

# North Bethany: Planning and Funding Growth in Washington County

Land Conservation and Development  
Commission Meeting  
Friday, October 2, 2009

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Washington County Planning*

# Presentation Overview

- North Bethany Basics:
  - Background & planning requirements
  - Expansion site geography & surroundings
- Schedule & Process
- Board Direction and County Objectives
- Land Use Plan
- Funding Plan
- Lessons Learned
- Questions

# North Bethany Basics

## Background & Planning Requirements

# Bethany Residential Expansion

- 800 gross acres for needed housing
- Roughly 400 net acres available for residential development
- Build-out estimate of 5,000 housing units by 2030

# Concept Planning Requirements

- State and regional framework
- **Title 11** of Metro's UGM Functional Plan
- Special site-specific conditions
- County objectives

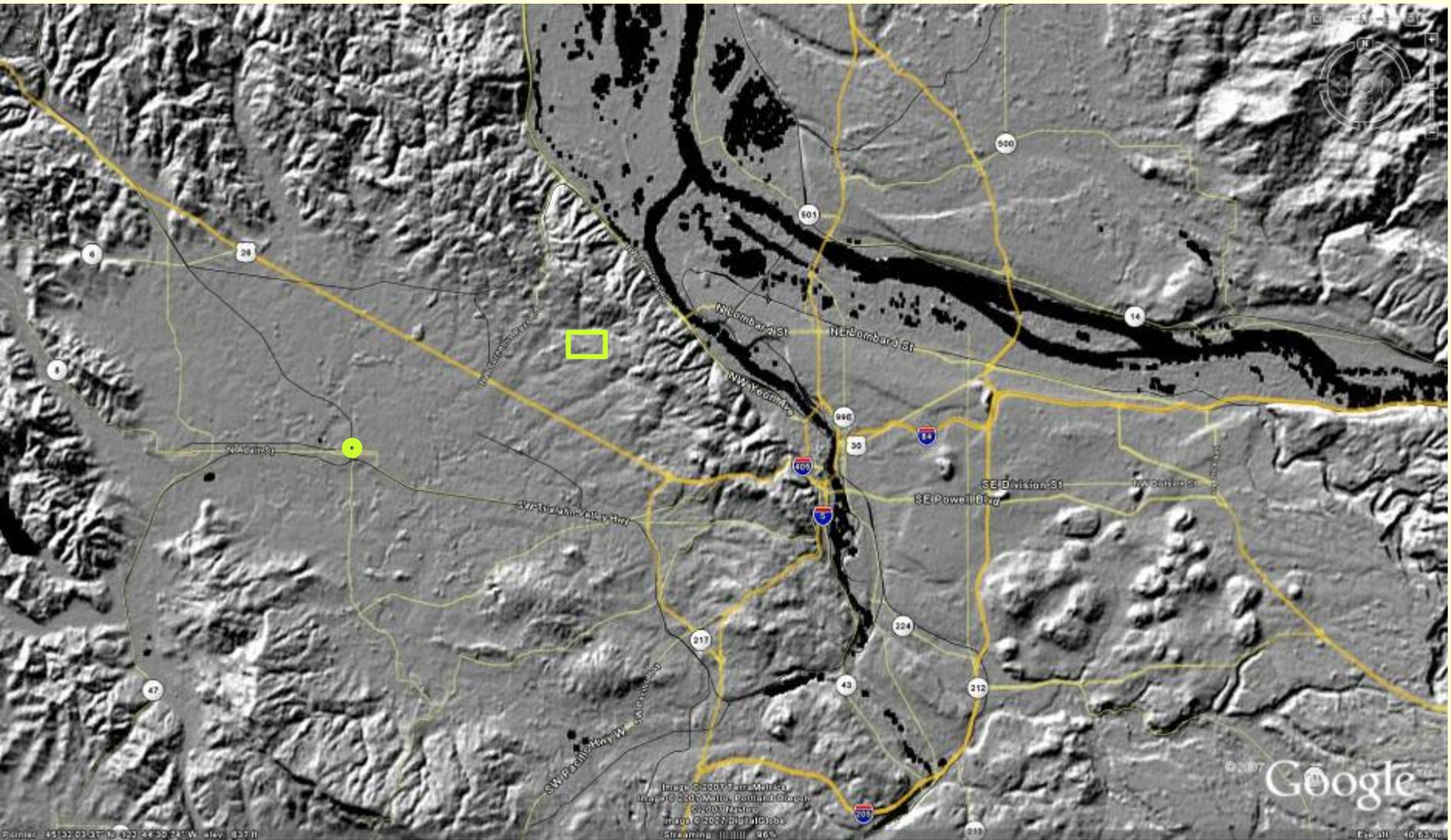
*Planning funded by regional Construction Excise Tax  
(\$1.17 million for North Bethany)*

# Title 11: Overview of Provisions

- Housing
  - densities, variety of types, affordability
- Systems Planning
  - transportation, environmental, urban services
- Infrastructure & Services
  - roads, schools, public facilities, commercial

# North Bethany Basics

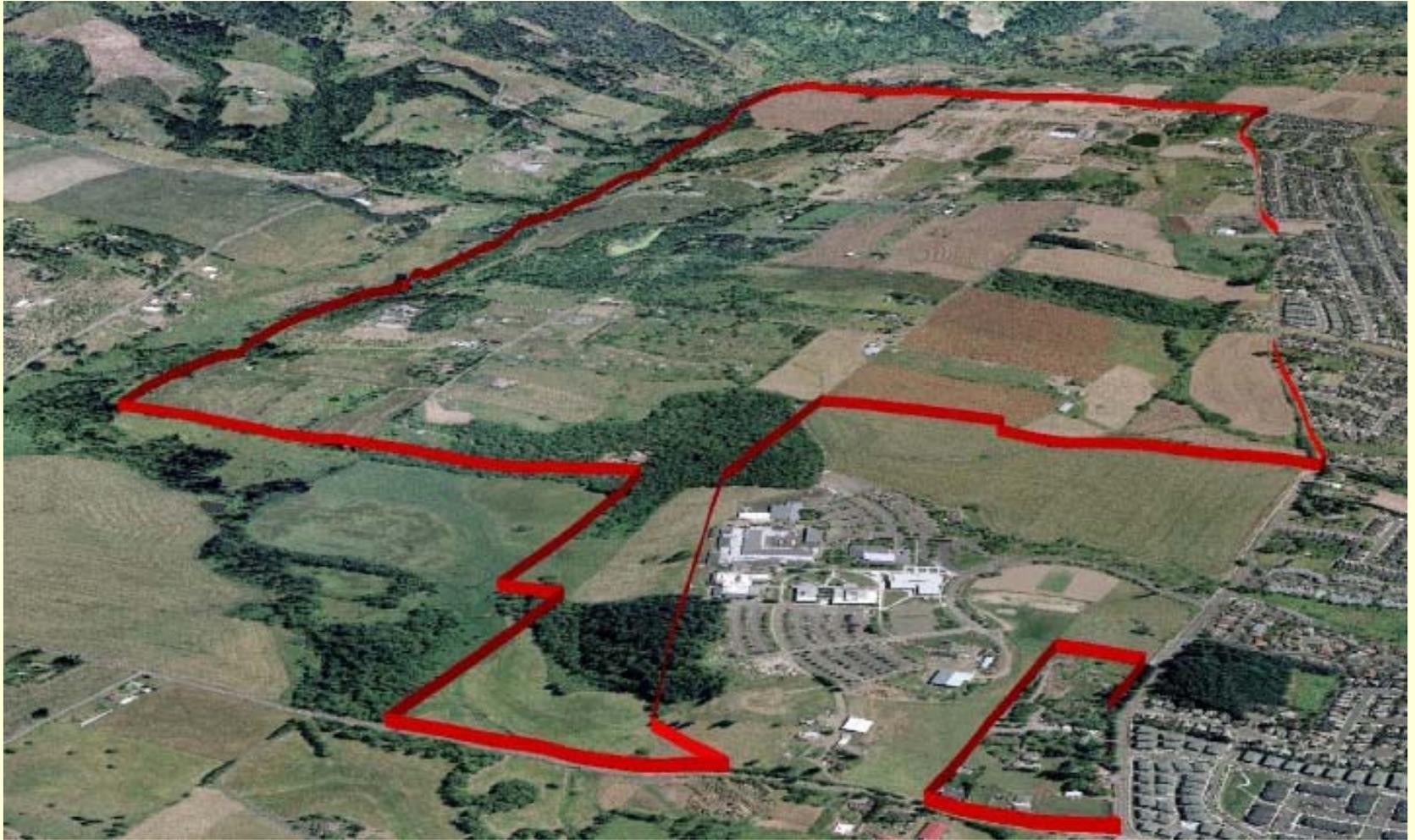
## Expansion Site Geography & Surroundings



Bethany  
a community of distinction

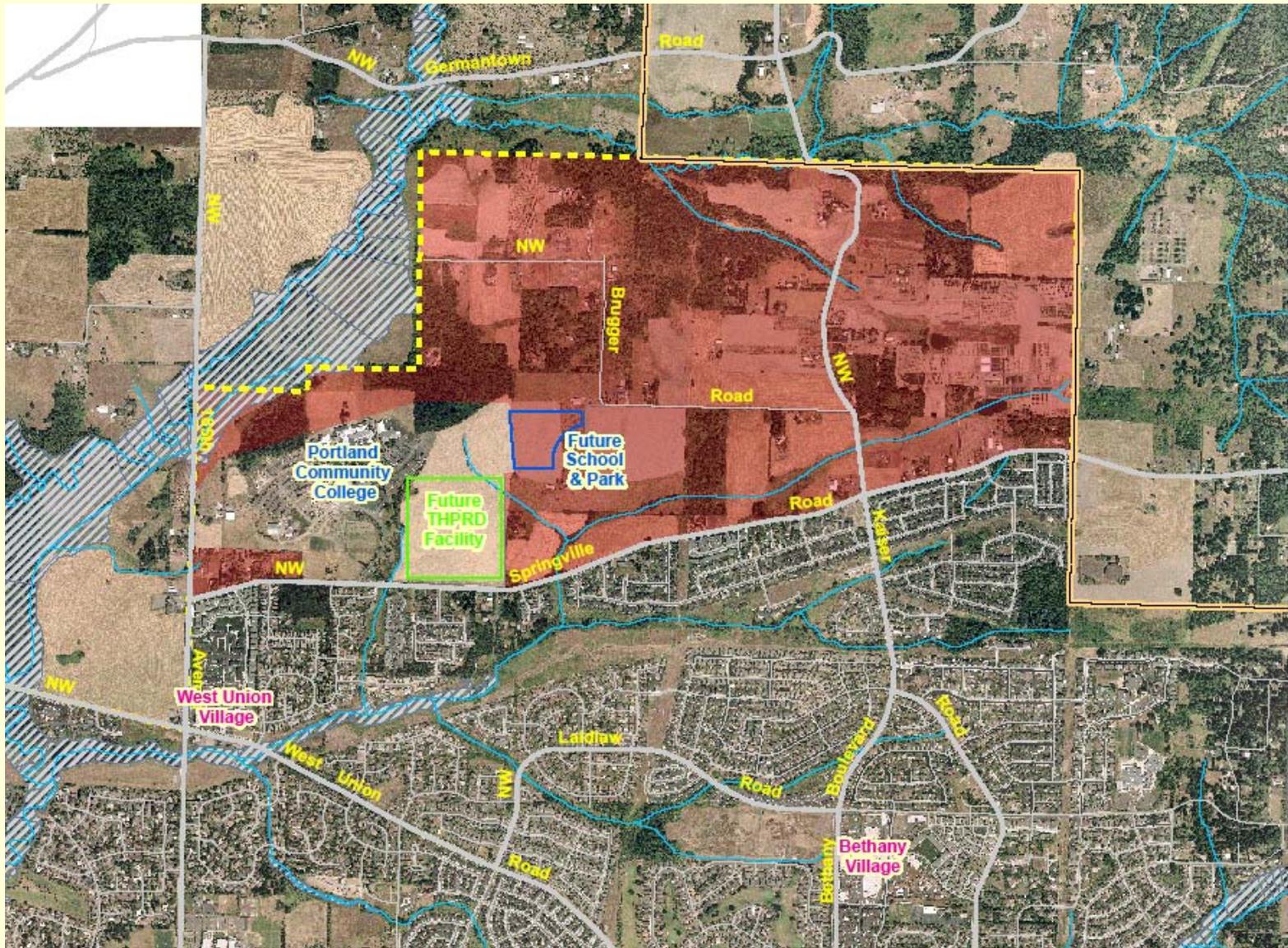


# North Bethany Planning Area



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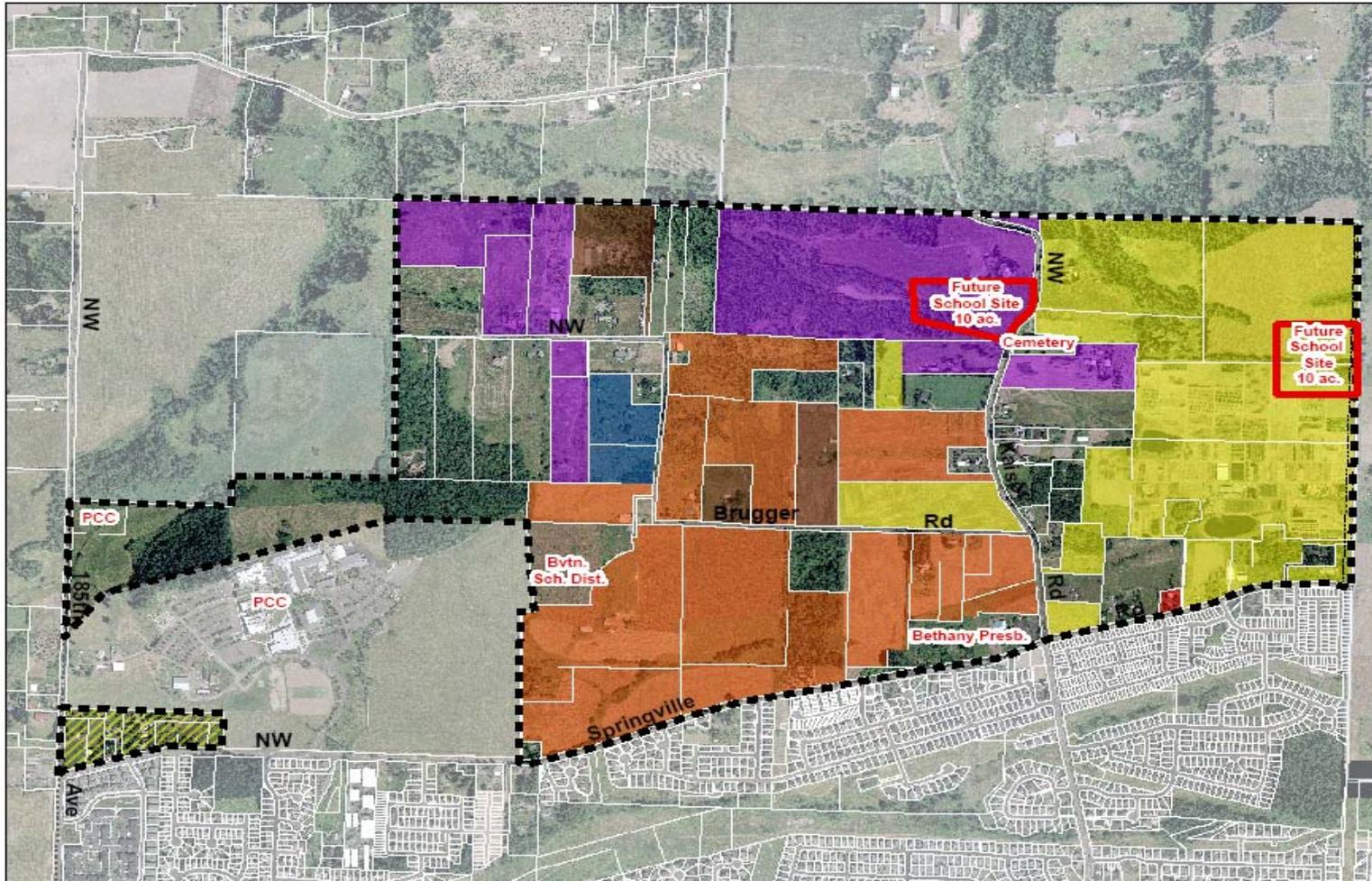




Bethany  
a community of distinction



# Developer Options

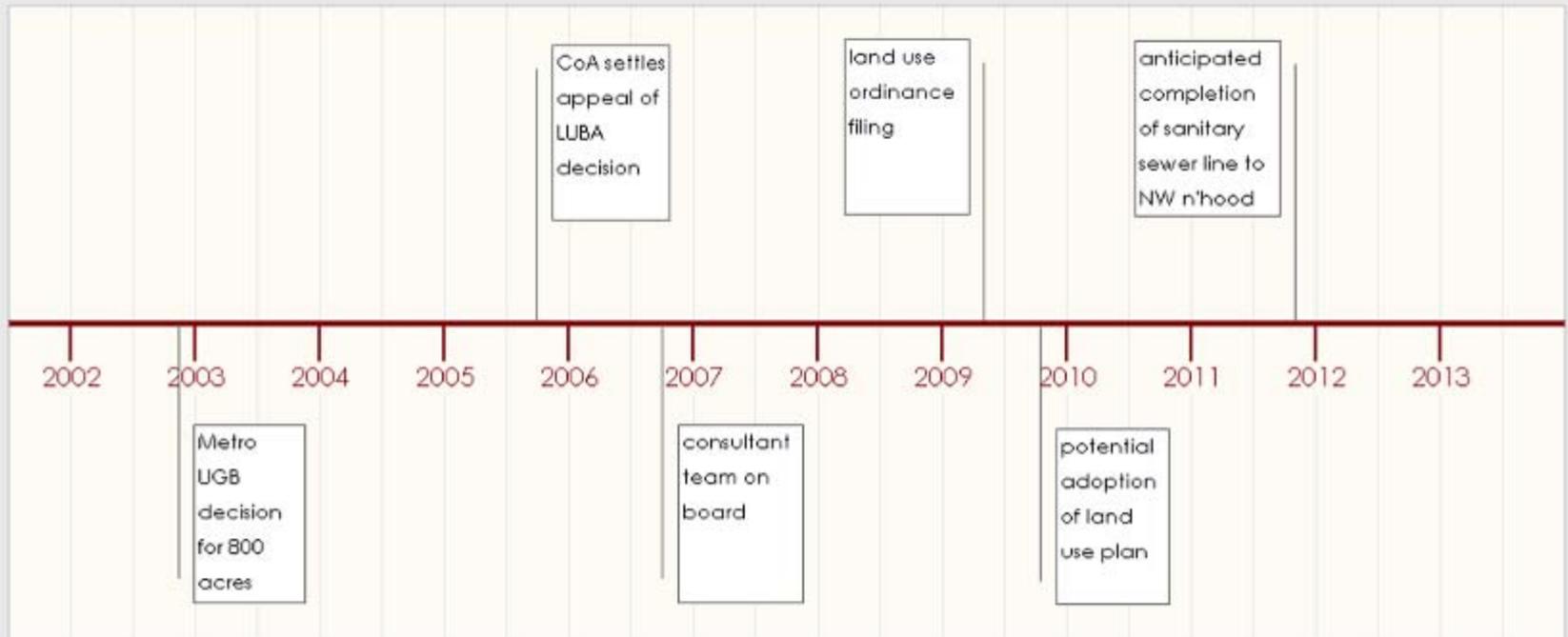


# Schedule & Process

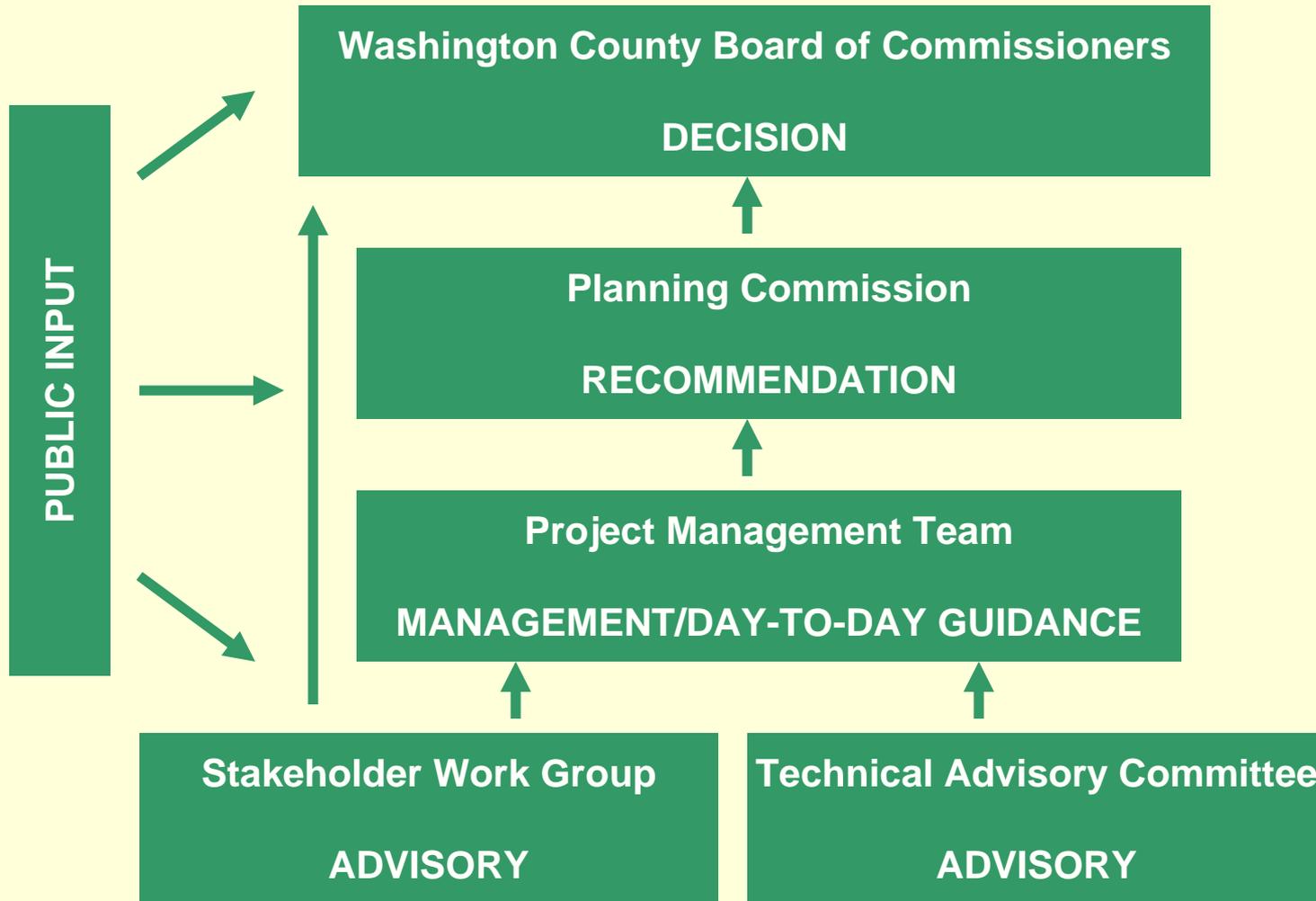
# North Bethany Planning Overview

- Two Phases: Concept Planning and Community Planning
- Land Use Plan with companion Funding Plan
- Concept Planning phase and fundamentals of Funding Plan to be completed Fall 2009

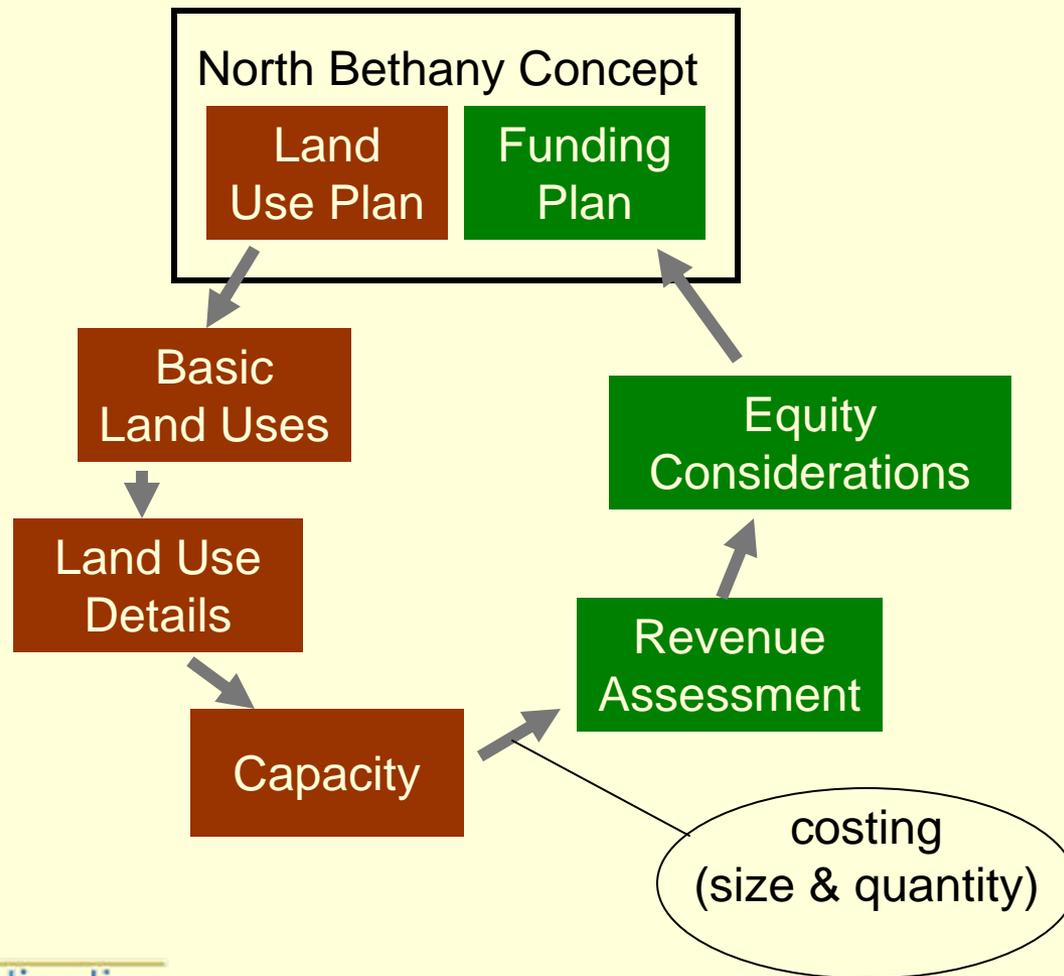
# North Bethany Milestones



# Open and Informed Process



# Concept Plan Informs Fundamentals of Funding Plan



# Board Direction & County Objectives

# County Objectives: Land Use

- A comprehensive approach
  - Concurrent consideration of multiple objectives
  - Appropriate scale and mix of uses
  - Attention to organization of community features and design
- Sound Outcomes
  - Plan feasibility
  - High level of certainty for citizens, developers, service providers
  - Fair and equitable cost appropriations
- A Community of Distinction
  - Integration of parks and public spaces
  - Quality design, more sustainable values

# County Objectives: Land Use

- Objectives represent higher aspirations for County Planning
- At the same time, Concept Plan has not been “gold-plated”
- Existing “Level of Service” standards used for planned services
- Comprehensive approach results in an improved outcome

# “Distinctive” Themes

- Planned public spaces
- Cohesive organization (neighborhoods and centers)
- Regional stormwater management
- Greater attention to community design and experience of the public realm
- Responds to natural setting

# Community Design Approach

- “Smart Growth” principles:
  - walkable, compact, mixed use, choices
- Increased density
- Integrated parks planning
- “Green” approaches
- Landform-based placemaking

# County Objectives: Funding

- Implementable land use plan
- Resulting cost assessments are marketable
- Fairness and equity: Who pays?
- Added constraint of speculative land purchases

# County Growth Management Policy

- Based on presence or absence of services
- Existing system not sustainable – inadequate to assure needed transportation infrastructure
- Re-evaluate transportation funding system
- 2002 UGB expansion areas represent a transition from pre-2002 program to emerging program

# Transportation Infrastructure Funding

- Existing system (pre-2002 urban area):
  - maintenance (gas tax)
  - new projects (MSTIP)
  - portion of new development (TIF, now TDT)
- Emerging system will ask new development to cover larger portion of its actual cost

# Land Use Plan

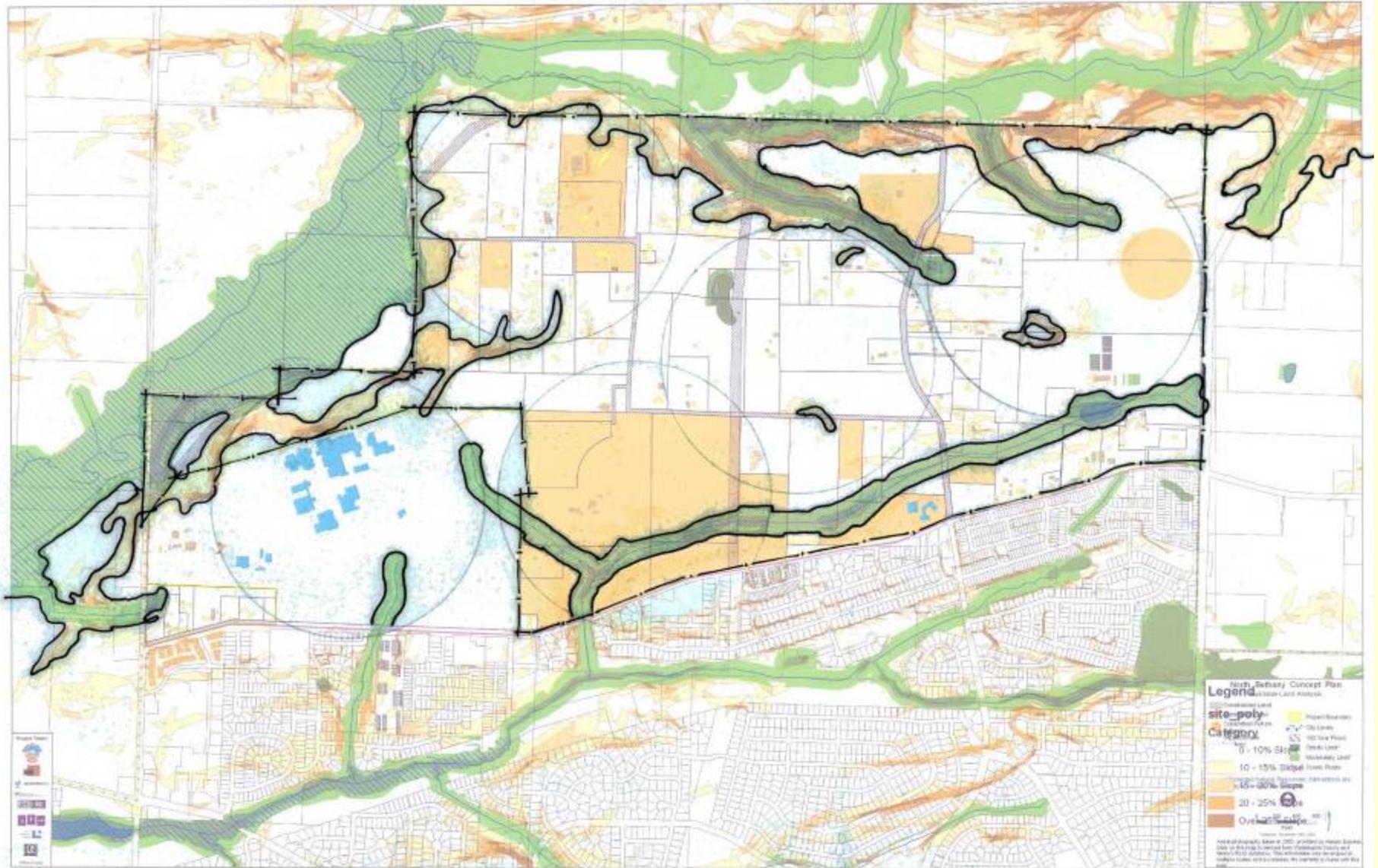
# North Bethany Planning Goals

- Walkable, mixed-use neighborhoods
- Civic uses as community focal points
- Integration of urban and open space, with access to natural areas
- Connection with existing community
- Relationship with adjacent rural areas
- Choices for transportation and housing
- Financially feasible and equitable
- Consensus, involvement & partnerships

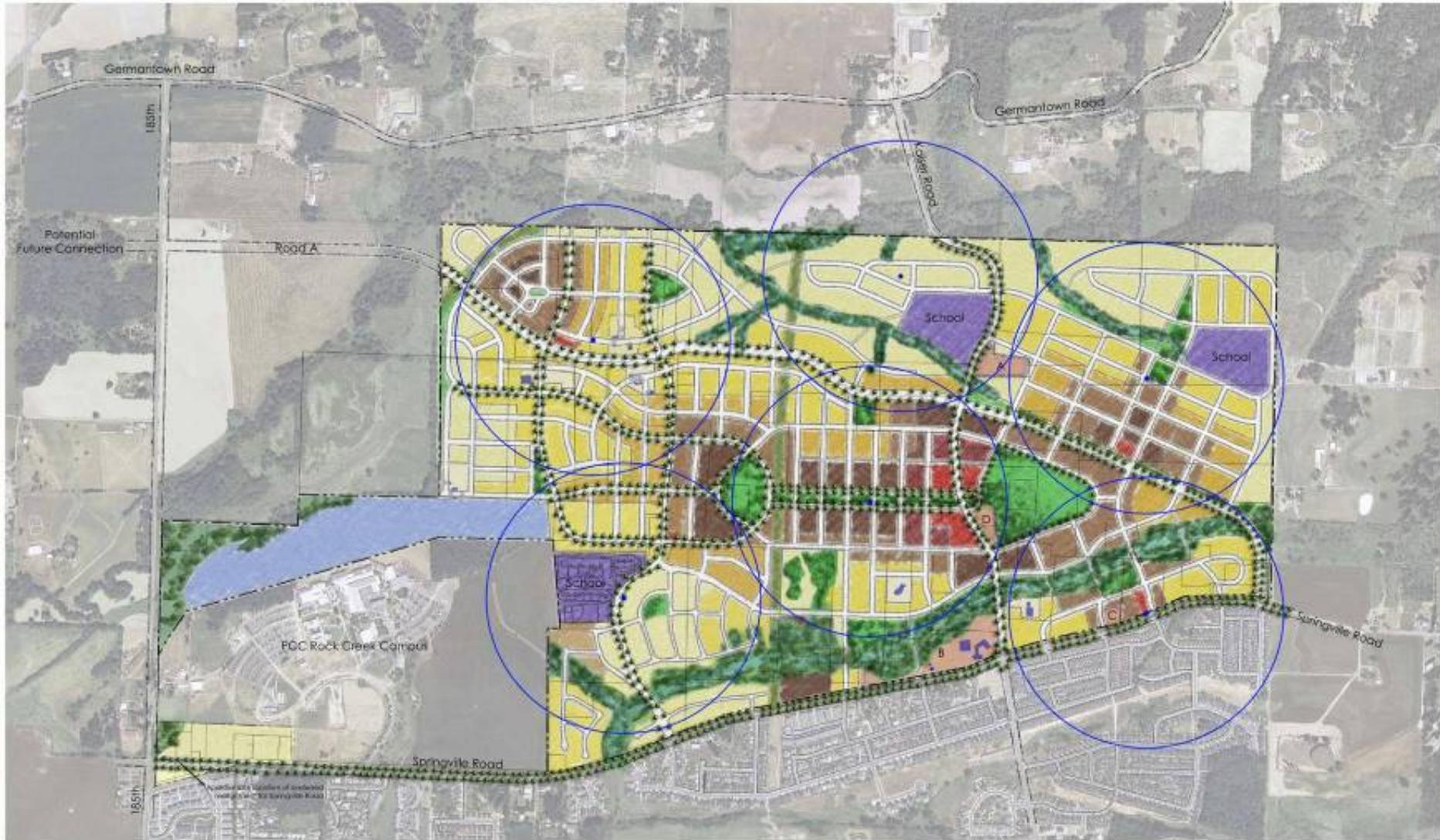
# Concept Plan Highlights

- A community of neighborhoods (rather than a series of subdivisions)
- Integrated parks planning
- Multi-purpose stream corridors
- More detailed land analysis at planning level (LWI, landslide hazard areas)

# Landform & Constraints Analysis



# North Bethany Neighborhoods



**Bethany**  
a community of distinction  
25 March 2009

## Illustrative Concept Plan

Residential	
High Density Specialty (R-30+)	Low Density Residential L3 (R-13)
High Density Residential (R-30)	Low Density Residential L2 (R-7.5)
Medium Density Residential (R-15)	Low Density Residential L1 (R-5.0)

## Land Use Designations

Community Services		Public Services	
Mixed Use Center	Parks	Public Schools	Institutional
Cemetery (A)	Open Space	Fire Station (C)	
Church (B)	Power Line Corridor	Civic Site (D)	

## Notes

1. This map is preliminary. All designations are subject to change.



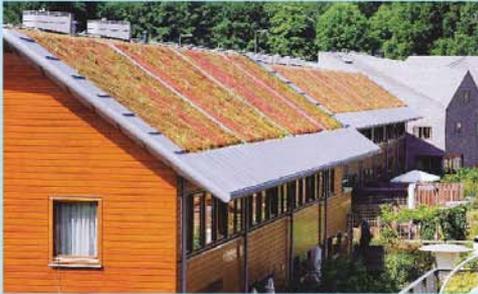
# Parks & Trails System







# Low Impact Development Applications



Site LIDA - EcoRoof



Site LIDA - Rain Garden



Street LIDA - Sidewalk Planter



Street LIDA - Curb Extension



Street LIDA - Sidewalk Planters



Street LIDA - Bioswale

# Multi-Purpose Stream Corridors

- An opportunity for comprehensive water quality management (already required)
- Wetland protection (already required)
- Water quantity management
- Streamside habitat enhancement
- Recreation trails – pedestrian connectivity
- Access to nature

# Integrated Habitat, Stormwater and Recreation

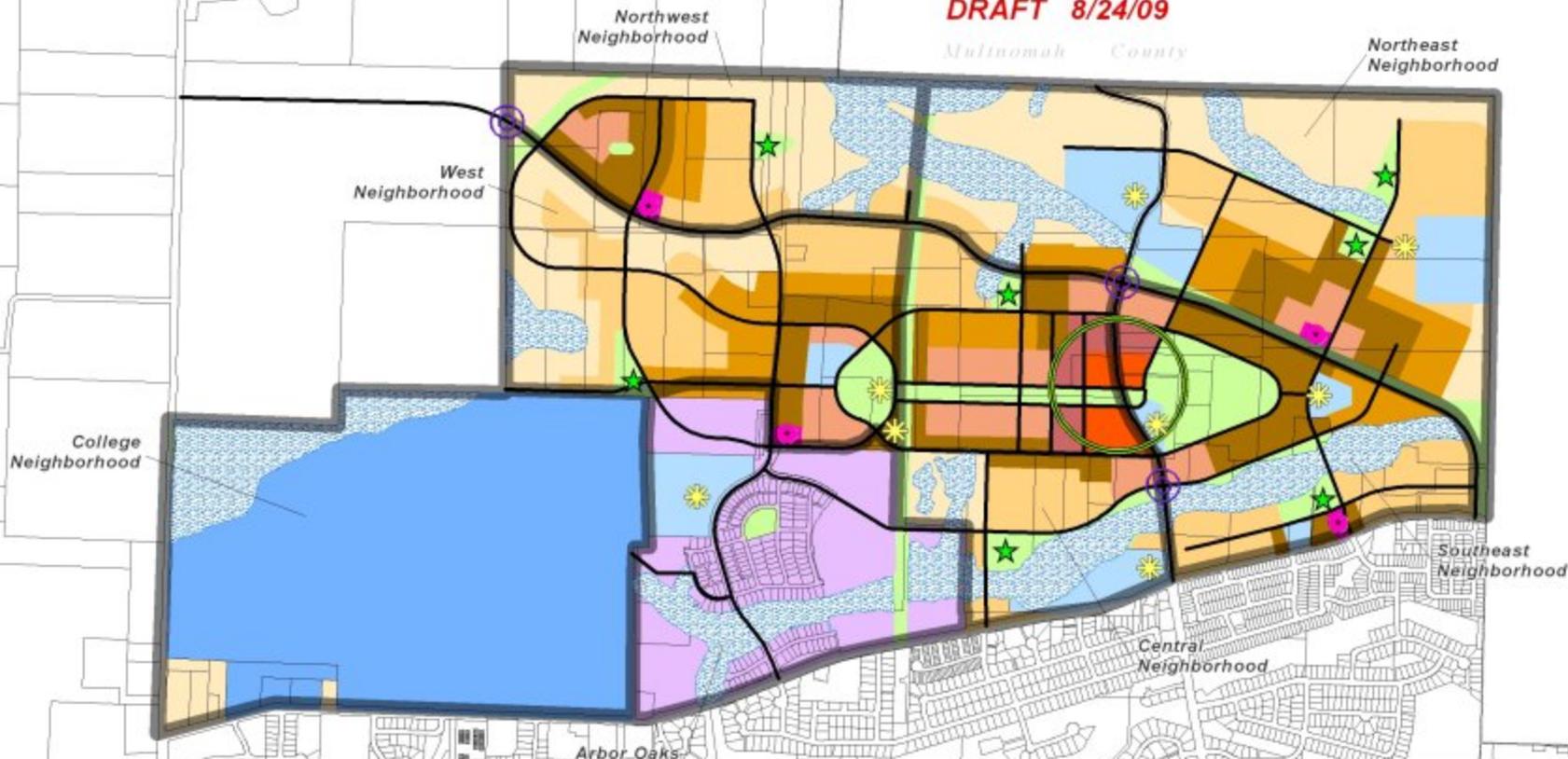




# North Bethany Concept Plan

**DRAFT 8/24/09**

Multnomah County



	Low Density Residential 1		Mixed Use Commercial		Neighborhood Park		Neighborhood Boundaries
	Low Density Residential 2		Corner Commercial		Community Gateway		Primary Streets
	Medium Density Residential 1		Institutional		Neighborhood Commercial Site		Design Focal Point
	Medium Density Residential		Public Service		Metro 2040 Main Street Area		
	High Density Residential		Parks & Open Space				
	High Density Residential Specialty		R-O				
			Wetland & Buffers				

Mapping: C:\GIS\workspace\gis\draft\_CollegePark\_CollegePark\workspace\NorthBethany\_8/24/09

# Concept Plan Summary

- Provides a framework of community elements, organization and circulation
- “Fits” new area into its geographic & systems context
- Basis in policy direction from the Board
- Adequately addresses legal requirements
- Balances urban service needs, site issues and community design
- Consensus among a broad range of contributors

# Funding Plan

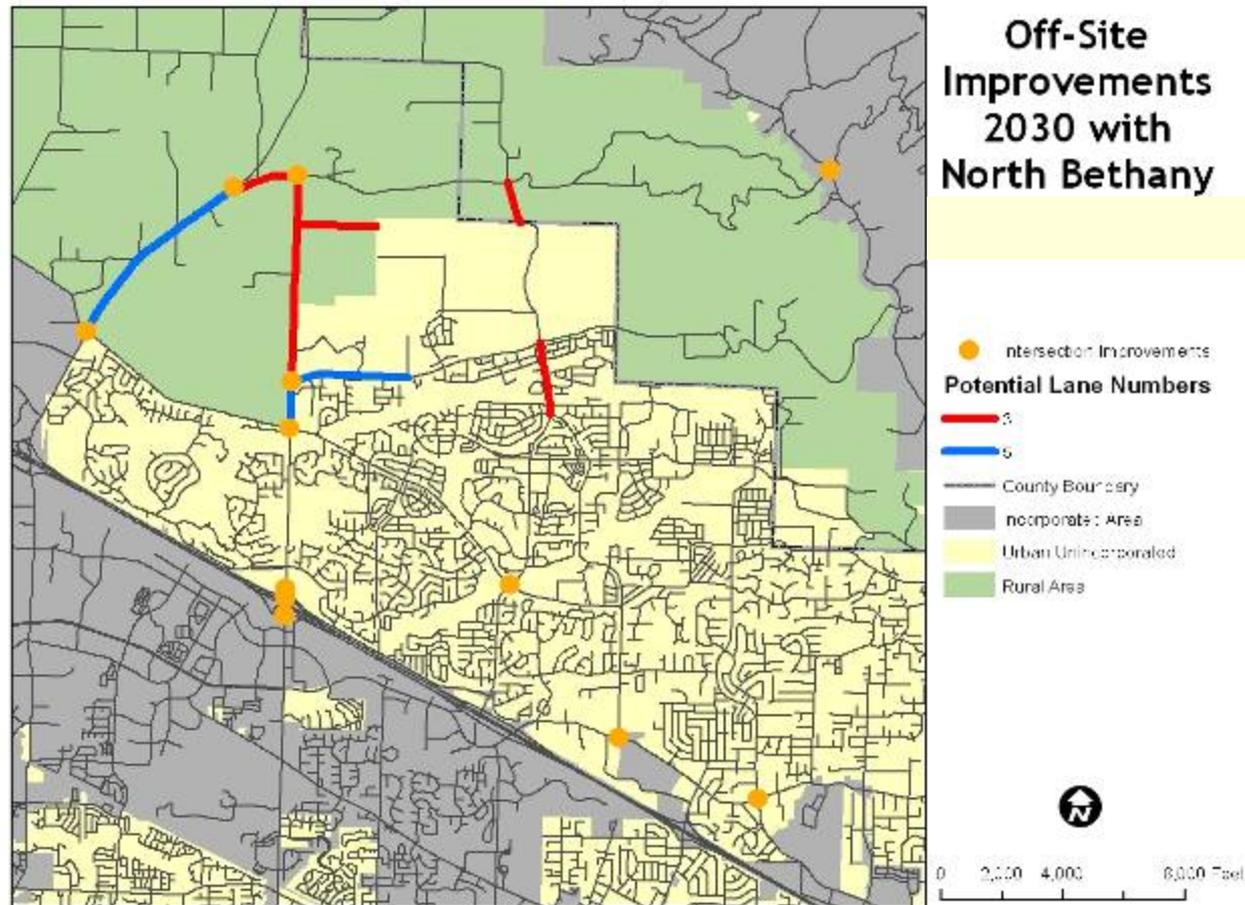
# Identification of Concept Plan Costs

- Sept. 2007 Concept Plan provides basis for estimating costs of needed urban service infrastructure
  - land uses determine service and capacity needs
  - estimated project costs determine revenue needed
- Assumption of 5,000 dwelling units
- Existing revenue streams reviewed to identify funding gaps
- Potential revenue tools examined to assess range of funding options to bridge gap

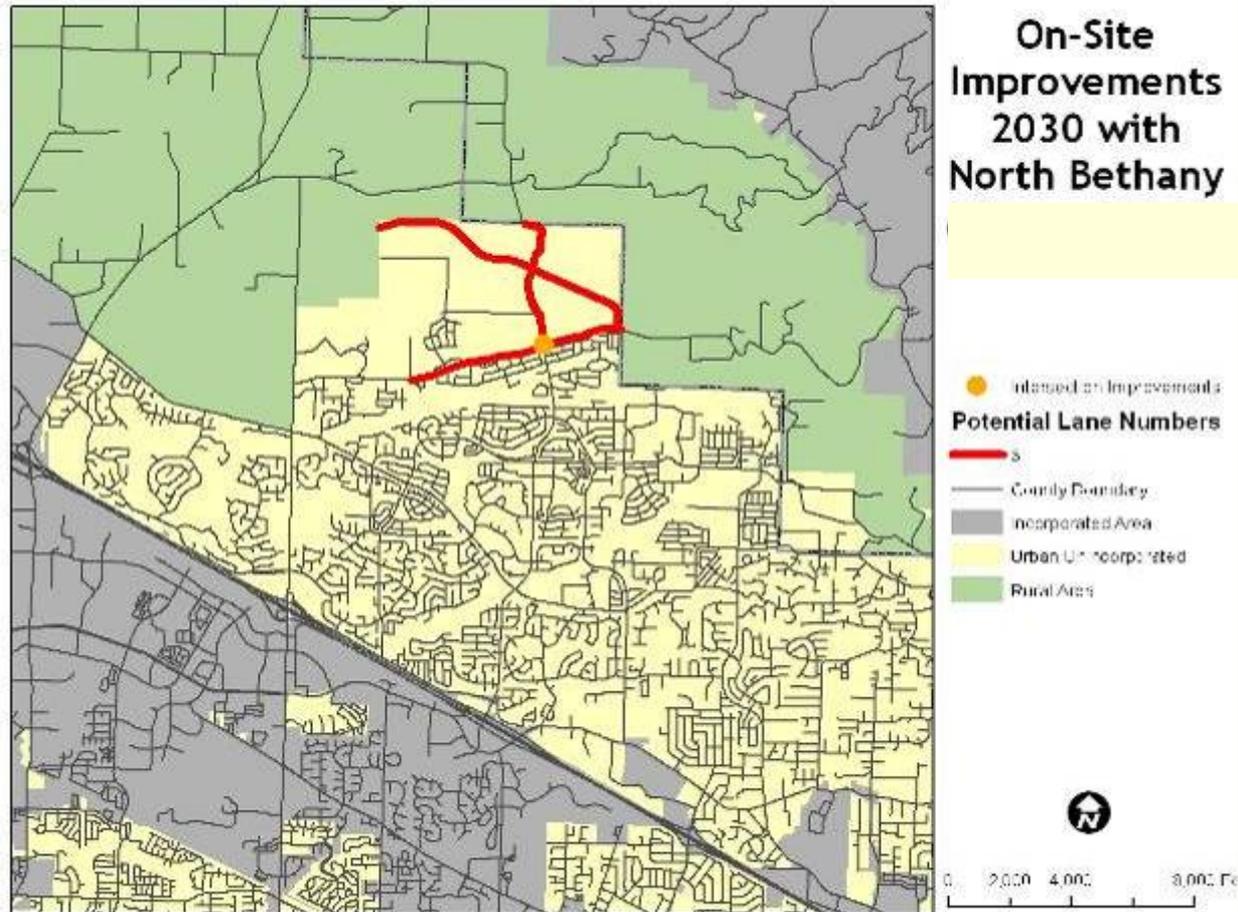
# Identifying the Funding Gap

- Capital costs fall into three categories:
  - Already covered (water, sewer, parks)
  - Have a plan in place (schools)
  - No revenue source (roads, affordable housing)
- Finance plan focuses on non-covered costs for which no source of funds has been identified
- Most significant funding gap for needed transportation improvements

# Needed Off-Site Improvements for County Facilities



# Needed On-Site Improvements for County Facilities



# Transportation Cost Estimates

- Capital costs for capacity improvements (new and existing facilities)
  - initial estimate for all facilities:  
\$289.0M total costs
  - on-site arterials only:  
\$103.3 Million
- Based on dedication of right-of-way
  - no credits to supplemental SDC

# Who Benefits? Who Pays?

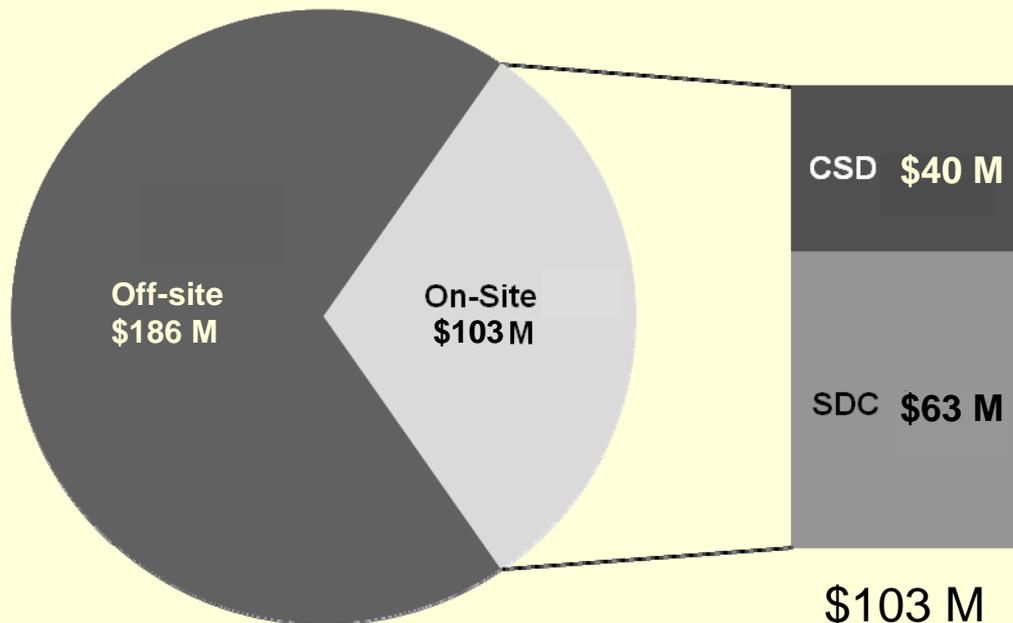
- Three parties:
  - Existing property owners (profits from sale of land)
  - Property developers (primarily home builders)
  - Future residents/users
- In theory, equitable to allocate 1/3 costs to each

# Potential Revenue Tools

- Local Districts
  - LIDs, urban renewal, county service district
- Fees
  - traffic impact, land partitions, SDCs
- Taxes and Surcharges
  - windfall, fuel, vehicle registration, real estate transfer tax
- Possible new tools

# Proposed Funding Strategy

**total transportation costs: \$289 Million**



**On-site arterials - \$103 M**  
to be shared by new development and future residents:

- approx. 1/3 or \$40M as taxes for future residents (proposed County Service District)
- approx. 2/3 or \$63M as North Bethany transportation development fee (proposed System Development Charge)

# Cost Allocations per Housing Unit

- Estimated costs for base transportation infrastructure: \$103 mil.
- Proposal for a North Bethany transportation SDC to cover \$60 mil.
  - averages \$12,000 per housing unit
- Proposal for a new County Service District to cover remainder
- If no County Service District, then entire amount to be covered by SDC
  - averages \$20,600 per housing unit

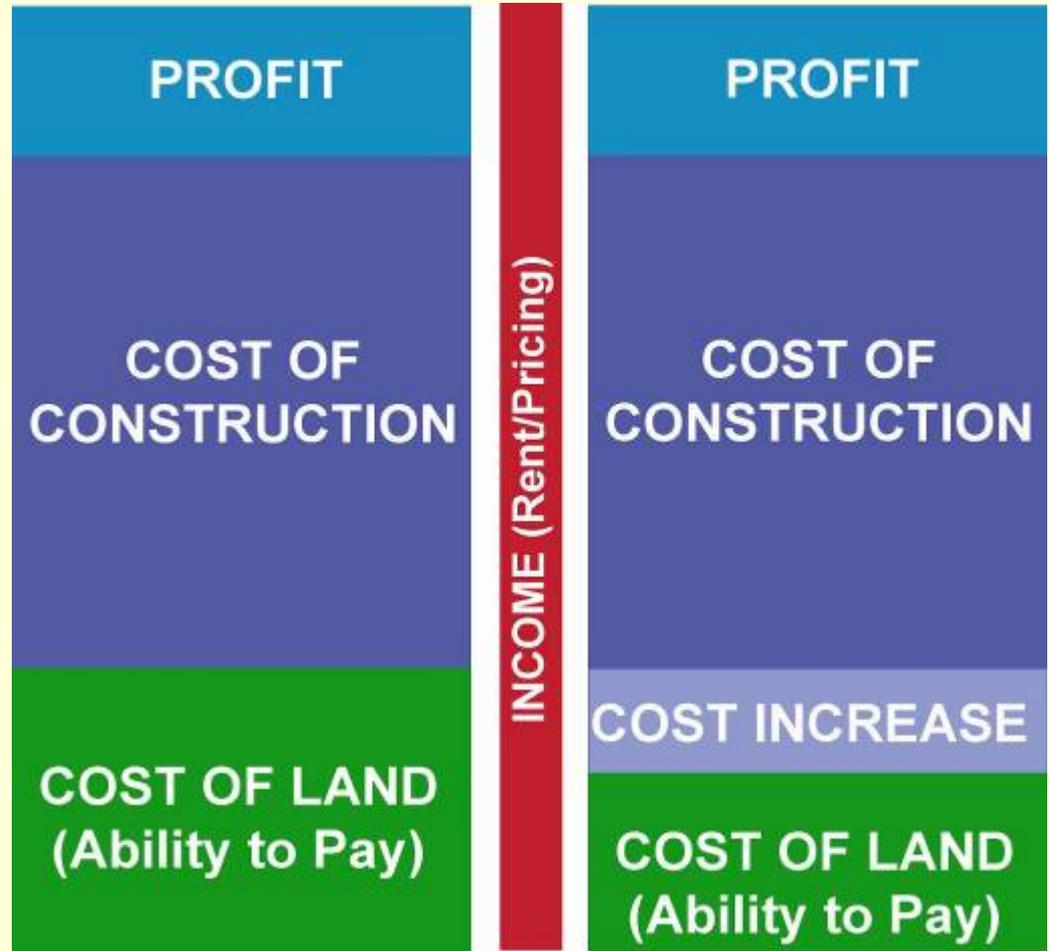
# How much do SDCs cost?

- Charges to connect a typical SF dwelling:
  - parks: \$6783 (raised in 2008)
  - sanitary sewer: \$3100
  - storm sewer: \$500
  - water: \$5495
  - transportation (TDT): \$4599
  - schools: \$2150
  - Metro CET: \$300
- Total SDCs: \$22,927

*Charges for urban unincorporated Washington County.*

# Economics in North Bethany

- Expectation of profit necessary
- Funding requires allocation of costs
- Residual land values impacted



# Funding Plan Summary

- Preliminary cost gap analysis
- Benefiting parties pay for needed improvements
- Explore potential new tools to cover gap
- Minimize costs to extent practicable
- Considers fairness & equity of cost allocations

# Lessons Learned

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- Advantages of completing Concept Plan & addressing governance issues prior to UGB expansion
- Influence on market prices of unimproved land
- 2/3 of site developer-optioned (pros & cons)
- Relationship between density (number of units) and cost

# Emerging Ideas

- “Adaptive management” approach to providing and costing infrastructure over time
  - costs continually refined (estimates at planning level, preliminary engineering, construction bidding phases)
- Shared project costs and assurance mechanisms (public & private)

# Current Debates: How Should this Work?

- Balancing certainty with flexibility at design level
- Interim zoning designation - how to best use county leverage before land use entitlements are applied
- Cash flow constraints for infrastructure projects
- Balancing differentials in resulting land value (residential, ROW, park, etc.)

# Questions?

*project website:*

[www.bethanyplan.org](http://www.bethanyplan.org)