



ECONOMIC DEVELOPMENT

July 3, 2018

Dear BEDAB Members,

Last September you tasked a working group of BEDAB members and business community representatives with making a recommendation on how the City of Bend should move forward on the industrially zoned area of City owned land referred to as “Juniper Ridge.” The working group found the issues to be complex, rooted in historic context and not easily untied.

After reviewing the challenges and opportunities for moving forward through the lens of both private sector land development needs and broader community goals for economic development the working group developed the following three recommendations:

Recommendation #1: The Bend City Council should divest itself from direct oversight of Juniper Ridge. The history of this area tells us that decision making around Juniper Ridge is highly politicized which has not, and will not, lead to the best land development outcomes. Direct management of Juniper Ridge should be assigned to a Council appointed Governing Board.

Recommendation #2: The Governing Board should be tasked with creating an outcomes based framework to guide the future development of Juniper Ridge. This board should also review the existing guiding documents regulating Juniper Ridge and make near-term recommendations to Council on how to best modernize these adopted documents.

Recommendation #3: Allocate staff in the Economic Development Department to Juniper Ridge. This person should be knowledgeable about current and future market conditions, understand land development in Oregon, and have the authority and autonomy to make recommendations to the Governing Board and ultimately to Council.

710 NW WALL STREET

PO BOX 431

BEND, OR 97709

541-388-5505 TEL

Relay Users Dial 7-1-1

541-385-6676 fax

bendoregon.gov

MAYOR

Casey Roats

MAYOR PRO TEM

Sally Russell

CITY COUNCILOR

Bruce Abernethy

Nathan Boddie

Barb Campbell

Justin Livingston

Bill Moseley

CITY MANAGER

Eric King

For more detailed information, please find a memo, map, and supporting documents attached to this letter. We look forward to discussing these recommendations with you on July 9, 2018.

Sincerely,

Juniper Ridge Working Group

Attachments:

Juniper Ridge Memo & Appendices (5 p.)

Map of the Juniper Ridge Urban Renewal Area (1 p.)

Draft Resolution Language Forming a Temporary Juniper Ridge Advisory Board (1 p.)

M E M O R A N D U M

To: Bend Economic Development Advisory Board

From: Juniper Ridge Working Group

Re: Juniper Ridge Next Steps

Date: Tuesday, July 03, 2018

An increasingly scarce supply of industrial lands in Bend and recent sales activity at Juniper Ridge prompted the Bend Economic Development Advisory Board (BEDAB) to create the Juniper Ridge Working Group (JRWG) in the Fall of 2017. The JRWG was tasked with investigating next steps to aid in the development of Juniper Ridge.

The JRWG met a number of times during the Winter of 2017 and Spring of 2018. Agenda items included a review of Juniper Ridge's history and existing agreements, discussions with staff, and a benchmarking conversation with the Chief Commercial Officer for the Port of Portland and the former Executive Director for the Portland Development Commission (now Prosper Portland).

The JRWG was intrigued by Prosper Portland's use of outcomes based "framework plans" (Refer to Appendix A for an example) to implement a vision. Rather than prescriptive master plans, a framework identifies key metrics, such as targets for the number of types of jobs, allowing private developers to submit concepts in pursuit of those aims.

During these meetings the group agreed that the industrial land available at Juniper Ridge is a valuable community asset but identified a host of barriers to continued development:

- The existing vision for Juniper Ridge, outlined in the 2008 Juniper Ridge Master Plan, needs to be updated to reflect Bend's changing economy and market demand for employment lands
- Future development of Juniper Ridge is limited by infrastructure constraints
- The existing governance structure lacks capacity for the necessary oversight to manage near term agreements and longer term development opportunities
- Current rules and regulations may not accommodate the required methods for moving forward on framework based objectives.

Developing and Implementing an Updated Vision

Updating the vision for Juniper Ridge in a manner that considers Bend's changing economy and current land supply would provide a clear signal to the market and community on how Juniper Ridge will take shape. This vision should address key

questions around future uses along with the adequacy of current zoning and Comprehensive Plan designations on the site.

Any visioning process requires the Council's ability for broad community engagement; however, once a vision is agreed upon a dedicated Juniper Ridge governing board should take responsibility for development of a framework plan for some or all of Juniper Ridge's undeveloped land.

While previous City Councils have not formally endorsed a comprehensive vision for Juniper Ridge they have engaged in conversations that led to the implementation of the Juniper Ridge Overlay Zone and creation of the Juniper Ridge Urban Renewal Area.

A number of planning efforts from 2005 onward sought to create an in-depth prescriptive vision for Juniper Ridge. This work culminated in a 2008 Master Plan which was reviewed and accepted by City Council but not adopted. In 2014 ECONorthwest developed five alternatives for moving forward at Juniper Ridge (See Appendix B), again these recommendations were reviewed but not endorsed and no alternative was selected nor was staff directed to implement any of the options.

Infrastructure

Juniper Ridge is subject to well publicized limitations on sewer and transportation capacity. A governing board would oversee implementation of the Urban Renewal Plan, determine which projects would benefit from Tax Increment Financing (TIF) funding, and consider additional urban renewal areas or financing mechanisms to address infrastructure constraints and unlock future private investment.

The 2005 Juniper Ridge Urban Renewal Plan identified a suite of projects aimed at addressing capacity issues along with planned upgrades or new development of water, stormwater, and park facilities (Refer to Appendix C for a complete list of projects authorized by the plan). A number of required transportation system improvements are called out within a 2010 intergovernmental agreement between the City of Bend and Oregon Department of Transportation (ODOT). Some of these transportation improvements have been completed, others have yet to be constructed and remain listed on City or ODOT capital improvement plans.

While the existing Urban Renewal Plan provides avenues for development; the governing board will be tasked with creating partnerships with other funding agencies, city departments, and private developers. City planning horizons often extend out decades. A governing board with appointed industry representatives will be better equipped to take advantage of the shorter planning timelines necessary to attract private investment.

Certain vital infrastructure, such as the North Interceptor Sewer Project, addresses both citywide and Juniper Ridge specific constraints. The governing board can help identify these areas of shared concern and aid in accelerating infrastructure development where needed.

Staffing

Juniper Ridge has no dedicated staffing within the City of Bend. As the governing board identifies paths forward, a dedicated staff member or contractor will be necessary to perform analysis, communicate with stakeholders, forge partnerships, and do the work associated with the successful management of an active City board or commission. Recent land sales provide funds for this role.

An ideal candidate will marry the expertise and attention to detail necessary to prepare industrial lands for private sector development with a broader term perspective that reflects local economic development goals. Necessary skills may include: knowledge of industrial land development and public/private partnerships, an ability to identify new funding sources, project scoping and planning, and the ability to manage an advisory board.

Governance

Juniper Ridge is subject to existing tailored zoning, CC&R's, a Transportation Management Agreement, and design guidelines that regulate development within the area. Some of these documents may need to be updated, eliminated or revised to better accommodate the uses envisioned in the framework plan. The new governing board will be tasked with oversight of these agreements and serve as an avenue for public engagement on issues specific to the urban renewal area.

The governing board would maintain a clear line of communication back to the Bend City Council, via Council appointment of board members and a Council liaison. Further discussion will be necessary to determine board makeup as expertise in areas such as land development and real estate transactions would help ensure the board can pursue its mission. In the longer term, consistent governance would allow for the pursuit of creative development agreements, communication of challenges or bottlenecks, and better infrastructure planning.

Working Group Recommendations

The group has developed four recommendations for City Council's consideration which would seek to address these stated challenges:

1. Council should divest itself from the direct oversight of Juniper Ridge while retaining budget and policy authority
2. Assign the direct oversight of Juniper Ridge to a Council-appointed governing board tasked with the development and management of Juniper Ridge
3. Council should approve an outcomes based framework to guide the future development of Juniper Ridge
4. Council should allocate dedicated staffing to ensure implementation of these recommendations

Ensure this governing body can implement its recommendations via the allocation or creation of dedicated staffing

Next Steps

Should City Council choose to move forward on implementing the recommendations set forth in this memo additional work will be required. As the JRWG and BEDAB formalize their feedback, the following options can help guide decision making on how to proceed over the longer term:

- Appoint a temporary working group to develop a vision, review and update existing Juniper Ridge agreements, and create an in-depth plan to proceed. This would be a 12-24 month process,
- In 24 months consider the organizational structure of the current Bend Urban Renewal Agency (BURA) and the recommendations from the Juniper Ridge Working Group. Determine whether BURA is the correct body to implement the JRWG recommendations and manage long term development opportunities at Juniper Ridge.

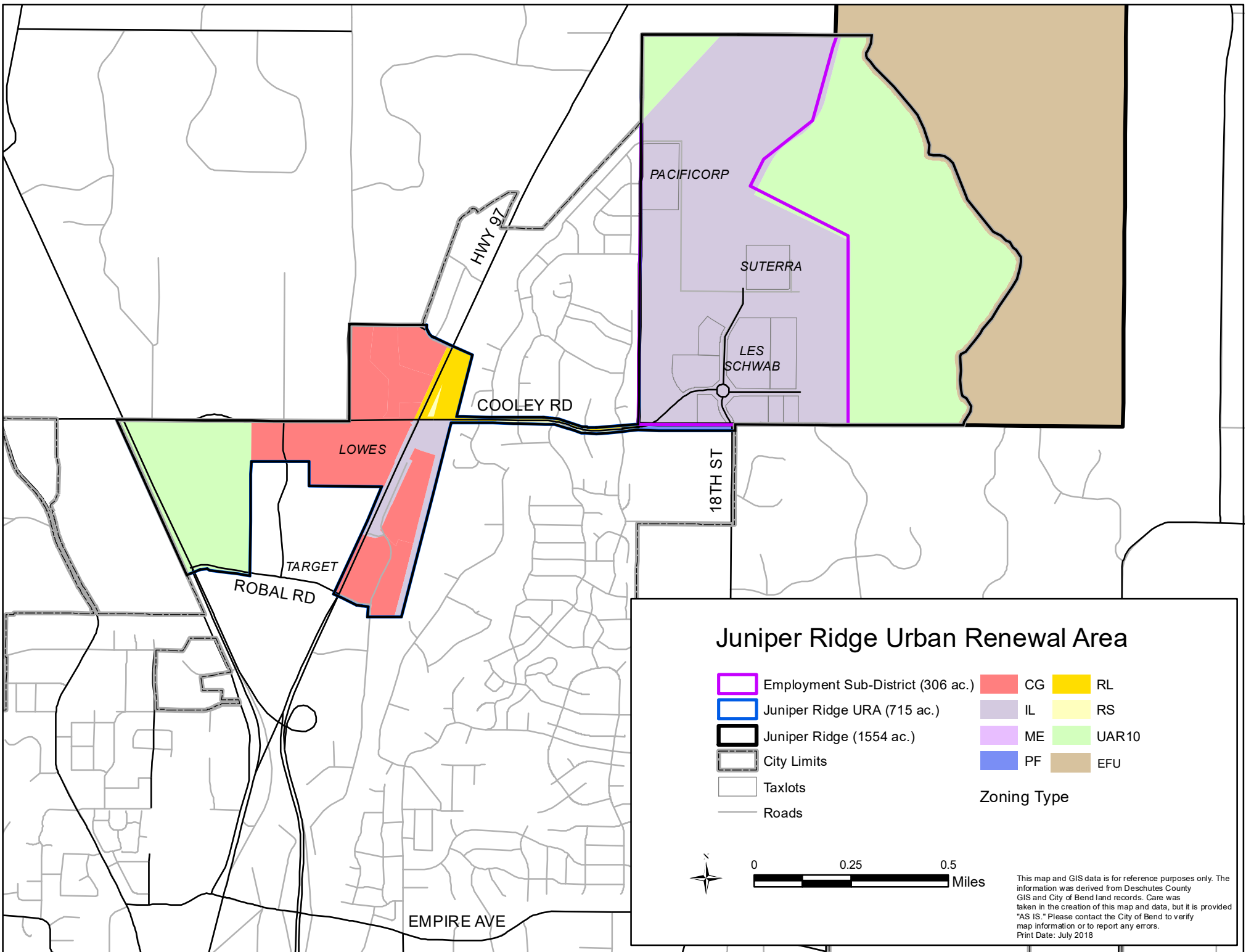
The JRWG will meet the week of May 21st to review and prioritize working group feedback. The Bend City Council has requested an update on the progress of the JRWG discussions at their next quarterly check in with City Boards and Commissions on Wednesday, July 18th. This means the BEDAB should prepare for a discussion and recommendation at their July 9th meeting with a final draft memo released for review by Monday, July 2nd.

Juniper Ridge Working Group Members

Erich Schultz, Schultz CRE, BEDAB Chair
Katie Tank, Tank Law PC, BEDAB Member
Kevin Cole, Mid-Oregon Credit Union, BEDAB Member
Katie Anderson, Aperion Property Management
Kip Barrett, EDCO
Katy Brooks, Bend Chamber of Commerce
Craig Chenoweth, US Bank
Kirk Schueler, Brooks Resources

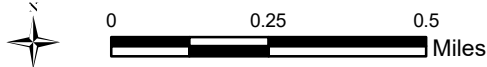
Appendices

- A. [Example Framework Plan](#). Prepared by Prosper Portland for their Broadway Crossing Project
- B. [ECONorthwest & PFM Juniper Ridge Disposition Alternatives Report](#). March 6, 2014
- C. [Juniper Ridge Urban Renewal](#). Approved Project List is on Page 5, August 29, 2005
- D. Additional Juniper Ridge Governance Documents:
 - a. [Juniper Ridge CC&Rs](#)
 - b. [Juniper Ridge Design Guidelines](#)
 - c. [Juniper Ridge Transportation Management Association](#)
 - d. [City of Bend and ODOT Intergovernmental Agreement](#)



Juniper Ridge Urban Renewal Area

- Employment Sub-District (306 ac.)
 - Juniper Ridge URA (715 ac.)
 - Juniper Ridge (1554 ac.)
 - City Limits
 - Taxlots
 - Roads
 - CG
 - IL
 - ME
 - PF
 - RL
 - RS
 - UAR10
 - EFU
- Zoning Type**



This map and GIS data is for reference purposes only. The information was derived from Deschutes County GIS and City of Bend land records. Care was taken in the creation of this map and data, but it is provided "AS IS." Please contact the City of Bend to verify map information or to report any errors.
 Print Date: July 2018

Juniper Ridge Governing Board-Draft Resolution

Resolution No. ____

A resolution establishing a temporary Juniper Ridge Governing Board.

Findings

- A. The City recognizes that City Council will be required to make significant decisions about the management and appropriate development of Juniper Ridge;
- B. City Council has identified a number of questions to be answered and tasks to be performed in order to aid in decision making involving Juniper Ridge. The Council and BURA wish to task a temporary Juniper Ridge Governing Board with addressing these items;
- C. Bend Code 1.20.015H authorizes the Council to establish temporary committees by resolution;
- D. The Council wishes to establish the temporary Juniper Ridge Governing Board.

Based on these findings, The City Council of Bend Resolves as Follows:

Section 1. The Board shall be made up of 7 members who are residents of Deschutes County and have direct expertise in the areas of real estate, finance, land development, economic development, and business.

Section 2. The Board shall meet for the period necessary to address the questions and topics outlined in the following sections, not to exceed 24 months unless extended by Council.

Section 3. The Board shall review the existing agreements and governance documents associated with Juniper Ridge and identify current or potential commitments, items needing updating, and agreements that are no longer necessary.

Section 4. The Board shall develop a framework plan and outcomes for review and adoption by City Council.

Section 5. This resolution takes effect immediately on passage.