pollution. just for more money for a few.	6/12/2020 5:57 PM
9	It always sounds good. In reality this is a farming community which I feel is better that it stays that way.	6/12/2020 4:19 PM

Q4 Do you support the goals of the transportation improvements associated with the proposed growth?

Answered: 26 Skipped: 2

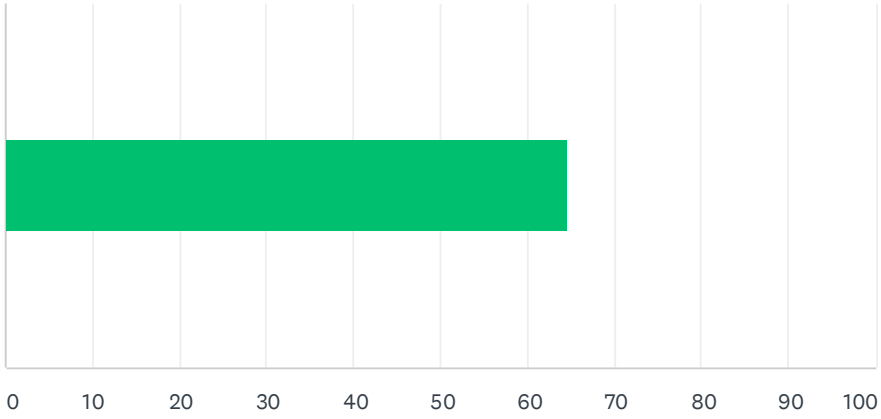


ANSWER CHOICES	AVERAGE NUMBER	TOTAL NUMBER	RESPONSES
	73	1,902	26
Total Respondents: 26			

#		DATE
1	97	6/24/2020 11:29 AM
2	75	6/24/2020 10:51 AM
3	83	6/23/2020 10:43 PM
4	75	6/23/2020 1:34 PM
5	40	6/22/2020 2:18 AM
6	100	6/20/2020 1:49 PM
7	100	6/18/2020 5:15 PM
8	99	6/18/2020 4:59 PM
9	0	6/18/2020 10:43 AM
10	100	6/18/2020 10:43 AM
11	4	6/16/2020 2:27 PM
12	100	6/16/2020 1:31 PM
13	100	6/15/2020 3:30 PM
14	88	6/15/2020 2:26 PM
15	100	6/15/2020 2:11 PM
16	61	6/13/2020 10:39 AM
17	100	6/13/2020 7:36 AM
18	100	6/12/2020 8:55 PM
19	80	6/12/2020 6:47 PM
20	100	6/12/2020 6:18 PM
21	0	6/12/2020 6:03 PM
22	25	6/12/2020 5:01 PM
23	100	6/12/2020 4:27 PM
24	0	6/12/2020 4:23 PM
25	99	6/12/2020 4:17 PM
26	76	6/12/2020 4:15 PM

Q5 Generally, do you support the water system improvements associated with the proposed growth?

Answered: 26 Skipped: 2

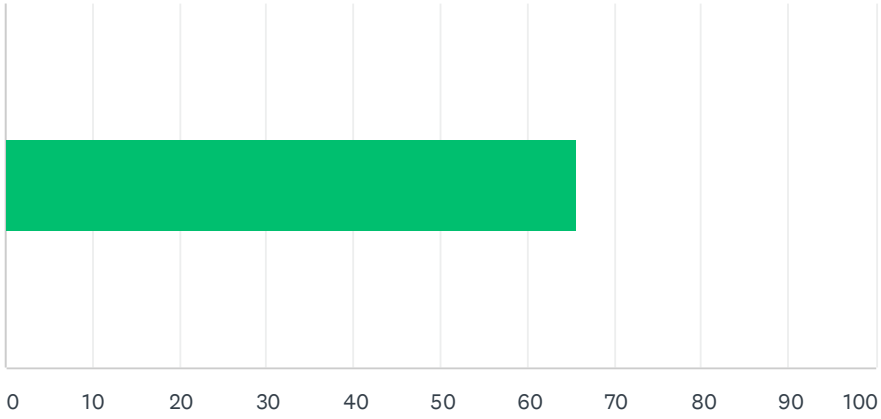


ANSWER CHOICES	AVERAGE NUMBER	TOTAL NUMBER	RESPONSES
	65	1,683	26
Total Respondents: 26			

#		DATE
1	48	6/24/2020 11:29 AM
2	33	6/24/2020 10:51 AM
3	84	6/23/2020 10:43 PM
4	99	6/23/2020 1:34 PM
5	75	6/22/2020 2:18 AM
6	20	6/20/2020 1:49 PM
7	100	6/18/2020 5:15 PM
8	50	6/18/2020 4:59 PM
9	100	6/18/2020 10:43 AM
10	100	6/18/2020 10:43 AM
11	5	6/16/2020 2:27 PM
12	100	6/16/2020 1:31 PM
13	69	6/15/2020 3:30 PM
14	89	6/15/2020 2:26 PM
15	100	6/15/2020 2:11 PM
16	0	6/13/2020 10:39 AM
17	75	6/13/2020 7:36 AM
18	100	6/12/2020 8:55 PM
19	78	6/12/2020 6:47 PM
20	87	6/12/2020 6:18 PM
21	0	6/12/2020 6:03 PM
22	60	6/12/2020 5:01 PM
23	99	6/12/2020 4:27 PM
24	1	6/12/2020 4:23 PM
25	51	6/12/2020 4:17 PM
26	60	6/12/2020 4:15 PM

Q6 Generally, do you support the wastewater infrastructure improvements associated with the proposed growth?

Answered: 26 Skipped: 2

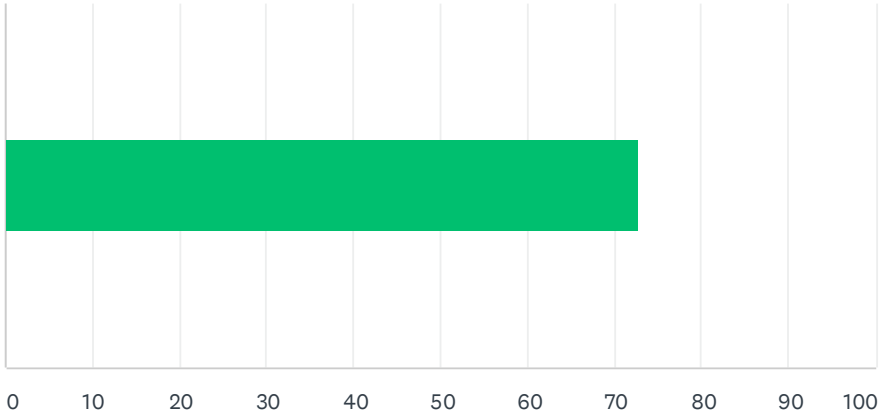


ANSWER CHOICES	AVERAGE NUMBER	TOTAL NUMBER	RESPONSES
	66	1,709	26
Total Respondents: 26			

#		DATE
1	48	6/24/2020 11:29 AM
2	47	6/24/2020 10:51 AM
3	79	6/23/2020 10:43 PM
4	50	6/23/2020 1:34 PM
5	50	6/22/2020 2:18 AM
6	22	6/20/2020 1:49 PM
7	100	6/18/2020 5:15 PM
8	51	6/18/2020 4:59 PM
9	100	6/18/2020 10:43 AM
10	100	6/18/2020 10:43 AM
11	4	6/16/2020 2:27 PM
12	100	6/16/2020 1:31 PM
13	73	6/15/2020 3:30 PM
14	88	6/15/2020 2:26 PM
15	100	6/15/2020 2:11 PM
16	100	6/13/2020 10:39 AM
17	100	6/13/2020 7:36 AM
18	100	6/12/2020 8:55 PM
19	88	6/12/2020 6:47 PM
20	79	6/12/2020 6:18 PM
21	0	6/12/2020 6:03 PM
22	65	6/12/2020 5:01 PM
23	98	6/12/2020 4:27 PM
24	0	6/12/2020 4:23 PM
25	51	6/12/2020 4:17 PM
26	16	6/12/2020 4:15 PM

Q7 Do you support the installation of broadband internet infrastructure in the BHC?

Answered: 26 Skipped: 2

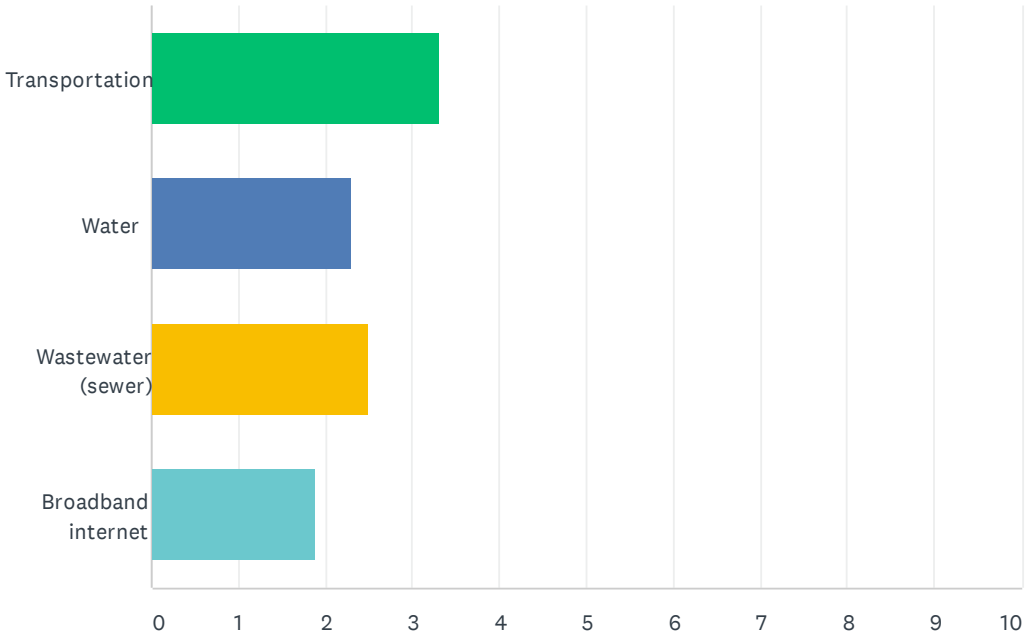


ANSWER CHOICES	AVERAGE NUMBER	TOTAL NUMBER	RESPONSES
	73	1,893	26
Total Respondents: 26			

#		DATE
1	98	6/24/2020 11:29 AM
2	100	6/24/2020 10:51 AM
3	87	6/23/2020 10:43 PM
4	98	6/23/2020 1:34 PM
5	50	6/22/2020 2:18 AM
6	31	6/20/2020 1:49 PM
7	100	6/18/2020 5:15 PM
8	100	6/18/2020 4:59 PM
9	100	6/18/2020 10:43 AM
10	100	6/18/2020 10:43 AM
11	4	6/16/2020 2:27 PM
12	100	6/16/2020 1:31 PM
13	50	6/15/2020 3:30 PM
14	89	6/15/2020 2:26 PM
15	100	6/15/2020 2:11 PM
16	100	6/13/2020 10:39 AM
17	100	6/13/2020 7:36 AM
18	100	6/12/2020 8:55 PM
19	86	6/12/2020 6:47 PM
20	100	6/12/2020 6:18 PM
21	0	6/12/2020 6:03 PM
22	54	6/12/2020 5:01 PM
23	99	6/12/2020 4:27 PM
24	47	6/12/2020 4:23 PM
25	0	6/12/2020 4:17 PM
26	0	6/12/2020 4:15 PM

Q8 Please rank the following types of infrastructure improvements in order of priority from 1 to 4, with the one you think is most important being 1, the second most important 2, and so on.

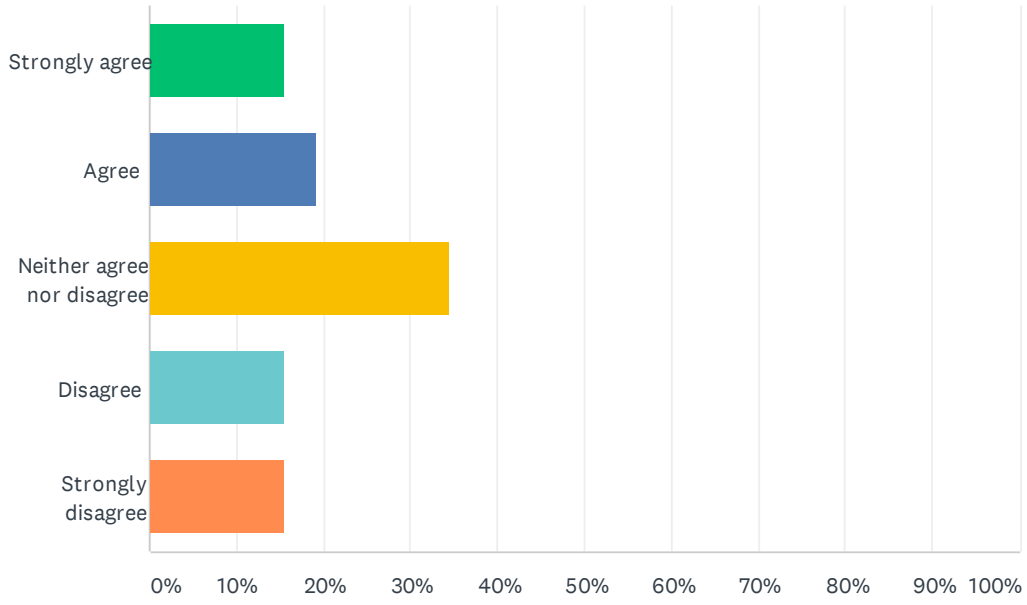
Answered: 26 Skipped: 2



	1	2	3	4	TOTAL	SCORE
Transportation	65.38% 17	7.69% 2	19.23% 5	7.69% 2	26	3.31
Water	11.54% 3	26.92% 7	42.31% 11	19.23% 5	26	2.31
Wastewater (sewer)	15.38% 4	34.62% 9	34.62% 9	15.38% 4	26	2.50
Broadband internet	7.69% 2	30.77% 8	3.85% 1	57.69% 15	26	1.88

Q9 Do you agree that there is a need for a public community space and community building within the Brooks-Hopmere Community?

Answered: 26 Skipped: 2



ANSWER CHOICES	RESPONSES	
Strongly agree	15.38%	4
Agree	19.23%	5
Neither agree nor disagree	34.62%	9
Disagree	15.38%	4
Strongly disagree	15.38%	4
TOTAL		26

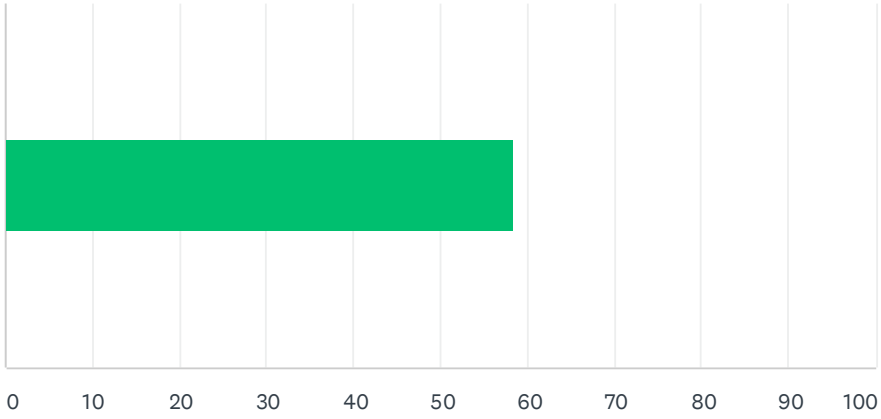
Q10 What type of community facility (e.g. multi-use community center, park, library, etc.) is best suited for the community? Where is the best location for a community facility?

Answered: 19 Skipped: 9

#	RESPONSES	DATE
1	best would be if we could get our local school back. nothing would compare to that. location, possibly north of lumber yard?, either side of 99E.	6/24/2020 10:51 AM
2	In the town of Brooks	6/23/2020 10:43 PM
3	Some place off of the busy main roads i.e., Brooklake, 99E. Perhaps the old elementary school would be a good location that could accommodate a multi-purpose center as well as a park/playground	6/23/2020 1:34 PM
4	Meeting hall with cooking services and rest rooms	6/22/2020 2:18 AM
5	Multi-use community center located @ Powerland	6/18/2020 5:15 PM
6	I am not aware of a need, since I live on the edge of the community, and don't gather with others anyway. Doesn't mean there isn't a need, just that I don't see it from my perspective.	6/18/2020 4:59 PM
7	None	6/16/2020 2:27 PM
8	Don't see a need for additional community facilities.	6/16/2020 1:31 PM
9	Park/playground Tennis courts	6/15/2020 3:30 PM
10	A shooting range would be nice.	6/15/2020 2:26 PM
11	Parks	6/15/2020 2:11 PM
12	(5) if you take water from well(s) you need to protect the groundwater which is where rain is seeping under Norpac and ag lands. If you wanted to do something spectacular, you would add wetlands to replenish groundwater and promote green as part of the community. (9) public community means green spaces, place to take a dog, safe place with security, place for ADA access. (10) community facility could include community center with meeting rooms, library, basketball nets, place for kids to enjoy (skate park) and for older folks like community meeting rooms, and lots of outdoor area for folks to take kids (playground), dogs and folks to enjoy together.	6/13/2020 10:39 AM
13	Community center and/or park connected to or in close proximity to the Chemeketa CC or old Brooks public school grounds	6/13/2020 7:36 AM
14	Community center or park	6/12/2020 8:55 PM
15	Park	6/12/2020 6:47 PM
16	I think it should be like a town hall where people can have meetings, have small conventions, and a place where info about the local community is readily available. The location should be next to or close to the elementary school so, if needed, those facilities can be used when needed. For example additional parking	6/12/2020 6:18 PM
17	None. All the above means higher taxes and problems for current home owners.	6/12/2020 6:03 PM
18	Park with community center and library in the future near the Power Land	6/12/2020 4:17 PM
19	West side of freeway	6/12/2020 4:15 PM

Q11 Do you agree a new governance structure will likely be needed for the long-term prosperity of the BHC?

Answered: 18 Skipped: 10

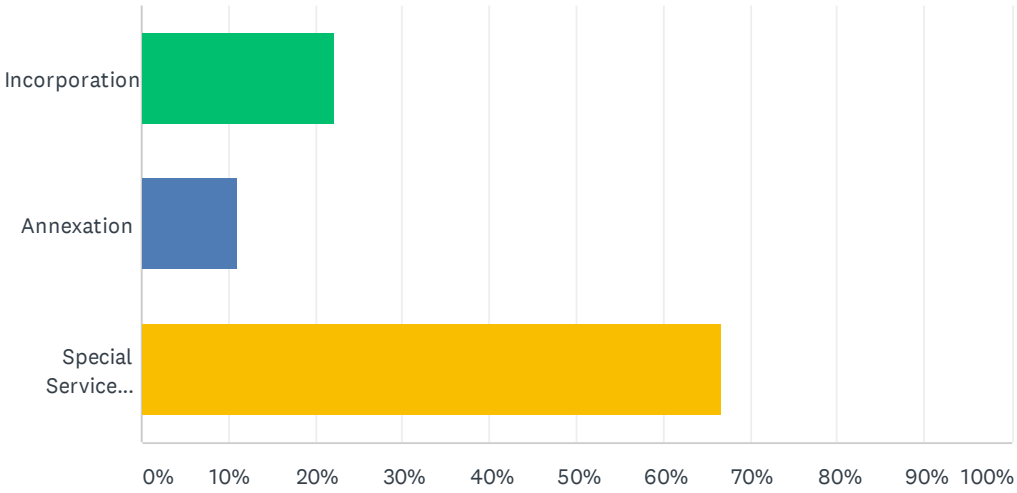


ANSWER CHOICES	AVERAGE NUMBER	TOTAL NUMBER	RESPONSES
	58	1,051	18
Total Respondents: 18			

#		DATE
1	99	6/24/2020 11:32 AM
2	33	6/24/2020 11:02 AM
3	90	6/23/2020 1:44 PM
4	51	6/22/2020 2:22 AM
5	50	6/20/2020 1:57 PM
6	100	6/18/2020 5:26 PM
7	25	6/18/2020 5:11 PM
8	100	6/18/2020 10:50 AM
9	100	6/16/2020 2:37 PM
10	3	6/16/2020 2:30 PM
11	0	6/15/2020 2:35 PM
12	100	6/15/2020 2:12 PM
13	99	6/13/2020 7:40 AM
14	100	6/12/2020 9:11 PM
15	100	6/12/2020 6:42 PM
16	0	6/12/2020 6:13 PM
17	1	6/12/2020 4:30 PM
18	0	6/12/2020 4:21 PM

Q12 What governance structure would you prefer for the Brooks-Hopmere community in the extended future?

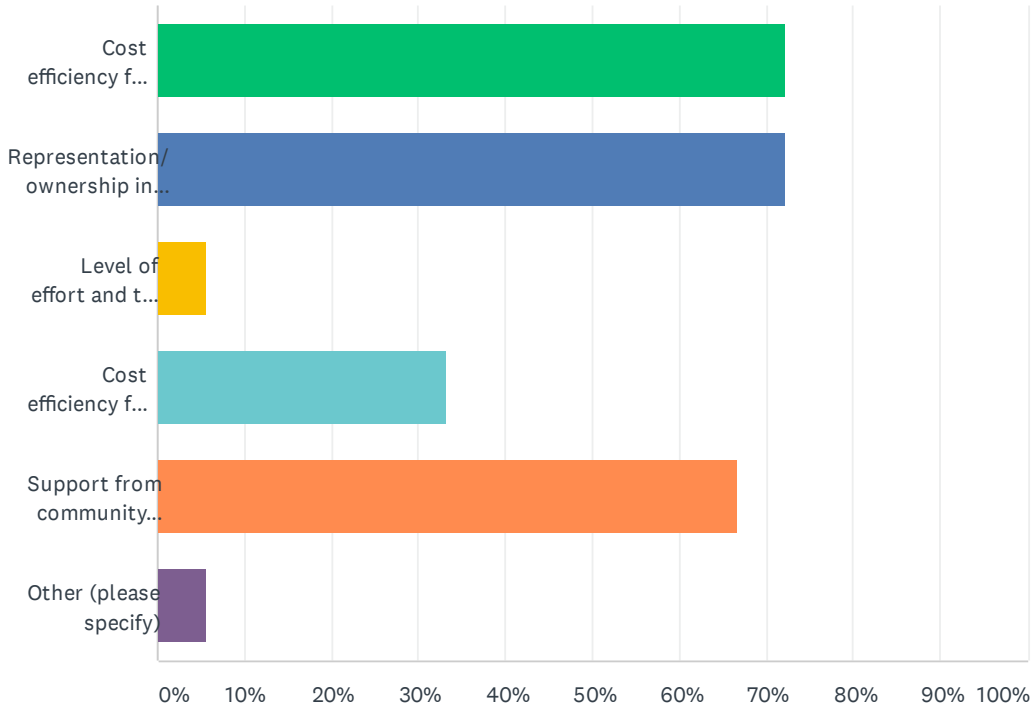
Answered: 18 Skipped: 10



ANSWER CHOICES	RESPONSES	
Incorporation	22.22%	4
Annexation	11.11%	2
Special Service District	66.67%	12
TOTAL		18

Q13 What are the most important factors to consider in determining the best governance structure for the Brooks-Hopmere Community? Please select up to 3 factors you think are most important.

Answered: 18 Skipped: 10

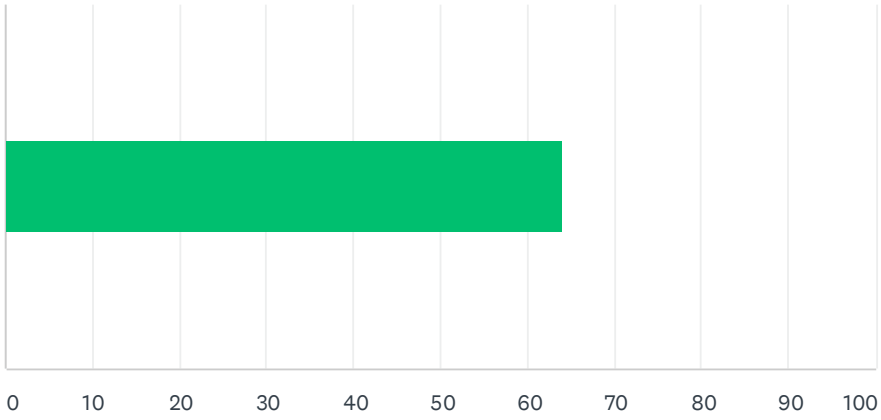


ANSWER CHOICES	RESPONSES	
Cost efficiency for tax payers	72.22%	13
Representation/ownership in decision-making	72.22%	13
Level of effort and time to implement	5.56%	1
Cost efficiency for local jurisdictions	33.33%	6
Support from community members	66.67%	12
Other (please specify)	5.56%	1
Total Respondents: 18		

#	OTHER (PLEASE SPECIFY)	DATE
1	The area right now is just too small to create all these additional governmental staff and it's own staff.	6/12/2020 6:42 PM

Q14 Do you support the implementation steps listed above?

Answered: 18 Skipped: 10

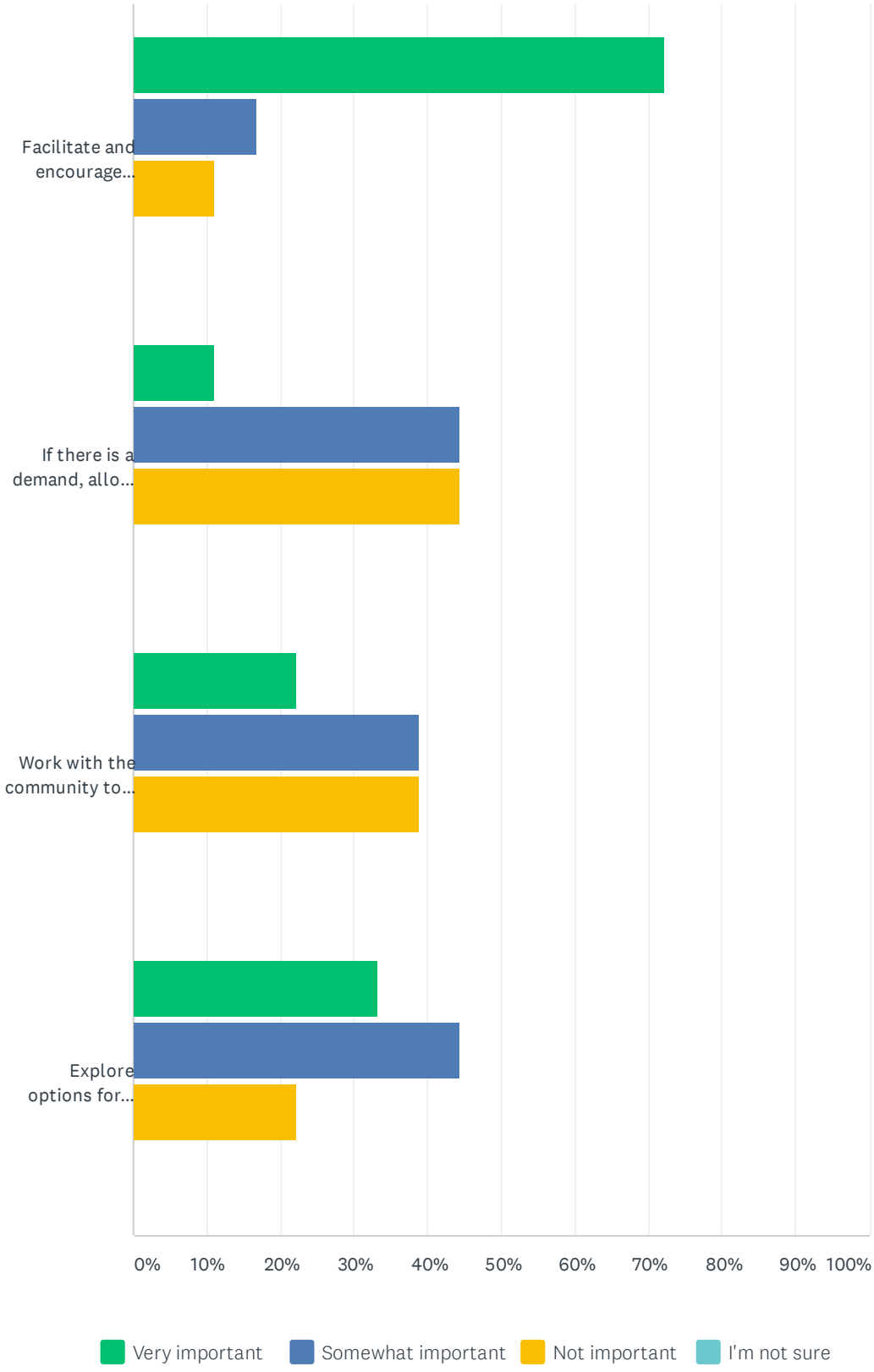


ANSWER CHOICES	AVERAGE NUMBER	TOTAL NUMBER	RESPONSES
	64	1,154	18
Total Respondents: 18			

#		DATE
1	62	6/24/2020 11:32 AM
2	65	6/24/2020 11:02 AM
3	50	6/23/2020 1:44 PM
4	12	6/22/2020 2:22 AM
5	48	6/20/2020 1:57 PM
6	100	6/18/2020 5:26 PM
7	90	6/18/2020 5:11 PM
8	100	6/18/2020 10:50 AM
9	85	6/16/2020 2:37 PM
10	1	6/16/2020 2:30 PM
11	90	6/15/2020 2:35 PM
12	100	6/15/2020 2:12 PM
13	99	6/13/2020 7:40 AM
14	54	6/12/2020 9:11 PM
15	76	6/12/2020 6:42 PM
16	0	6/12/2020 6:13 PM
17	99	6/12/2020 4:30 PM
18	23	6/12/2020 4:21 PM

Q15 How important do you think each implementation step is?

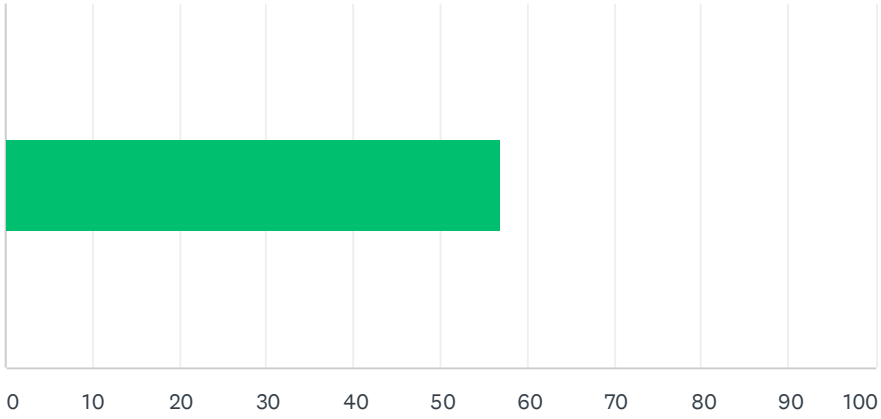
Answered: 18 Skipped: 10



	VERY IMPORTANT	SOMEWHAT IMPORTANT	NOT IMPORTANT	I'M NOT SURE	TOTAL
Facilitate and encourage transportation improvements identified in the BHC plan update	72.22% 13	16.67% 3	11.11% 2	0.00% 0	18
If there is a demand, allow increased density of residential housing	11.11% 2	44.44% 8	44.44% 8	0.00% 0	18
Work with the community to identify a community gathering space, and seek funding for a facility.	22.22% 4	38.89% 7	38.89% 7	0.00% 0	18
Explore options for future governance structures	33.33% 6	44.44% 8	22.22% 4	0.00% 0	18

Q16 Do you support the establishment of new funding sources (such as a new service district) for the Brooks-Hopmere community?

Answered: 18 Skipped: 10



ANSWER CHOICES	AVERAGE NUMBER	TOTAL NUMBER	RESPONSES
	57	1,024	18
Total Respondents: 18			

#		DATE
1	65	6/24/2020 11:32 AM
2	45	6/24/2020 11:02 AM
3	70	6/23/2020 1:44 PM
4	75	6/22/2020 2:22 AM
5	50	6/20/2020 1:57 PM
6	100	6/18/2020 5:26 PM
7	100	6/18/2020 5:11 PM
8	85	6/18/2020 10:50 AM
9	79	6/16/2020 2:37 PM
10	2	6/16/2020 2:30 PM
11	0	6/15/2020 2:35 PM
12	100	6/15/2020 2:12 PM
13	100	6/13/2020 7:40 AM
14	50	6/12/2020 9:11 PM
15	4	6/12/2020 6:42 PM
16	0	6/12/2020 6:13 PM
17	99	6/12/2020 4:30 PM
18	0	6/12/2020 4:21 PM

Q17 If you don't support possible new funding sources, what alternative approach do you recommend?

Answered: 18 Skipped: 10

#	RESPONSES	DATE
1	xx	6/24/2020 11:32 AM
2	99E is state highway, center turn lane should be paid for out of ODOT budget	6/24/2020 11:02 AM
3	no comment	6/23/2020 1:44 PM
4	None	6/22/2020 2:22 AM
5	no ideas	6/20/2020 1:57 PM
6	I do support new funding sources	6/18/2020 5:26 PM
7	I do support new funding sources	6/18/2020 5:11 PM
8	N/A	6/18/2020 10:50 AM
9	I do support new funding.	6/16/2020 2:37 PM
10	None. Leave us alone.	6/16/2020 2:30 PM
11	Use the tax base you've been taking over the last 50 yrs and develop it.... take a if you build it they will come approach.... you've had the money and furnished almost zero support... time for you to pay up. don't look here for more handouts	6/15/2020 2:35 PM
12	Na	6/15/2020 2:12 PM
13	N/a	6/13/2020 7:40 AM
14	N/a	6/12/2020 9:11 PM
15	Have the money come from a combination of county and state funds since we pay taxes to both of them already. It shouldn't solely fall on local residents when the other people will benefit from the improvements.	6/12/2020 6:42 PM
16	Stop this nonsense. leave us alone. I dont want to be included in this. Taxes are already to high for nothing.	6/12/2020 6:13 PM
17	I do support.	6/12/2020 4:30 PM
18	None	6/12/2020 4:21 PM

Q18 What else should the County and community consider as they further explore possible ways to pay for future improvements?

Answered: 18 Skipped: 10

#	RESPONSES	DATE
1	xx	6/24/2020 11:32 AM
2	keep it local no annexation to larger cities let larger commercial buildings be built.	6/24/2020 11:02 AM
3	no comment	6/23/2020 1:44 PM
4	Public safety. Both policing as well as environmental protection	6/22/2020 2:22 AM
5	don't know what is available	6/20/2020 1:57 PM
6	Public-private partnerships?	6/18/2020 5:26 PM
7	Unsure	6/18/2020 5:11 PM
8	Usage fees; USDA rural economic development grants/support; Mid-Valley COG (using EDA funds)	6/18/2020 10:50 AM
9	Fuel tax	6/16/2020 2:37 PM
10	This region is an important agricultural area. The soils here are some of the best in the valley. If we’re going to feed everybody we have to stop taking prime agricultural soils out of production. Preserve what we have.	6/16/2020 2:30 PM
11	use lottery funds	6/15/2020 2:35 PM
12	Na	6/15/2020 2:12 PM
13	N/a	6/13/2020 7:40 AM
14	N/a	6/12/2020 9:11 PM
15	We should also look at the federal government for possible grant funding. Anything from the feds will help.	6/12/2020 6:42 PM
16	We already pay high road races for odot to take care of the interchange and the county to keep the roads up. Make them do their job.	6/12/2020 6:13 PM
17	I-5 CloverLeaf	6/12/2020 4:30 PM
18	Federal, state and county funds	6/12/2020 4:21 PM

Q19 Do you have other comments you wish to share with the project team?

Answered: 12 Skipped: 16

#	RESPONSES	DATE
1	seem plan low balls 99E center turn lane. 99E is probably second busiest north south highway in Oregon, locals need safety exiting highway. higher speed rear enders are a huge concern for all locals	6/24/2020 11:02 AM
2	no comment	6/23/2020 1:44 PM
3	People should not live where there are know health hazards	6/22/2020 2:22 AM
4	we are on fixed income, so can't afford expensive changes to the area	6/20/2020 1:57 PM
5	Not at this time	6/16/2020 2:37 PM
6	This region is an important agricultural area. The soils here are some of the best in the valley. If we’re going to feed everybody we have to stop taking prime agricultural soils out of production. Preserve what we have.	6/16/2020 2:30 PM
7	Marion County has neglected the people in the Brooks area over the years... It's time for the County to come with an Olive Leaf and not an open hand	6/15/2020 2:35 PM
8	Na	6/15/2020 2:12 PM
9	N/a	6/13/2020 7:40 AM
10	N/a	6/12/2020 9:11 PM
11	Even if there is no physical improvements because of the high cost associated with it, there still can be progress. Just good solid planning and zoning for the future is important. Knowing what direction a community should be heading is crucial especially when the success of that plan is determined by getting everybody on board and involved with that plan	6/12/2020 6:42 PM
12	Take my property out of this farce.	6/12/2020 6:13 PM

Appendix L
Brooks-Hopmere Community Plan, July 2000

BROOKS-HOPMERE COMMUNITY PLAN

Prepared by the
Marion County Community Development Department, Planning Division, and
Pacific Rim Resources.

Adopted July 2000

Acknowledgments
The planning process leading to this document, including inventories, community involvement, and public facilities studies, was funded by a grant from the Oregon Department of Land Conservation and Development. Assisting Marion County in generating this document were Tom Armstrong, AICP, and Corrinne Humphrey, AICP, of Pacific Rim Resources.

The Marion County Planning Commission was comprised of Jake Stockfleth (chair), George Grabenhorst (vice-chair), Mike Fischer, Darrell Learn, Charles Vining, Maureen Kirkbride, and Marilee Mack. The planning commission was assisted by Rob Hallyburton, Principal Planner; Norm Bickell, Associate Planner, and Tami Amala, Administrative Supervisor.

Table of Contents

BROOKS-HOPMERE COMMUNITY PLAN

PART I: Brooks-Hopmere Plan

A. Background

1. Location and Community Description

Brooks and Hopmere are located approximately three miles north of Salem/Keizer, with Brooks on the east side of Interstate 5 (I-5) and Hopmere west of the freeway. Brooks began to develop in 1878 as a platted subdivision along the Southern Pacific railroad, while Hopmere is adjacent to the Burlington Northern rail line. The original communities are connected by Brooklake Road, a county roadway, and this area has built-up over the years with a mix of commercial and industrial uses. Neither community was ever incorporated. A map of the community is provided in Figure 1.

The area includes a mix of residential, commercial, industrial and public land uses. Brooks has two schools, a fire station, and a post office. Hopmere contains industrial and commercial uses within the Brooks-Hopmere boundary; with several residences along River Road on less than an acre parcels being included in the boundary due to existing non-farm use under current Exclusive Farm Use zoning.

The county comprehensive plan originally prepared to address statewide planning goals listed Hopmere as a Rural Service Center and Brooks as a Rural Community. The freeway interchange between the two was also recognized as a Rural Development Center in the plan. The community includes only areas planned and zoned for residential, commercial and industrial development and public uses; no land planned for farm use is included though the Ogden-Martin waste to energy utility facility is included in the boundary and zoned Exclusive Farm Use.

2. Population and Growth

Portland State University conducted a population and income survey of Brooks in 1987. At that time there were 374 persons in the community in 204 housing units. The population of the community is still about the same. The survey also noted that the community had significant commercial and industrial sites, providing a vital service and industrial center for the surrounding agricultural community and providing goods and services for local residents. The survey found that most economic growth was occurring through expansion of existing businesses and industries in areas south of Brooklake Road near Portland Road (Highway 99E), at the interchange, and along Brooklake Road west of the interchange. There are five residential dwellings within the community west of I-5 in the Hopmere area.

3. Periodic Review

In December 1994, the Land Conservation and Development Commission (LCDC) adopted Oregon Administrative Rule (OAR) Chapter 660, Division 22, or the Unincorporated Communities Rule ("the UCR"). The UCR provides the framework for land use designations and development standards to plan and zone for unincorporated communities outside established Urban Growth Boundaries. In 1998 and 1999, Marion County, as part of a comprehensive plan review process, undertook a plan update for the Brooks-Hopmere community in order to comply with the UCR. The UCR provides a framework for counties to use in the identification and designation of unincorporated comminutes, including boundary establishment, permitted uses and public facilities.

4. Citizen Involvement

Marion County held two community meetings during the development of the Brooks-Hopmere Community Plan. Prior to these meetings, a fact sheet was mailed to community members, providing them with information about the planning process, announcing opportunities for participation, and publicizing the meetings.

The first meeting took place on October 21, 1998 at the Brooks Elementary School Cafeteria. Approximately thirty people attended this meeting. The purpose of the meeting was to explain the need for a plan for the area, to gather information from participants about preferences regarding the future of the community, and to discuss community boundary options. County staff and consultant team members engaged participants in a discussion about three community boundary options including:

1. Brooks and Hopmere designated as one Urban Unincorporated Community;

2. Brooks, including Norpac lands, designated as an Urban Unincorporated Community with Hopmere designated as a rural community; or

3. Brooks designated as an Urban Unincorporated Community, excluding Norpac and interchange lands, with Hopmere designated as a rural community.

Participants expressed a desire to preserve the rural nature of the area and the majority of participants expressed an interest in seeing Brooks and Hopmere planned as one Urban Unincorporated Community. Participants also expressed their desire to retain the 1.5-acre minimum residential lot size, and expressed concern about having adequate sewer and water systems to service the community. Several participants stated that traffic needed to be better controlled to make the area safe.

Exit questionnaires collected from fourteen participants at the end of the meeting provided comments similar to those voiced during the discussion, which focused mainly on the desire to maintain the rural feel of the community, the need for sewer service extensions, and the need for improved transportation facilities at the I-5 interchange and intersection of Portland and Brooklake Roads.

The second community meeting was held February 18, 1999, again at the Brooks Elementary School Cafeteria. Approximately twenty people attended. This meeting focused on a draft Brooks-Hopmere Community Plan. County staff explained how community member comments from the first meeting had been used to create the plan and how the plan met state planning requirements. Participants reviewed the draft plan and a discussion between county staff, the consultant team, and community members followed.

The discussion focused on clarification of new guidelines in the commercial and industrial zones. Participants discussed current land use requirements and proposed land use under the draft plan. Public facilities expansion and financing were also mentioned.

Public hearings on the draft Brooks-Hopmere Community Plan were held before the Marion County Planning Commission in May and June of 1999, and before the Marion County Board of Commissioners in December 1999 and March 2000.

In order to provide for continuing citizen involvement after the Brooks-Hopmere Community Plan is adopted, an Area Advisory Committee (AAC) shall be established. The AAC will be a voluntary mailing list of interested parties that will receive notice of pending land use actions and public hearings concerning property within the Brooks/Hopmere Community. This

notice is in addition to any required notification as part of land use action. For example, a zone change request requires notice to be sent to property owners within a specified distance of the subject parcel. In addition to these property owners, members of the AAC will receive the notice.

B. Land-Use Planning

1. Existing Land Uses

Brooks-Hopmere contains a mix of residential, commercial, industrial, interchange, and public land uses. Residential land uses are almost exclusively single-family residential and include a planned community (Bethel Gospel Park) and a mobile home park. Commercial uses include used car sales, a hardware store, a convenience store, a truck stop, and several other establishments. Industrial uses include agricultural processing, construction, warehousing, trucking related industries, and several small manufacturing concerns.

The largest industrial use is Norpac, which includes food processing and cold storage. Norpac also has a previous approval for development of an industrial park, visitor's center, two restaurants, meeting and training facilities, and office facilities on adjacent undeveloped land on the same property. The Norpac property is zoned industrial and has been excepted from statewide Goal 14 (Urbanization). Public uses include two schools, a fire station, and a post office. A private museum is also zoned Public. The Ogden-Martin waste-to-energy, garbage burner is an utility facility zoned EFU and the UCR provisions allow for inclusion of this land and the use within the community as EFU designated land.

A land use inventory (Pacific Rim Resources, 1999) was conducted as part of the Brooks-Hopmere community planning process (Table 1). The inventory focused on existing development patterns, including identification of vacant and redevelopable lands. Findings were verified by field inspection of each property and review of assessor's parcel maps.

2. Guidelines for Plan Development

This section identifies assumptions and principles used in the development of the Brooks-Hopmere Community Plan. These are derived from community input, existing comprehensive plan and zoning designations, and UCR provisions.

Comprehensive Plan

The comprehensive plan designations for parcels within the community will remain consistent with their designation prior to this plan update, with the exception of the following changes: property owned by the rural fire district, which is changed from a mix of commercial and residential to public; the Hopmere properties included within the community from primary agriculture to rural residential except for the Ross Bros. property which is changed from primary agriculture to industrial; the southeast Brooks properties included within the community from primary agriculture to rural residential except for the Kuzmenko property which is changed from primary agriculture to commercial; the Oregon Onion property from rural residential to industrial; the Lucas property which is included within the community from primary agriculture to industrial; the Atwood property from commercial to industrial; and the Mortimore property which is changed from rural residential to commercial. The plan is implemented by the rural zoning ordinance, and the commercial, industrial, interchange, and public zones need to be amended to address requirements of the UCR.

TABLE 1: Existing Land Uses

Land Use (by zone type)	Total Uses	Developed Acres	Vacant Acres	Total Acres
Residential	204	154.20	5.09	159.30
Commercial	38	35.39	0.47	35.86
Industrial	48	47.83	299.08	346.91
Interchange	7	53.57	44.92	98.49
Public	3	67.27	0	67.27
Totals	300	358.26	349.56	707.83

Rural Zoning Ordinance

The Marion County Rural Zoning Ordinance provides the following zoning designations for the Brooks-Hopmere Community:

Acreage Residential (AR)
Multi-Family Residential (RM)
Community Commercial (CC)
Unincorporated Community Industrial (IUC)
Interchange District (ID)
Public (P)
Exclusive Farm Use (EFU)

The Community Commercial (CC) and Unincorporated Community Industrial (IUC) zones specifically apply to unincorporated communities. Under the UCR, these designations allow for more intensive development in an Urban Unincorporated Community than commercial and industrial zones in Rural Communities and Rural Service Centers, or rural areas outside unincorporated communities. An explanation of how the uses and limitations in the applicable zones satisfy the UCR is contained in Part III of this plan.

General

- Brooks and Hopmere will be planned as one Urban Unincorporated Community (UUC).
- Land use regulations shall conform to the requirements of the Unincorporated Communities Rule (OAR Chapter 660, Division 22).
- Parcels subject to a Limited Use overlay zone (LU) designation prior to the Brooks-Hopmere Community Plan will still be subject to the limitations contained in the conditions of approval.

Development Standards

These proposed policies and standards were used to forecast future development within the community to ensure the Brooks-Hopmere Community Plan was consistent with the available capacity of the public facilities. The impact of this future development is discussed in the next section.

Residential

- The current minimum lot size of 1.5 acres will be retained.
- No new development will occur at the Brooks School or the Willamette Valley Christian School sites.

Commercial

- New commercial development will generally be limited to small-scale, low impact uses with a maximum building size of 8,000 square feet.

Industrial

- New industrial development will generally be "dry" industry, to avoid overloading the sewer system.

Interchange

- No changes to commercial standards of this zone will be needed, and previous conditions of limited use overlay are retained.

Public

- No new development may occur on the Antique Powerland Museum property. Additional development must demonstrate that the new or expanded use will not create unacceptable adverse impacts on public facilities, including sewer and water.
- No new development will occur at the Marion County Recycling Center without a demonstration that the new or expanded use will not create unacceptable adverse impacts on public facilities, including sewer service and roads.
- Development on the Marion County Fire District #1 lands will not exceed 20 full-time persons and 200-day use visitors. Overnight lodging facilities for employees will be allowed. Expansion of the facilities beyond the preceding limits will require additional traffic and public facility impact analysis.
- The Public zone will be amended to allow public safety uses.

C. Public Facilities Planning

1. Background

The Brooks Community Sewer District serves most of Brooks, portions of the Norpac site, and extends to the west side of I-5 to serve interchange uses. The system includes a treatment plant, storage lagoons, and a delivery system. The July 1990 Sanitary Sewerage System Facilities Plan for the Brooks Community Sewer District is the community's most recent public facilities plan.

Brooks contains three private water systems, one owned by the fire district with twelve hook-ups operating at capacity, one serving a manufactured home park, and one serving a planned development. Most of Brooks and all of Hopmere relies on individual wells for water supply.

The community has no stormwater collection or treatment facilities.

2. Community Public Facility Conditions

Using the Sanitary Sewerage System Facilities Plan as a guide, a limited public facilities analysis (Sigurdson, 1999) was conducted to determine the current sewer capacity and demand, and the ramifications of future development proposed under the Brooks-Hopmere Community Plan. A key assumption is that all new industrial development will be "dry," unless on-site wastewater disposal is provided. "Wet" developments are water-intensive uses, such as food processing, that require water as part of their industrial or manufacturing process, as opposed to washing or restroom use only.

The public facilities analysis concluded that the system could accommodate projected growth under the Brooks-Hopmere Community Plan for the entire area within the community boundary, both inside and outside the current sewer service district. The exception is the hydraulic loading (volume of water) of the plant. The wet-weather flow is three times higher than the dry weather flow, which indicates there is a problem with inflow and infiltration into the system. The problem is serious but can be addressed by the district through inspections to identify leaky septic tanks, site piping, or illegal connections. This problem can be controlled and capacity restored with additional monitoring and minor improvements, providing enough hydraulic capacity to accommodate growth.

The other aspects of the system, such as treatment loading, effluent discharges and the collection system should have the capacity to accommodate projected growth for the entire community. Regarding water supply, the community is not within a state-designated water management area, and no public testimony included concerns regarding the adequacy of the area's water supply. The *Willamette Basin Report* (Oregon Water Resources Department, 1992) lists several areas with known or potential groundwater supply concerns. Brooks-Hopmere is not near any of them. Interest was expressed during a community meeting for eventual establishment of a water system to provide service to homes and businesses throughout the community. The county does not intend to establish such service at this time, but a policy contained in this plan is intended to recognize and facilitate future community water service.

D. Transportation Planning

1. Background

The Brooks-Hopmere community is primarily served by three major north-south routes (Portland Road, Interstate 5, and River Road) and one east-west route (Brooklake Road). The *Brooklake Road/I-5 Interchange Management Plan* (Kimley-Horn and Associates, 1997) prepared for ODOT, is the most recent transportation study available. The Brooks-Hopmere Community Plan updates the land use assumptions used in the interchange management plan to ensure that planned land uses are consistent with the identified function, capacity, and level of service of the transportation system serving the community.

The Brooks-Hopmere Community Plan land use assumptions include slightly more aggressive development for the community with the exception of the Norpac site. The development assumptions for the Norpac site continue to be the plans for the Oregon Agricultural Center and associated industrial park that has already received tentative subdivision plat approval.

2. Transportation System Constraints

In 1999, Kimley-Horn updated the land use assumptions made in the Brooklake Interchange Management Plan (BIMP). This added an additional 1,919 daily trips to the buildout of

current zoning in the community. With buildout of current zoning in the BIMP, it was determined that in year 2015, most of the intersections on Brooklake Road would function acceptably, however certain private driveways and two major intersections would not (Brooklake Road /NB I-5 ramp and Brooklake Road /99E). This would occur even if the NORPAC development constructed several major improvements to the transportation network. Several improvements would be needed to mitigate this unacceptable performance. It was outside the scope of this community study to add the additional trips and re-analyze all the intersections on the corridor, however, it is obvious that adding an additional 1,919 trips will only cause more of the intersections to operate unacceptably in the future.

In addition, several property owners have submitted requests to be included in the boundary and have their property more intensely zoned. Kimley-Horn also estimated the additional trip generation from several of those requests. For seven of the most significant requests, the net added daily trips was estimated at 3,995 vehicles. A full analysis of the impact of these trips was not included in the study, but again, there will be obvious negative impacts to many of the intersections on the corridor.

As the review process has progressed, another 11 parcels have been under consideration for either inclusion or rezoning. The traffic impacts for these have not been estimated but it appears most of them will have little or no increase in traffic. A few of the proposals are so preliminary that it is not possible to even estimate what they might generate in vehicle trips.

With the finding that the current level of development will have the Brooklake corridor on the threshold of unacceptable roadway function over the planning horizon, intensifying the use of any parcels should be approached with caution. To ensure adequate performance of the transportation network, any land use changes that would result in added trips more than a very minimal amount, will be required to submit a detailed Traffic Impact Analysis and agree to appropriate mitigation improvements as defined by the applicable road authority.

3. Norpac Transportation

Norpac is reconsidering development options for their site. Completion of this Brooks-Hopmere Community Plan is an opportunity to create flexibility in the land use regulations, while still ensuring adequate performance of the transportation system.

The plan creates performance-based development standards that establish a trip allocation, or "bank," for the entire Norpac site (including the existing development). New development would "withdraw" available trips from the bank, whereas capacity improvements would "deposit" them. Under this approach, each time a request for a building permit is made, the applicant will be required to demonstrate that there are trips available to accommodate the development. This approach will allow the site to develop in smaller phases than originally proposed in the tentative subdivision plat, or with a different mix of uses than originally planned.

In general, the Interchange Management Plan and supplemental assessments show that the Norpac site can be intensively developed with a mix of industrial and commercial uses if the development includes transportation impact mitigation to insure the system continues to perform adequately. The proposed trip allocation approach allows more flexibility in the mix of uses and in phasing of development and transportation improvements.

As part of the first development application, a new Transportation Impact Analysis that establishes the baselines for the trip allocation will be required. The baselines will include: current

capacity of the existing transportation system, current trip generation of existing uses, expected growth in background traffic, future trip generation of potential new development for the community, and current trip generation for the existing Norpac facilities. These baselines would establish the number of trips currently available to the Norpac site. Future development could use up those trips or additional trips could be added with new improvements. Each subsequent building permit application for new development will require a supplemental impact analysis to update the balance sheet (trips available minus trips used equals new balance in trip bank).

PART II: Comprehensive Plan Policies

A. Land Use and Transportation

1. County plans and land use regulations shall ensure that new uses authorized within the Brooks-Hopmere Community do not adversely affect agricultural uses in the surrounding EFU areas.

2. New development shall be reviewed to ensure that it will not result in the capacity of the transportation system within the community being exceeded.

3. New development shall be limited to prevent excess demand on the Brooks Community Sewer System.

4. No parcels will be rezoned to multifamily in the Brooks-Hopmere Community unless the applicant can demonstrate there will be no unacceptable adverse impact to the transportation system.

5. Marion County will adopt performance-based criteria and procedures to create a trip allocation bank to provide flexibility in the development of the Norpac site, while still ensuring adequate performance of the transportation system.

6. Parcels subject to a Limited Use overlay zone designation that was based on a reasons exception to statewide Goal 3 prior to adoption of the Brooks-Hopmere Community Plan shall continue to be subject to the limitations of the overlay zone.

B. Utilities

1. New uses or expansion of existing uses requiring land use approval in Brooks-Hopmere shall be approved only upon confirmation from the Brooks Community Sewer District that it can provide sewer services to the property, unless an on-site system has been approved by Marion County or the Oregon Department of Environmental Quality.

2. Industrial uses that require water as part of their industrial or manufacturing processes shall be required to demonstrate a capability for on-site sewage disposal.

3. Marion County will encourage and support the development of a community water system serving all or a portion of the Brooks-Hopmere community.

PART III: Findings Regarding OAR 660, Division 22

Summary

This section provides findings to support zoning and comprehensive plan amendments to show compliance with OAR Chapter 660, Division 22, the Unincorporated Communities Rule.

OAR 660-022-0010 Definitions

(9) "Urban Unincorporated Community" is an unincorporated community, which has the following characteristics:

(a) Includes at least 150 permanent residential dwelling units;

Finding: *The Brooks-Hopmere Community has 204 permanent residential units (See Part I: Brooks-Hopmere Community Plan, Section B.1: Existing Land Uses).*

(b) Contains a mixture of land uses, including three or more public, commercial or industrial land uses;

Finding: *The Brooks-Hopmere Community includes 38 commercial, 44 industrial, 7 interchange, and 3 public uses (See Part I: Brooks-Hopmere Community Plan, Section B.1: Existing Land Uses).*

(c) Includes areas served by a community sewer system; and

Finding: *A "community sewer system" is defined in the rule as a sewage disposal system which has service connections to at least 15 permanent dwelling units, including manufactured homes, within the unincorporated community. The Brooks-Hopmere Community is served by the Brooks Community Sewer District which serves most of the Brooks area, in addition to portions of the Norpac property, and the interchange area. There are more than 15 sewer hook-ups.*

(d) Includes areas served by a community water system.

Finding: *A "community water system" is defined in the rule as a system that distributes potable water through pipes to at least 15 permanent dwelling units, including manufactured homes, within the unincorporated community. There are two community water service systems in Brooks (Green Oaks Mobile Park and Bethel Gospel Park). Each of these systems has more than 15 hook-ups.*

(10) "Unincorporated Community" means a settlement with these characteristics:

(a) It is made up of lands subject to an exception to Statewide Planning Goal 3, Goal 4 or both;

Finding: *The land inside the Brooks-Hopmere Community boundary includes only land designated for commercial, industrial, public, or residential uses under the current acknowledged Comprehensive Plan or exceptions granted under the rural community planning process. All lands will have exceptions to Statewide Planning Goal 3 as part of the community planning process.*

(b) It was either identified in a county's acknowledged comprehensive plan as a "rural community", "service center", " resort community", or similar term before October 28, 1994, or is listed in the Department of Land Conservation and Development (DLCD) January 30, 1997 "Survey of Oregon's Incorporated Communities".

Finding: *The 1981 Marion County Comprehensive Plan designated Brooks as a Rural Community, Hopmere as a Rural Service Center, and the interchange as a Rural Development Center. Brooks and Hopmere are listed in DLCD's Survey of Oregon's*

Unincorporated Communities.

(c) It lies outside the urban growth boundary of any city;

Finding: *Brooks-Hopmere is not within a UGB.*

(d) It is not incorporated as a city; and

Finding: *The Brooks-Hopmere Community does not include land that has been incorporated as a city.*

(e) It meets the definition of one of the four types of unincorporated communities in section (6) through (9) of this rule and included the uses described in those definitions, prior to the adoption of this division (October 28, 1994).

Finding: *Brooks-Hopmere satisfies the definition of Urban Unincorporated Community under OAR 660-022-0010(9) (see findings for subsection 9 above).*
CONCLUSION: The Brooks-Hopmere community satisfies the rule definitions of unincorporated community and Urban Unincorporated Community.

OAR 660-022-0020 Designation of Community Areas

(1) Except as provided in OAR 660-022-0070, county comprehensive plans shall designate and identify unincorporated communities in accordance with the definitions in OAR 660-022-0010. Counties may amend these designations as circumstances change over time.

Finding: *Adoption of the Brooks-Hopmere Community Plan will designate and plan for the Brooks-Hopmere*

Community as urban unincorporated community accordance with the rule.

(2) Counties shall establish boundaries of unincorporated communities in order to distinguish lands within the community from adjacent exception areas, resource lands and other rural lands. The boundary of unincorporated communities shall be shown on the county comprehensive plan map at a scale sufficient to determine accurately which properties are included.

Finding: *Brooks-Hopmere Community boundary distinguishes the urban unincorporated community from rural land. Figure 1 shows the Brooks-Hopmere Community boundary at a scale that clearly shows individual parcel boundaries.*

(3) Only land meeting the following criteria may be included within an unincorporated community:

(a) Land which has been acknowledged as a Goal 3 or Goal 4 exception area and historically considered to be part of the community provided the land only includes existing, contiguous concentrations of:

(A) Commercial, industrial, or public uses; and/or
(B) Dwelling units and associated residential lots at a greater density than exception lands outside rural communities.

Finding: *With the committed exceptions for the "Lucas", Southeast Brooks, and Hopmere properties, all lands within Brooks-Hopmere will be acknowledged as Goal 3 exception areas, and are historically part of either Brooks or Hopmere. The Brooks area consists primarily of residential uses associated with the historic agricultural nature of the area, but also includes some commercial, industrial, and public uses. The Hopmere area consists of commercial and industrial uses providing services primarily for agriculturally related uses, but also includes some residential uses. Norpac land between Brooks and Hopmere was included in the 1980 developed and committed exception to Goal 3 for Brooks. All lands in Brooks-Hopmere include only existing contiguous concentrations of commercial, industrial, public, interchange, and residential lots as*

planned in the current acknowledged comprehensive plan.

(b) Land planned and zoned for farm or forest use provided such land meets the criteria in section (4) of this rule.

Finding: *The only land planned and zoned for farm or forest use within the Brooks-Hopmere community boundary will be the Ogden-Martin waste-to-energy facility which meets the criteria in section (4) of this rule for land occupied by a utility facility zoned EFU that is considered part of the Brooks community. With the committed exceptions for the "Lucas", Southeast Brooks, and Hopmere properties, no other lands within the Brooks-Hopmere community will be zoned for farm or forest use.*

(4) Community boundaries may include land that is designated for farm or forest use pursuant to Goals 3 and 4 if all the following criteria is met:

(a) The land is contiguous to Goal 3 or 4 exception lands included in the community boundary;
(b) The land was occupied on the date of this division (October 28, 1994) by one or more of the following uses considered to be part of the community: Church, cemetery, school, park, playground, community center, fire station, museum, golf course, or utility facility;
(c) Only the portion of the lot or parcel that is occupied by the use(s) in subsection (b) of this section is included within the boundary; and
(d) The land remains planned and zoned under Goals 3 or 4.

Finding: *The Brooks-Hopmere Community boundary includes the Ogden-Martin waste-to- energy facility which will retain the existing farm designation (EFU zoning) under which it is an allowed use and meets the criteria stated in this section for the inclusion of such lands within the community boundary.*

(2) County plans and land use regulations may authorize any residential use and density in unincorporated communities, subject to the requirements of this division.

(5) Site specific unincorporated community boundaries that are shown on an acknowledged plan map on October 28, 1994, are deemed to comply with subsections (2) and (3) of this rule unless the boundary includes land designated for farm or forest use that does not meet the criteria in section (4) of this rule.

Finding: *The 1981 Marion County Comprehensive Plan did not use site-specific boundaries.*

(6) Communities which meet the definitions in both OAR 660-022-0010(6) and (9) shall be classified and planned as either resort communities or urban unincorporated communities.

Finding: *The Brooks-Hopmere Community does not satisfy the definition of a resort community, so this subsection does not apply.*

CONCLUSION: The Brooks-Hopmere Community Plan is part of the Marion County Comprehensive Plan and meets all designation requirements under OAR 660-022-00200.

OAR 660-022-0030 Planning and Zoning of Unincorporated Communities

(1) For rural communities, resort communities and urban unincorporated communities, counties shall adopt individual plan and zone designations reflecting the projected use for each property (e.g., residential, commercial, industrial, public) for all land in each community. Changes in plan or zone designation shall follow the requirements to the applicable post-acknowledgment provisions of ORS 197.610 through 197.625.

Finding: *Figure 2 provides plan designations for each property within the Brooks-Hopmere Community boundary in compliance with this requirement.*

Finding: *The zoning designations include acreage residential and multi-family residential uses that are applied to parcels that were designated as such under the original acknowledged comprehensive plan. These designations do not change under the Brooks-Hopmere Community Plan.*

(3) County plans and land use regulations may authorize only the following new industrial uses in unincorporated communities:

(a) Uses authorized under Goals 3 and 4;
(b) Expansion of a use existing on the date of this rule;
(c) Small-scale, low-impact uses;
(d) Uses that require proximity to rural resource, as defined in OAR 660-004-0022(3)(a);
(e) New uses that will not exceed the capacity of water and sewer service available to the site on the effective date of this rule, or, if such services are not available to the site, the capacity of the site itself to provide water and absorb sewage;
(f) New uses more intensive than those allowed under subsection (a) through (e) of this section, provided an analysis set forth in the comprehensive plan demonstrates, and land use regulations ensure:
(A) That such uses are necessary to provide employment that does not exceed the total projected work force within the community and surrounding rural area;
(B) That such uses would not rely upon a work force served by uses within urban growth boundaries; and
(C) That the determination of the work force of the community and surrounding rural area considers the total industrial and commercial employment in the community and is coordinated with employment projections for nearby urban growth boundaries.

Finding: *The Community Industrial zone permits uses under paragraphs (a), (b), (c), and (e) from the above list. Provisions of the zone require any new development exceeding the small-scale, low-impact size threshold (maximum 20,000 square feet of floor space) be served by on-site sewage disposal because the findings in this plan do not show that the community system can provide service to larger uses without exceeding its treatment capacity. See the findings under subsection (8) of this rule, below. Regarding water supply, also see the findings under subsection (8).*

In addition to the community industrial zone, a limited use overlay zone is applied to the Norpac property. The purpose of this limited use overlay zone is to implement the conditions of approval from a previous Goal 14 exception, consistent with the requirements of the Unincorporated Communities Rule. Application of this zone is limited to the 287-acre Norpac parcel that was granted a Goal 14 exception under Marion County Ordinance #1027 (dated October 11, 1995). A limited use overlay is also applied to the "Lucas" property. The purpose of the overlay zone is to limit permitted uses to the Truss Manufacturing business used to justify the Goal 3 exception. A limited use overlay is also applied to the "Atwood" property for the purpose of limiting permitted uses to the existing warehouse and storage uses.

(4) County plans and land use regulations may authorize only the following new commercial uses in unincorporated communities:

(a) Uses authorized under Goals 3 and 4;
(b) Small scale, low impact uses;
(c) Uses intended to serve the community and surrounding rural area or the travel needs of people passing through the area;

Finding: *The development standards for the Community Commercial zone include limits on building sizes that are consistent with the definition of small-scale, low impact uses (maximum 8,000 square feet of floor space) as defined by OAR 660-022-0030(10). To ensure adequate performance of the*

transportation system, significant new development will be required to submit a Traffic Impact Analysis with appropriate mitigation improvements as part of a land use or building permit application.

In addition to the community commercial zone, a limited use overlay is applied on only the Kuzmenko property in southeast Brooks. The purpose of this overlay zone is to limit the use of the property to the existing land use activity occurring on the property which is a residence with a plastering business that is operated from the property. Any change in the use or expansion of activity will require compliance with the provisions of the community commercial zone, the removal of the limited use and addressing adequacy of the transportation system including submittal of a Traffic Impact Analysis.

(5) County plans and land use regulations may authorize hotels and motels in unincorporated communities only if served by a community sewer system and only as provided in subsections (a) through (c) of this section:

(a) Any number of new motel and hotel units may be allowed in resort communities;
(b) New motels and hotels up to 35 units may be allowed in an urban unincorporated community, rural service center, or rural community in the unincorporated community is at least 10 miles from the urban growth boundary of any city adjacent to Interstate Highway 5, regardless of its proximity to any other UGB;
(c) New motels and hotels up to 100 units may be allowed in any urban unincorporated community that is at least 10 miles from any urban growth boundary;

Finding: *The Brooks-Hopmere Community is located approximately three road miles from the Salem-Keizer UGB. Motels and hotels are prohibited in Brooks-Hopmere.*

(6) County plans and land use regulations shall ensure that new uses authorized within unincorporated communities do not adversely affect agricultural or forestry uses.

Finding: *Brooks-Hopmere is surrounded by exclusive farm use land. The Acreage Residential zone requires that new dwellings be set back 100 feet from an EFU zone boundary. Commercial and industrial areas have been established and any new development will be primarily infill, and the size and nature of permitted uses are restricted in a manner to insure continued compatibility with surrounding uses.*

(7) County plans and land use regulations shall allow only those uses which are consistent with the identified function, capacity and level of service of transportation facilities serving the community, pursuant to OAR 660-012-0060(1)(a) through (c).

Findings: *The community is served by three major north-south routes (Portland Road, Interstate 5, and River Road) and one east-west route (Brooklake Road). The Brooklake Road/I-5 Interchange Management Plan (Kimley-Horn, 1997), prepared for ODOT, is the most recent transportation study available. The Brooks/Hopmere Community Plan updates the land use assumptions used in the Interchange Management Plan to ensure that the planned land uses are consistent with the identified function, capacity, and level of service of the transportation system serving the community.*

With the updated land use assumptions(Kimley-Horn and Associates, 1999), the PM peak-hour traffic levels are nearly the same as the original Interchange Management Plan. Many of the intersections along Brooklake Road were previously determined to operate at a poor level of service in 2015, even with assumed roadway and signal improvements that were the conditions of approval on the Norpac development. The performance at key intersections is at the threshold of acceptability, and in most cases could be improved to acceptable levels with reasonable and financially feasible roadway improvements. To ensure adequate performance of the transportation system, significant new development will still be required to submit a

Traffic Impact Analysis with appropriate mitigation improvements as part of a land use or building permit application.

(8) Zoning applied to lands within unincorporated communities shall ensure that the cumulative development:

(a) Will not result in public health hazards or adverse environmental impacts that violate state or federal water quality regulations; and
(b) Will not exceed the carrying capacity of the soil or of existing water supply resources and sewer services.

Findings: *The* Sanitary Sewerage System Facilities Plan for the Brooks Community Sewer District *(Marion County, 1990) is the community's most recent public facilities plan. Using this plan as a guide, a limited public facilities analysis was conducted to determine the current sewer capacity, the current sewer demand, the ramifications of future development proposed under the Brooks-Hopmere Community Plan (Sigurdson, 1999). The public facilities analysis concluded that the system can accommodate projected growth under the Brooks-Hopmere Community, both inside and outside the current sewer system service district.*

Regarding water supply, a study of community water systems in Marion County (Beighle and Whelan, 1995) included profiles of two systems in Brooks-Hopmere, and indicated they have adequate supply for their expected needs. Most of the community relies on individual wells for water supply. The Willamette Basin Report *(Oregon Water Resources Department, 1992) lists several areas with known or potential groundwater supply concerns. Brooks-Hopmere is not near any of them. The community is not within a state-designated water management area, and no public testimony included concerns regarding the adequacy water supply. The evidence indicates that the carrying capacity of existing water supply resources will not be exceeded by uses permitted by the community plan.*

(9) County plans and land use regulations for lands within unincorporated communities shall be consistent with acknowledged metropolitan regional goals and objectives, applicable regional functional plans and regional framework plan components of metropolitan service districts.

Finding: *This criterion is not applicable because no metropolitan or regional plan exists for this part of Marion County.*

CONCLUSION: The Brooks-Hopmere Community Plan is implemented through the community commercial, community industrial, interchange, public, acreage residential, multi-family, exclusive farm use, and limited use overlay zoning districts, consistent with the requirements of OAR 660-022-00300.

OAR 660-022-0040 Urban Unincorporated Communities

(1) Counties with qualifying communities shall adopt plans and land use regulations for urban unincorporated communities (UUC's). All statewide planning goals applicable to cities shall also apply to UUC's, except for those goals provisions relating to urban growth boundaries and related requirements regarding the accommodation of long-term need for housing and employment growth.

Findings: *the Brooks-Hopmere Community Plan is consistent with applicable statewide goals because it is consistent with corresponding UCC Rule requirements. The applicable are goals addressed by provisions in the rule in the following sections:*

Goal 1 - 660-22-0060
Goal 2 - 660-22-0020 through 0040
Goal 3 - 660-22-0030 subsection (6)
Goal 6 - 660-22-0039 subsection (8)
Goal 11 - 660-22-0050
Goal 12 - 660-22-0030 subsection (7)

(2) Counties may expand the boundaries of those UUC's with the following characteristics during regularly scheduled periodic review in order to include developable land to meet a demonstrated long-term need for housing and employment:

(a) The UUC is at least 20 road miles from an urban growth boundary with a population over 25,000; and
(b) The UUC is at least 10 road miles from an urban growth boundary with a population of 25,000 or less.

Finding: *Brooks-Hopmere does not satisfy these criteria, so the county will not be permitted to expand the boundaries of the community.*

(3) - (5) [These sections include rules for expanding UUC boundaries. Since Brooks-Hopmere cannot be expanded, these sections do not apply.]

(6) Counties shall not rely upon the use of land included within a UUC as the basis for determining that nearby land designated in compliance with goals relating to agriculture or forestry is committed to nonresource use as defined in OAR 660-004-0005(3).

Finding: *This section does not include requirements relevant to the community plan, but rather to potential land-use actions on adjacent lands.*

(7) Counties shall include findings of fact and conclusions of law demonstrating compliance with the provisions of this rule in their comprehensive plans.

(d) Land in the community has been declared a health hazard, or has a history of failing septic systems or wells, or a community sewage or water system is projected to be needed by the next periodic review.

Finding: *This report satisfies this requirement.*

CONCLUSION: The procedures and requirements of OAR 660-022-00400 have been satisfied.

OAR 660-022-0050 Community Public Facility Plans

(1) In coordination with special districts, counties shall adopt public facility plans meeting the requirements of OAR 660, Division 11, and include them in the comprehensive plan for unincorporated communities over 2,500 in population. A community public facility plan addressing sewer and water is required if the unincorporated community is designated as an urban unincorporated community under OAR 660-022-0010 and 660-022-0020. For all communities, a sewer and water community public facility plan is required if:

(a) Existing sewer or water facilities are insufficient for current needs, or are projected to become insufficient due to physical conditions, financial circumstances or changing state or federal standards; or
(b) The plan for the unincorporated community provides for an amount, type or density of additional growth or infill that cannot be adequately served with individual water or sanitary systems or by existing community facilities and services; or
(c) The community relies on groundwater and is within a groundwater limited or groundwater critical area as identified by the Oregon Department of Water Resources; or

(2) A community public facility plan shall include inventories, projected needs, policies and regulations for the water and sewerage facilities which are existing or needed to serve the unincorporated community, including:

(a) An inventory of the condition and capacity of existing public facilities and services;
(b) An assessment of the level of facilities and services needed to adequately serve the planned buildout within the community area boundary; and
(c) Coordination agreements consistent with ORS Chapter 195.

(3) If existing community facilities and services are not currently adequate to serve the development allowed in the plan and zoning ordinance, the community public facility plan shall contain either:

(a) Development restrictions to ensure development will not exceed the capacity of the land to absorb waste and provide potable water and will not exceed the capacity of public facilities; or
(b) A list of new facilities, and improvements for existing public facilities, necessary to adequately serve the planned buildout in the unincorporated community, including the projected costs of these improvements and an identification of the provider or providers of these improvements; and
(c) A discussion of the provider's funding mechanisms and the ability of these and possibly new mechanisms to fund the development of each community public facility project; and
(d) A requirement that development not occur until the necessary public facilities are available for that development.

(1) Counties shall ensure that residents of unincorporated communities have adequate opportunities to participate in all phases of the planning process. Counties shall provide such opportunities in accordance with their acknowledged citizen involvement programs.

Findings: *Brooks-Hopmere has a population of less that 2,500. The community has a sewer plan, and the Brooks Community Sewer District serves the majority of the community. The community also has three small water service systems serving some uses in the Brooks area. The July 1990 Marion County Sanitary Sewerage System Facilities Plan for the Brooks Community Sewer District is the community's most recent public facilities plan. A limited public facilities analysis was conducted to determine the current sewer capacity, the current sewer demand, and the ramifications of future development proposed under the Brooks-Hopmere Community Plan. The public facilities analysis concluded that the existing system could accommodate projected growth under the Brooks-Hopmere Community Plan for the entire area within the community boundary, both inside and outside the current sewer service district. Growth under the plan is limited and conditioned to accommodate the limitation of the community sewer system or to meet the DEQ requirements of on-site sewage regulations.*

Currently, sewer and water services are sufficient for existing needs and projected growth under the Brooks-Hopmere Community Plan. The community is not within a groundwater limited or groundwater critical area identified by the Water Resources Department. There is no land within the community that has been declared a health hazard. Prior to the development of the Brooks Community Sewer District, some areas experienced septic system failure.

CONCLUSION: The Brooks-Hopmere Community Plan satisfies the public facilities planning requirements of OAR 660-022-0050.

OAR 660-022-0060 Coordination and Citizen Involvement

Finding: *The Brooks-Hopmere Community Plan is the result of a community planning process that included residents and business owners within the community, citizens from the surrounding area, and affected state and local agencies. The citizen involvement process is documented in the Brooks-Hopmere Community Plan.*

(2) When a county proposes to designate an unincorporated community or to amend plan provisions or land use regulations that apply to such a community, the county shall specify the following:

(a) How residents of the community and surrounding area will be informed about the proposal;

(b) How far in advance of the final decision residents of the community and the surrounding area will be informed about the proposal;

(c) Which citizen advisory committees will be notified of the proposal.

Findings: *All of the property owners inside the Brooks-Hopmere community boundary have been included on a mailing list that was used to distribute regular newsletters throughout the community planning process. In addition, state and local regulations require Marion County to mail notice property owners prior to public hearings as part of formal adoption of the Marion County Comprehensive Plan update. The Brooks-Hopmere Community plan was reviewed by the Marion County Planning Commission prior to action by the Board of County Commissioners on the community plan and implementation measures. Public hearings were held on the Plan and property owners notified of the hearings before the Commission and Board. Regarding individual land-use decisions within the community, the notice requirements of ORS 197.763 are followed. The community is within an area with a county-designated Area Advisory Committee. The committee is comprised of area residents, who are notified of all pending land-use actions. The comment period is 10 days.*

(3) Proposals to designate, plan, or zone unincorporated communities shall be coordinated with all special districts, metropolitan service districts, and cities likely to be affected by such actions. For any unincorporated community, such coordination shall include a minimum of 45-day mailed notice to all cities and special districts (including metropolitan service districts) located within the distance described in OAR 660-022-0040(2).

Finding: *The Brooks-Hopmere Community Plan has had extensive participation and coordination with affected local and state agencies as required.*

CONCLUSION: The Brooks-Hopmere Community planning process satisfies the requirements of OAR 66-022-0060.

References

Beighle, Jackson and Nate Whelan, 1995. *Marion County Unincorporated Communities Water System Assessment Project*. Unpublished report. Oregon State University Geosciences Department, Corvallis.

Kimley-Horn and Associates, Inc., 1997. *Brooklake Road/I-5 Interchange Management Plan*. Report prepared for the Oregon Department of Transportation.

June 17, 1999. Memorandum from Jim West to Tom Armstrong titled "Traffic Assessment of 2nd Revision to Brooks/Hopmere Community Land Use Plan."

Oregon Water Resources Department (OWRD), 1992. *Willamette Basin Report*. Salem.

Marion County, 1990 (revision). *Sanitary Sewerage System Facilities Plan for the Brooks Community Sewer District*. Report prepared by Marion County Public Works Department for the sewer district.

Pacific Rim Resources, 1999. *Brooks-Hopmere Community Plan Land Use Inventories*. Report prepared for Marion County Community Development Department. (Appendix B)

Sigurdson, Edward, 1999. Memorandum from Ed Sigurdson to Tom Armstrong and Corrinne Humphrey titled "Brooks Community Plan – Wastewater Findings - Revised," May 27, 1999.

APPENDIX A

Figures

1. Map of Brooks-Hopmere Plan Area
2. Comprehensive Plan Map of Brooks-Hopmere
3. Zoning Map of Brooks-Hopmere

APPENDIX B

Brooks-Hopmere Community Plan Land Use Inventories

APPENDIX C

Amendments to the Rural Zoning Ordinance to Implement the Community Plan

1. Chapter 143 (Community Commercial)
2. Chapter 150 (Interchange District)
3. Chapter 164 (Unincorporated Community Industrial)
4. Chapter 171 (Public)
5. Limited Use Overlay Zones

APPENDIX D

Goal 3 Exceptions

1. Lucas Property
2. Southeast Brooks Area
3. Hopmere Area