



**Lents Neighborhood
Eco-Industrial Development Workshop
Summary Report**

July 2002



**ENVIRONMENTAL SERVICES
CITY OF PORTLAND**

PDC
PORTLAND
DEVELOPMENT
COMMISSION

TABLE OF CONTENTS

EXECUTIVE SUMMARY	1
Workshop Summary	1
Post Workshop Directions	1
Strategies for Project Development Opportunities	2
Conclusion	3
INTRODUCTION	5
1.1 Background	5
1.2 Scope & Objectives	5
1.3 Creating Value through Eco-Industrial, or High Performance, Development	5
1.4 Preparatory Information Gathering	7
1.4.1 Interviews with stakeholders	7
1.4.2 Review of materials	8
1.5 Workshop	8
1.5.1 Overview and Case Studies	8
1.5.2 Ideas for development projects	8
1.5.3 Discussion among participants	9
POST-WORKSHOP DIRECTIONS	10
1.6 Workshop = Starting Point for Development	10
1.7 Communications with Lents Stakeholders	10
1.8 Cooperation and Collaboration	12
1.9 Strategies for Project Opportunities	13
1.9.1 Community Food System	14
1.9.2 Automotive-related Development Options	17
1.9.3 High Tech Sector Development Options	20
1.9.4 Freeway Land Company redevelopment options	21
CONCLUSION	22
APPENDIX	23

EXECUTIVE SUMMARY

The Portland Bureau of Environmental Services (BES) held an Eco-Industrial Development Workshop for the Lents Neighborhood on May 14, 2002. The BES worked with other City bureaus and the Portland Development Commission (PDC) to organize the workshop. Eco-industrial development is an emerging development strategy, encompassing a diverse range of development efforts that seek to simultaneously promote economic, social and environmental goals. Eco-industrial development (EID) builds relationships among businesses to increase the efficiency and effectiveness with which they use resources, like materials, energy, land, and infrastructure. These projects help break down the notion that enhanced environmental management can only be done at a greater cost to businesses. In fact, eco-industrial development can reduce pollution and waste while also improving profitability and the chances for business success.

Workshop Summary

The workshop was designed to discuss redevelopment efforts in Lents, with a specific focus on how eco-industrial development ideas might offer advantages for attaining the objectives of job creation, environmental enhancement and efficient use of land for business operations. The real value of the workshop will come through its influence on efforts to build toward initiating and completing actual projects.

The workshop included a review of case studies selected to demonstrate how other communities are working to meet similar objectives to Lents. The workshop also included a discussion of three potential development themes, which were put forward based on stakeholder interviews, observations made during urban renewal meetings, and visits to selected local business operations: Auto Related Development; Community Food Systems Development; and High Tech Related Development. Each of these themes was summarized in a handout for the workshop. Workshop participants were asked to break out into three groups, one for each of the three development ideas.

Post Workshop Directions

Communications with Lents Stakeholders

The City can play a central role in fostering cooperation among various organizations active in the neighborhood by ensuring that individuals have access to accurate information and by helping to illustrate the value of collective action. A visible, cohesive partnership among City bureaus and the PDC would enhance public/private coordination and better support communications within and among neighborhood-based organizations.

Cooperation and Collaboration

Nearly every City bureau is involved in a significant project in Lents. Urban Renewal, Johnson Creek restoration, flood management, street improvement projects and the Springwater Corridor are visible examples. The more that bureau leadership and staff can work together, especially PDC, BES and Planning, all of whom are having profound impacts on the evolution of Lents, the greater the likelihood that projects can overcome some of the most critical barriers to success.

These ideas require a level of risk and innovation among the various bureau representatives, and should not be pursued absent strong support from the City's political leadership. However, the City could consider these options as a way of demonstrating cooperative leadership, which would significantly improve the likelihood of success.

Strategies for Project Development Opportunities

Community Food System

Development opportunities related to a community food system are in the best position to become actual projects in the near term. A number of workshop attendees, such as representatives from Lents Community Market and Friends of Zenger Farm, are already involved in food-related activities, while the City is forming a Community Food Policy Council. Other entities, including Oregon Economic and Community Development (OECD) and Community Food Matters, could also support these efforts.

The City should consider some additional work to bring this concept into greater focus for Lents. Potential projects include the establishment of commercial kitchens for processed and prepared foods; education and research facilities; a marketing support center; and administrative & financial services. The City would be in a strong position to incorporate green building design elements that would significantly lower the construction and operating costs, making such facilities even more affordable for new micro enterprises.

The City can organize and orient other government organizations to contribute to community food system development opportunities. The various support activities include:

- ❑ Public education and promotion;
- ❑ Assistance with environmental design, financial analysis and business planning;
- ❑ Creation of innovative development incentives, such as a revolving loan program for food micro enterprises, partnerships for green infrastructure and facility design, creation of a special zoning designation for community food enterprises; and
- ❑ Encouragement for Lents neighborhood development by sponsoring additional planning and analysis, which ultimately could lead to a design charette for one or more projects.

Automotive-Related Development

Lents is known for its automotive service industries, and general perceptions may be that these operations are at odds with environmental objectives. However, the news is not all bad in this regard, and there have been some progressive signs in recent years. One important short-term initiative that the City, with partners such as the PDC and state agencies, could support is a targeted outreach project, with the objective of creating a Lents Automotive Repair & Recyclers Association. This group could work to identify and prioritize projects for improving their performance, as well as engage other partners, such as Marshall High Tech Center and PDC. Potential projects include:

- ❑ Mapping the Future of the Automotive Repair & Recycling Industry;
- ❑ Automotive Business Improvement Initiative; and
- ❑ Economic Development Related to Automotive Repair & Recycling Cluster.

Support from City bureaus, the PDC and Oregon state agencies for research and organizational work to forge collaboration among these independent businesses would raise awareness of the issues and increase the level of collaboration that could be achieved.

High Tech Sector Development Options

Portland's High Tech sector is a point of interest for any neighborhood considering new development options. Despite economic conditions in the sector over the past few years, new technologies and applications will continue to support growth and innovation well into the future. Opportunities for Lents rest on the ability to target properties large enough to accommodate such a project, and the Freeway Land Company site is the only such site in Lents.

The PDC, BES and Planning, given their respective interests in economic development and environmental quality, have many reasons to forge a partnership in this effort (i.e., leveraging resources, emphasizing the shared benefits of development and environmental restoration, visibility). One potential short-term business development opportunity involves electronics recycling. The need for capacity in the Pacific Northwest is documented, and numerous public and private partners are working to create policies related to end-of-life management of electronic products.

Freeway Land Company Redevelopment Options

The Freeway Land site is vital to considering economic development opportunities in Lents. At the same time, the property is located in an ecologically sensitive area with some design constraints with respect to flood management, stream restoration and the environmental overlays. An eco-industrial approach could help to identify a development plan that would enable the owner to meet their financial goals for the property, and would support development of high performance, low-impact, energy-efficient buildings that optimize land use consistent with the environmental overlay zones and restoration of Johnson Creek.

City bureaus and the PDC should give high priority to redevelopment of the Freeway Land site, and given the importance of this property, should actively seek a partnership with Freeway Land Company. Specific planning and analysis needs include an evaluation of site access and road construction needs; development of an understanding of how the environmental overlays influence development; establishment of revenue goals, infrastructure needs consistent with Johnson Creek restoration goals; and exploration of related commercial and service businesses that could be considered as part of an industrial-focused redevelopment effort. A partnership among the multiple stakeholders could support such projects as transportation feasibility studies and a design charette.

Conclusion

This eco-industrial development workshop should be viewed as a means toward the end of fostering new development in Lents that is characterized by cooperation among public and private entities, respect for the tremendous potential for environmental restoration efforts to enhance the value of new development efforts, and leadership and risk-taking in order to solve problems that are inhibiting urban renewal in the neighborhood. The directions forward that are described in this report are intended to help the City further its efforts to accomplish a number of interdependent objectives. Those efforts will need to be strategic, based on collaboration and communicated effectively to diverse audiences.

Implementing Eco-Industrial Development in Lents: Next Steps

Lents Development Opportunities	Community Food System	Automotive Sector	High Tech Sector	Freeway Land Company site
Project	Food Enterprise Center Development	Future Summit for Automotive Repair & Recycling	Lents Neighborhood Site Review	Redevelopment Planning for Job Creation, Urban Renewal
Next Steps	Feasibility Study: <ul style="list-style-type: none"> • Commercial kitchens • Local/regional production profile • Initial customer profile • Marketing/administrative needs • Incentives for micro-enterprise Design Charette	<ul style="list-style-type: none"> • Gauge interest and needs of Lents area automotive service businesses • Consider Lents Association • Organize Summit Planning Team 	<ul style="list-style-type: none"> • Determine site needs for potential High Tech development • Review inventory of Lents properties • Solicit interest from property owners 	Feasibility Study: <ul style="list-style-type: none"> • Environmental overlays • Johnson Creek restoration & flood management • Site access & infrastructure needs • Commercial & industrial mix Conceptual Site Planning <ul style="list-style-type: none"> • Development footprint • Reuse of existing structures
Players	Friends of Zenger Farm Lents Community Market Oregon Economic & Community Development Community Food Matters Portland Planning Bureau Office of Sustainable Development Portland Development Commission Lents Urban Renewal Advisory Committee	<u>Foster Area Business Association</u> Lents automotive service businesses Portland Transportation Bureau Portland Bureau of Environmental Services Lents Urban Renewal Advisory Committee Flexcar	Lents property owners Portland Development Commission Oregon Economic & Community Development Portland Metro Lents Urban Renewal Advisory Committee	Freeway Land Company Portland Development Commission Lents Urban Renewal Advisory Committee Portland Planning Bureau Portland Bureau of Environmental Services Portland Transportation Bureau Oregon Economic & Community Development
Timing	Begin Feasibility Study in Fall 2002	Begin planning in Fall 2002 Summit in Fall 2003	Solicit property owners in Fall 2002	Begin Feasibility Study in Fall 2002

INTRODUCTION

1.1 Background

The Portland Bureau of Environmental Services (BES) initiated an Eco-Industrial Development Workshop for the Lents Neighborhood, in southeast Portland. The workshop was held on May 14, 2002. In developing the workshop, the BES worked in partnership with other City bureaus and the Portland Development Commission (PDC). This report summarizes the workshop preparations and results, and contains directions for continuing work to support City and Lents objectives for redevelopment and environmental restoration.

1.2 Scope & Objectives

The workshop was designed to discuss redevelopment efforts in Lents, with a specific focus on how eco-industrial development ideas might offer advantages for attaining the objectives of job creation, environmental enhancement and efficient use of land for business operations. The workshop was intended to be neighborhood-oriented, and look at specific industrial sites and the connection between redevelopment and the creek restoration.

The City's objectives for the workshop were to:

- ❑ Provide all attendees with information on the possibilities for redevelopment using eco-industrial concepts and strategies.
- ❑ Gain support for creating a development vision, based on community priorities, that utilizes eco-industrial thinking.
- ❑ Secure support and commitment from constituencies that would need to be part of the work going forward.

The Bureau of Environmental Services (BES) contracted with E4 Partners, with offices in Portland and Minneapolis, who carried out the planning and delivery of the workshop in collaboration with Eco-Industrial Solutions, Ltd., located in Vancouver, British Columbia, Canada. Both firms specialize in eco-industrial development projects, and also conducted a citywide workshop on eco-industrial development for the Ecotrust in March 2002.

1.3 Creating Value through Eco-Industrial, or High Performance, Development

Eco-industrial development is an emerging development strategy, encompassing a diverse range of development efforts that seek to simultaneously promote economic, social and environmental goals. Eco-industrial development (EID) builds relationships among businesses to increase the efficiency and effectiveness with which they use resources, like materials, energy, land, and infrastructure. The result is increased financial and environmental performance of these businesses. As 'green' buildings are being touted as high performance work places for employees, EID creates value for businesses and the larger community through:

- ❑ Increased value through targeted marketing for a location that meets market and material requirements;
- ❑ Increased value through green buildings that conserve operating capital and increase productivity and property valuation; and
- ❑ Increased value through creating business networks that reduce operating costs, decrease inventory and space requirements, and lead to market advantages.

(Eco-Industrial Development: The Creation Of Value, Cornell University Work & Environment Initiative, 2001)

By reducing the waste and pollution from industry, industrial land uses become better neighbors in mixed-use areas. As an advanced and efficient system, eco-industrial development projects can attract high performance companies that are committed to international standards for environmental management (such as ISO 14000 and the Natural Step). These companies stay because of the competitive advantages they derive from being in such developments. Through coordinated planning of parking, shipping and warehousing, and administrative and support services, projects often are more space efficient, using less land and allowing urban areas to maximize the benefit from their industrial zones. Finally, these projects help break down the notion that enhanced environmental management can only be done at a greater cost to businesses. In fact, eco-industrial development can reduce pollution and waste while also improving profitability and the chances for business success.

WORKSHOP SUMMARY

1.4 Preparatory Information Gathering

1.4.1 Interviews with stakeholders

The Lents neighborhood has been involved in an Urban Renewal process for several years, led by the PDC. In addition, BES has been active in the neighborhood as part of its efforts to plan and implement flood management and the restoration of Johnson Creek. Because of these activities, there are already a number of active residents, businesses, and City bureau representatives in Lents. E4 Partners and Eco-Industrial Solutions (E4 and EIS) began preparations for the workshop by meeting with a number of Lents stakeholders, including residents, business representatives, property owners and government representatives.

Stakeholders were interviewed to obtain their perspectives on issues and opportunities for development in Lents, especially with respect to the Urban Renewal and proposed Johnson Creek Restoration initiatives. These contacts represented the following groups:

Community Groups & Residents

Lents Neighborhood Pride Team
Lents Urban Renewal Advisory Committee
Lents Project Advisory Committee
Lents Community Market
Friends of Zenger Farm
Trillium Artisans

Businesses

Freeway Land Company*
JBH Development Corporation
Rose Community Development Corporation
Morrison Companies
Lents Body Shop*
Foster Auto Parts*
Light Truck Auto Parts
Trillium Artisans*
Eastport Plaza Management
Foster Area Business Association
(*indicates a brief site visit was completed)

Government

Bureau of Environmental Services
Bureau of Planning
Office of Planning Development Review
Offices of Sustainable Development
Portland Development Commission
Oregon Economic and Community Development

Governor's Office for Community Development

The results of the interviews and site visits were used to identify potential development ideas, several of which were presented at the workshop, and shaped the recommended future directions described later in this report.

1.4.2 Review of materials

While a comprehensive literature review was not a specific element of the workshop preparations, the City provided E4 and EIS with extensive materials related to various activities in Lents.

- ❑ Lents Town Center Urban Renewal Plan
- ❑ Economic, Social, Environment and Energy Analysis Johnson Creek Basin Resource Sites (Discussion Draft), Bureau of Planning, October 2001
- ❑ Healthy Portland Streams, Summary of Discussion Draft Proposal, Bureau of Planning, October 2001
- ❑ Johnson Creek Restoration Plan, Bureau of Environmental Services, June 2001
- ❑ Lents Tech Center Brochure
- ❑ Lents Economic Development Strategy, PDC
- ❑ Zoning and watershed maps

1.5 Workshop

1.5.1 Overview and Case Studies

The objective of the first portion of the workshop was to introduce participants to the concepts of eco-industrial development. After a brief definition and discussion of the benefits of eco-industrial development, several case studies were presented to illustrate how communities and businesses have benefited from this approach.

The case studies selected for the workshop demonstrate how other communities are working to meet objectives similar to Lents, specifically economic development, urban renewal, environmental improvement and community integration. The case studies were detailed in a workshop handout (see appendix), and were also presented in slide format in the workshop.

Case Studies for Lents Workshop

Phillips Eco-Enterprise Center – Minneapolis, Minnesota
Bassett Creek Valley – Minneapolis, Minnesota
Intervale Community Food Enterprise Center – Burlington, Vermont
Burnside Industrial Park – Halifax, Nova Scotia, Canada
Maplewood Community Eco-Industrial Partnership – District of North Vancouver, British Columbia, Canada

1.5.2 Ideas for development projects

Based on the stakeholder interviews, observations made during urban renewal meetings, and visits to selected local business operations, E4 and EIS prepared potential development themes for discussion during the workshop. These themes were presented as *food for thought* for the

neighborhood and City. These ideas were by no means comprehensive, but served to stimulate creative thought regarding potential eco-industrial development in Lents.

Three potential economic development themes emerged:

- ❑ Auto Related Development
- ❑ Community Food Systems Development
- ❑ High Tech Related Development

Each of these themes were summarized in a handout for the workshop, which discussed how Lents could apply lessons learned from the case studies and how this initiative could help to meet neighborhood objectives (urban renewal, economic development, environmental improvement, and community vitality). The handouts then concluded by posing a series of questions for further discussion. The handouts also are included in the appendix.

1.5.3 Discussion among participants

Workshop participants were asked to break out into three groups, one for each of the three development ideas. Participants were asked to discuss the questions posed in the workshop handouts, and to consider the potential for continuing to refine and advance these ideas. The City hoped this discussion would help to reinforce participants' understanding of eco-industrial development, and to gauge the interest in and support for pursuing some of these ideas in subsequent development efforts. Notes summarizing these group discussions are included in the appendix.

POST-WORKSHOP DIRECTIONS

1.6 Workshop = Starting Point for Development

The Lents workshop was intended to be a catalyst for new development opportunities in the neighborhood. The opening presentation of the workshop identified four primary objectives:

- ❑ Learn about new ways to develop projects (i.e., eco-industrial development);
- ❑ Encourage businesses to embrace community health and resource efficiency;
- ❑ Think creatively about ideas that could work in Lents; and
- ❑ Build relationships for solving problems.

While the workshop certainly contributed to these objectives, its real value will come through its influence on efforts to build toward initiating and completing actual projects.

This section of the report describes a strategy for how the City can support and contribute to continuing efforts in Lents. This strategy for moving forward consists of three categories, though considerable interconnections exist among these areas.

- ❑ Communications with Lents stakeholders
- ❑ Cooperation and collaboration
- ❑ Project development

All three categories will need significant focus in order to support projects to their completion. And while certainly some of these things may have happened irrespective of the workshop, the preparation for and delivery of the workshop helped to illustrate opportunities for collaboration and new approaches that might not have been considered.

1.7 Communications with Lents Stakeholders

From the outset of the workshop preparations, we saw numerous instances where communications could be improved in ways that would further the objectives of all stakeholders. Significant investments have been made in Lents neighborhood processes up to this point, particularly with regard to the Urban Renewal Area, yet these efforts have not overcome some basic problems related to inaccurate, misunderstood or insufficient information. The City's active engagement with neighborhood residents and businesses is unquestionably a good thing, and the City could further support progress by reinforcing the common objectives that bring such groups together.

In addition, the neighborhood appears to be weighted down by the stigma associated with a blighted community. These dynamics are not unique to Lents, but they do contribute to levels of disaffection and hinder problem solving. What was immediately apparent in this regard is that a drive through the neighborhood revealed a high level of pride, illustrated by tidy homes, lots of gardens and clean properties. Some steps could be considered to help ameliorate this perception outside the neighborhood and lessen the impacts associated with it.

City efforts to improve communications should consider specific audiences, including:

- ❑ Lents neighborhood residents and businesses;
- ❑ The broader Portland Metropolitan population; and
- ❑ Portland political and program leaders.

Each of these audiences needs consistent, specific messages in order to build and maintain support for moving ahead with some of the potential development opportunities in Lents. By considering these audiences and their distinct communications issues, several City bureaus may help themselves and others see the benefits of working together on future projects.

Lents neighborhood residents and businesses. A strong core of individuals and business representatives has been active in Lents development efforts for a number of years. The local Neighborhood Associations, the Urban Renewal Advisory Committee, related Project Advisory Committees (PACs) and the Foster Area Business Association have provided access for citizen and business participation to help shape proposals for new development. For these organizations, the ability to see the value in working cooperatively will be essential for success with new development projects.

The City can play a central role in fostering cooperation within the community by ensuring that individuals have access to accurate information and by helping to illustrate the value of collective action. A visible, cohesive partnership among City bureaus and the PDC would enhance public/private coordination and better support communications within and among neighborhood-based organizations. In addition, while the community has displayed consistent activism, efforts could be made to assist existing leadership participation while helping expand and diversify resident involvement. Without development of additional leadership resources, the existing core of committed community leaders could quickly be overburdened, which may already be the case, as development moves from planning to more project implementation.

Broader Portland Metropolitan Area. As in many economically distressed areas, the stigma associated with the Lents neighborhood can be self-perpetuating. The perception can contribute to failed projects, which then serves to reinforce and further that perception, and so on. The ongoing difficulties associated with the Lents Town Center development point to the challenges in this area. As difficult as it may seem, efforts are needed to counter the perceived stigma associated with Lents throughout the Portland region. Creating regional public communications that highlight positive neighborhood activities, making Lents a host for targeted, City-sponsored events, and offering consistent support for Lents efforts would all help to counter perceptions that fuel such a stigma.

Portland political and program leaders. Several residents and businesses made specific mention of their belief that City Hall has largely ignored Lents. Regardless of the merits of these statements, it seems certain that providing City leadership with strategic information about some of the potential development opportunities in Lents could help to elevate the neighborhood's standing. This need extends to program managers and staff as well, who can counter this perception through their day-to-day efforts. The next section describes one way in which the City can align perceptions with reality, in terms of the City's desire for success in Lents.

1.8 Cooperation and Collaboration

Nearly every City bureau is involved in a significant project in Lents. Urban Renewal, Johnson Creek restoration, flood management, street improvement projects, and the Springwater Corridor are the most visible examples. The more that bureau leadership and staff can work together, the greater the likelihood that projects can overcome some of the most critical barriers to success.

Perhaps the prime example is the case of the Freeway Land Company site. It is obvious that Freeway Land has had substantial interactions with several bureaus and the Portland Development Commission, yet it is not obvious that they are receiving consistent information about redevelopment options, proposed environmental overlays or flood management strategies. Freeway Land Company has some role to play in this informational disconnect, but the City may be missing out on a chance to address this problem directly. Considering the fact that this property represents a major industrial development opportunity for the City, being a large parcel with a single owner and zoned for industrial use, a cooperative strategy among City bureaus would be helpful in advancing any ideas related to redevelopment.

While the proposed environmental protection and conservation zones will have significant impacts on which portions of the Freeway Land site are available for redevelopment, those impacts are not such that they should dissuade the property owner from making further efforts toward redevelopment. City Planning Bureau staff were clear in expressing a willingness to address specific site issues, such as improved access to the site over Johnson Creek, but it was not evident that Freeway Land Company or even the PDC were aware of this fact. A single meeting among all of these parties, and including Portland Transportation and Environmental Services Bureaus and the Office of Planning and Development Review, could help to address the misperceptions that have stalled progress toward designing a workable development plan. Every single City staff person, regardless of bureau affiliation, expressed a willingness to provide assistance to and support for a development project at Freeway Land. One person noted that if Freeway Land were to bring in a planner and meet with all of the respective City bureaus in one meeting, the scope of the development potential could be clearly understood by all parties.

With regard to the dynamic illustrated above, the distinctions between eco-industrial development and conventional development approaches cannot be strong enough. We see many specific cases where developers and local governments create a dynamic that inhibits creativity and problem solving. Generally, this dynamic emerges because consultation begins too late in the conceptual design process, and by the time the two parties get together, a concept is developed to the point at which the designer/developer feels compelled to defend the design or resist considering changes. Similarly, the local government staff can begin to feel their window of influence is narrow and thus become insistent on specific points of contention. Neither party is thinking about creative problem solving, which is what is needed at this point in the process. The result is a negative dynamic that builds animosity between parties, when this dynamic could be avoided. If the City can address this issue head-on with the Freeway Land Company and forge an open and collaborative process for considering redevelopment options, it would be a major accomplishment.

The need for cooperation and collaboration extends to relations with City bureaus and operations as well. Redevelopment is a high priority for the City and Lents, and is instrumental to the City achieving its objectives for Johnson Creek restoration and flood management. Given

this priority, a strong level of collaboration between the PDC and BES, Planning and others is essential. Formal collaboration is only part of the answer. Day-to-day, informal collaboration is needed to produce the level of creative problem solving needed to support eco-industrial development or comparable projects. The City has an impressive range of resources that can help – support for green buildings, pollution prevention, stormwater management, transportation review, and Metro’s Recycling Business loan program. The collective assistance offered by these resources is especially important in a neighborhood like Lents, where development must meet criteria for flood management, salmon habitat protection, water quality protections, environmental overlays and job creation. Site and building design has advanced to the point where meeting these criteria is possible, and should prove to be economically attractive. An eco-industrial approach can help developers to identify a building design that meets design criteria, meets job creation objectives, and secures community support.

Some specific steps for cooperation and collaboration could include:

- ❑ A formal Memorandum of Agreement that articulates leadership commitment;
- ❑ Partnership commitments for specific, discreet projects;
- ❑ Regular inter-bureau briefings with a focus on identifying ways to work jointly toward shared goals; and
- ❑ Financial collaboration that combines program budgets into a multi-bureau project team with some defined budgetary discretion.

These ideas require a level of risk and innovation among the various bureau representatives, and should not be pursued absent strong support from the City’s political leadership. However, the City could consider these options as a way of demonstrating cooperative leadership, which would significantly improve the likelihood of success in the near term.

Beyond these general ideas about working together, specific mention should be made in regard to the potential for collaboration between PDC, BES and Planning, all of whom are having profound impacts on the evolution of Lents. While certainly there have been efforts to share information and to avoid working a cross-purposes, it seems that cooperation has not extended to the point of actually working together with an intentional strategy for achieving shared and respective goals. A stronger and deeper level of cooperation might present some opportunities for problem solving that currently do not exist. Such problem solving will be imperative to successfully implementing their respective projects, whether it be establishing the new environmental overlays, restoring Johnson Creek, and fostering new economic development and job creation. Further, working together in this manner will only reinforce the communications activities identified above. Lents residents and businesses will notice the value of collaboration, the broader Portland community will look upon the neighborhood in a different way, and City leaders will have no choice but to see the importance of the multiple objectives and collaborative approach.

1.9 Strategies for Project Opportunities

The workshop encouraged participants to think about potential development concepts for Lents. Those concepts were created to convey concrete ideas based on information gathered during the workshop preparation. In addition, this final report was designed to present strategies for moving promising ideas forward after completing the workshop. One point of emphasis throughout the project has been to illustrate both the need for and value of approaching

development in a different way. The complex economic and environmental characteristics of the Lents neighborhood require careful planning and coordination.

The remainder of the report discusses potential strategies for building on the conceptual work done to date. While this report does not presume the concepts are the best or most appropriate for Lents, the workshop did strongly reinforce the value of exploring these ideas further. The next steps entail additional analysis and planning work to help the neighborhood, PDC and other City bureaus to pursue their projects in a coordinated manner and in support of the overarching goals of economic development, environmental restoration and community enhancement.

1.9.1 Community Food System

Of all the ideas presented and discussed at the workshop, development opportunities related to a community food system are in the best position to become actual projects in the near term. A number of workshop attendees are involved in food-related activities, and expressed a strong commitment to immediately begin to work together following the workshop. In addition, several City and regional efforts are emerging that will support specific projects. The City of Portland is in the process of forming a Community Food Policy Council. Community Food Matters, a collaborative group that is working to support a number of emerging projects, and a number of other entities and programs are helping to make community food systems a real economic development opportunity.

Urban agricultural enterprises are one aspect of a community food system, and represent one point of focus. Such new enterprises have several characteristics.

- ❑ Community orientation – grow up providing for neighborhood needs.
- ❑ Grassroots development – engage a wide group in supporting the development.
- ❑ Environmentally protective and/or restorative – production based on high environmental performance standards.
- ❑ Cooperative and collaborative – several small entities working together in complementary roles.

A top priority for the City following the workshop should be to seek to keep the parties interested and support developing new enterprises that serve as part of a community food system.

Business development opportunities related to community food production could be focused on the following types of enterprises:

- ❑ Fresh organic produce production, through individual farmers in the area and commercial greenhouses, for direct marketing, wholesale distribution and retail sales;
- ❑ Food processing and preparation for local and regional end users, including institutional food service operations and retail markets; and
- ❑ Support services, such as training, promotion and community outreach.

These opportunities are attractive in the short term due to the ability to start on a small scale, with limited capital investments, and the potential for these enterprises to build customer arrangements within the community to help assure revenue streams and financial viability.

The Lents Community Market and Friends of Zenger Farm are important entities for subsequent development along these lines, and should be considered critical partners for any new projects

that begin to emerge. Both have some resources and expertise, as well as a growing profile of activities, which new efforts would certainly complement.

Since the workshop, the Lents Community Market has received a grant from the Bureau of Housing and Community Development to conduct a feasibility study of commercial kitchen sites in the area. It is hoped that the study will identify interested food entrepreneurs as well as licensed facilities in which they could develop their products. The grant project will work with three vendors to test market their product at the Market as part of the feasibility study. Identifying food entrepreneurs and possible kitchen facilities in the Lents area would fit right in with creating economic development around a community food system. Sharing services (i.e., commercial kitchen facilities, marketing and promotion services, and product development) fits right in with an eco-industrial approach. Further, Portland's Green Building Program staff have committed to provide support for some initial design work to consider appropriate facility design issues. This feasibility study could be linked into the Community Food System by building links with Zenger Farm, and by identifying markets for food entrepreneurs beyond Lents Market – employee lunch programs, local retail outlets, restaurants, and Zenger Farm and other subscription food buying programs.

Potentially, the value of green building design can present opportunities for development in areas of Lents that otherwise would not be allowed. For instance, several areas in the Johnson Creek area are not suitable for conventional development. Innovative design work of new buildings could not only reduce the environmental impacts of buildings and production facilities, but also may present some interesting potential to support environmental goals around the Creek. One potential example would be water retention systems that foster water reuse and recycling, and also serve as short-term flood storage. Connecting such design opportunities with location considerations could further enhance the renewal potential in Lents. By creating a visible, innovative facility of this type adjacent to the Springwater Corridor, the project has the potential to provide a broader audience of residents in Portland with messages about the value of the Creek restoration efforts, as well as create another retail business opportunity to serve those people using the Corridor for recreation.

Another example of how the City's Green Building Program could benefit development efforts is that of Zenger Farm, where some work may be needed on the existing buildings. The City's support of this work through identifying green techniques for rehabilitation or retrofit could help to make those facilities not only functional, but useful as a public education and promotional assets for Friends of Zenger Farm and the neighborhood.

One local landowner had proposed a café on a small property adjacent to the Corridor. A traditional café with ample impervious parking area and a roof that increases stormwater run-off would likely face some difficulties with regard to the City's environmental zoning overlays. Rather than see the environmental overlays as a barrier, however, the property owner could proceed by embracing ecological design and sustainable agriculture, local design support for stormwater and flood management, and green building design. The café could showcase local, organic produce, preferably in partnership with Lents food enterprises, and would have a good customer base in the neighboring offices. It should be noted that a business like this would be profiled on the Portland *GreenMap*.

Consideration of next steps

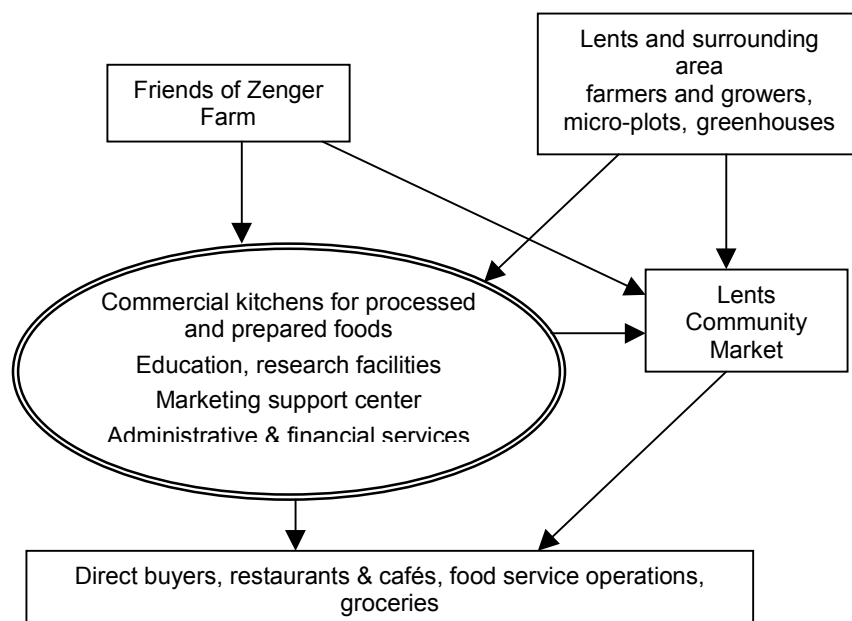
The preliminary ideas described above represent only a small piece of the potential development opportunities related to community food systems. Such development opportunities seem well suited to Lents for several reasons.

- ❑ Proximity to small farmers in the surrounding areas may lead to partnerships that provide them with access to new markets and value-added processing.
- ❑ The focus on small enterprises can help to overcome the development barriers associated with the perception of Lents as a blighted area.
- ❑ Initial business enterprises can start on a small scale and grow in response to secured customers, making it enticing for individual entrepreneurs.
- ❑ Location opportunities associated with emerging environmental amenities like the Springwater Corridor and Johnson Creek can enhance visibility of environmentally progressive businesses.
- ❑ City policies related to food systems will support urban agriculture initiatives.

As described above, numerous projects are emerging, which could all be connected together as part of a larger initiative. These projects may appear small individually, but the collective impacts would be significant. In the last few years, more cities have begun to pay attention to the need for community-based food systems, both for environmental reasons and to support small business development. In addition, some positive developments in Lents would have an even greater impact by creating momentum and success.

The City should consider arranging for some additional analysis and planning to bring this concept into greater focus for Lents. Several interested and motivated parties are eager to join together to discuss the next steps, but lack the resources and breadth to pull all parties together. In addition to the City, OECD and Community Food Matters are organizations that can help to bring parties together for a food enterprise project. Ultimately, this effort could seek to engage the Lents Urban Renewal Area for support for capital investment.

A Lents food enterprise project could include the following elements:



The activities included in the large, double-lined oval represent an opportunity for the development of a facility or complex that supports the ongoing activities around it. Each of the surrounding activities would benefit from the development of such a facility, gaining access to facilities and services that can support enterprise growth for even the smallest operations. For instance, the Lent Community Market is working to support the start-up of at least three small, prepared foods entrepreneurs in the coming year. Part of that support involves the identification of commercial kitchen space available for leasing on a per batch basis. Since the Market already has identified at least the minimum number of entrepreneurs, establishment of a facility in Lents to support the continued growth of these enterprises plus many more could lead to tremendous benefits within the neighborhood. Another immediate beneficiary of such a project is Zenger Farm, which is also looking to support micro-plot growers, provide public education and training, and create more opportunities for urban agriculture. By working together, these entities can increase the likelihood of developing a complex that can offer the facilities and services needed by these enterprises.

The City is in a position to support and nurture this development opportunity. Given the organized efforts already in place, the City can look to provide specific elements of assistance and support. In addition, the City can organize and orient other government organizations to contribute to these development opportunities. The various support activities include:

- ❑ Public education and promotion;
- ❑ Assistance with environmental design, financial analysis and business planning;
- ❑ Creation of innovative development incentives, such as a revolving loan program for food micro enterprises, partnerships for green infrastructure and facility design, creation of a special zoning designation for community food enterprises; and
- ❑ Encouragement for Lents neighborhood development by sponsoring additional planning and analysis, which ultimately could lead to a design charette for one or more projects or facilities.

Finally, this development opportunity has a number of similarities to a project in Burlington, Vermont, called the Intervale Food Enterprise Center, which was presented as one of the case studies during the workshop. If the City bureaus and PDC were united in their efforts to support this opportunity, consideration could be given to having the City actually serve as the project developer. One reason for this approach is that the City would be in a strong position to incorporate green building design elements that would significantly lower the construction and operating costs, making such facilities even more affordable for new micro enterprises.

1.9.2 Automotive-related Development Options

Lents is known for its automotive-related industries, and general perceptions may be that these operations are at odds with environmental objectives. However, the news is not all bad in this regard, and there have been some progressive signs in recent years. For example, Lents Body Shop has become an *Ecological Certified Business*, even involving the Oregon Department of Environmental Quality (DEQ) in its design process. Its owner confirmed that many environmental initiatives have had excellent financial payback, helping to eliminate what turned out to be unnecessary supplies and increasing his efficiency. In general, the automotive recycling industry has become very efficient, with more than 90 percent of materials being reused or recycled.

Automobiles will continue to present challenges and opportunities related to environmental performance. Automotive design trends are looking at alternative fuels, including clean and renewable energy sources, greater material efficiency, and product stewardship measures such as design for disassembly and recycling. Those businesses that continue to improve their environmental performance and anticipate changes in the industry will be well positioned to remain competitive.

Consideration of Next Steps

Opportunities related to the automotive repair and recycling businesses in Lents will require the support and active participation of the neighborhood's existing businesses. By working together as a group, these businesses should be able to realize greater benefits and increase their access to funding programs for innovation. Furthermore, by working together to increase their performance, position themselves strategically in the City of Portland and surrounding region, these businesses could more easily support their continued operation as independent shops in the face of pressures exerted by expanding, national companies.

One important short-term initiative would be a targeted outreach project, perhaps with the objective of creating a Lents Automotive Repair & Recyclers Association. Once the automotive-related businesses have been engaged and brought together, this group could work to identify and prioritize projects for improving their performance, as well as identify and engage other partners, such as Marshall High Tech Center and the PDC.

The City is in a position to help these businesses consider a number of possible projects, as described below. Support from City bureaus, the PDC and Oregon state agencies for research and organizational work to forge collaboration among these independent businesses would raise awareness of the issues and increase the level of collaboration that could be achieved. Such support would go a long way toward countering the perception that some City representatives were interested in moving these businesses out of the neighborhood and City.

Potential Project – Map the Future of the Automotive Repair & Recycling Industry

This project would seek to assess the future of the automotive industry with respect to environmental requirements and general business operations. The project would help to determine the challenges and opportunities presents for Lents Automotive Repair Shops & Recyclers. The project might include a literature review and consultation with Lents facility owners and industry associations (national & international). Potential partners include the PDC, OECD, other automotive businesses outside Lents (i.e., Toyota, which has facilities in the Port), FlexCar, and the Oregon DEQ, and U.S. Environmental Protection Agency, which have already supported an investigation into sustainable practices in the automotive services industry.¹

The project outcomes should include:

- ❑ Identification of gaps in current training programs in Lents;
- ❑ Identification of technology or business plan needs for current Lents businesses;

¹ A Sustainability Vision for the Automotive Services Industry: Using the Natural Step Framework to Develop a Plan Toward Sustainability for Automotive Mechanical and Collision Repair Shops. Prepared for Oregon DEQ. June, 2001.

- ❑ Description of new business opportunities for automotive repair & recycling, including those that could build on resources available in Lents;
- ❑ Identification of training and economic development partners, i.e., automakers, automotive industry associations, academic and vocational institutions; and
- ❑ Strategy to position Lents as a hub for environmentally friendly automobile repair & recycling.

Potential Project – Automotive Business Improvement Initiative

This project would be designed to improve the financial and environmental performance of existing businesses. A Lents Automotive Repair and Recyclers Association, if created, could sponsor mentoring programs between businesses who were already *Ecological Certified Businesses* and those who are not. The group also could sponsor workshops on retrofitting shops and office areas for energy efficiency and water savings; implementing pollution prevention measures on the shop floor; designing sites for better stormwater management. General outreach activities, such as increasing the understanding of Johnson Creek ecology, could also be part of the project.

A Needs Assessment would support broader economic development goals. The assessment would involve completing eco-efficiency and pollution prevention audits at participating businesses. The audits would highlight immediate opportunities for savings, and would also help to quantify collective raw materials needs or waste product availability, highlight new local business development opportunities. The assessment could also build a better understanding of resources such as training, environmental monitoring, and marketing that could be shared, resulting in cost savings for participating businesses.

The eventual outcomes of this project would include:

- ❑ Increased awareness of environmental management issues for businesses in general, and related to location in Johnson Creek Watershed;
- ❑ Strategy for businesses to individually or collectively improve environmental or financial performance (share services, retrofit for energy saving);
- ❑ Increased number of businesses that participate in the *Ecological Certified Business* program; and
- ❑ Recognition of environmental management activities of automotive repair and recycling businesses in Lents.

Potential Project –Economic Development Related to Automotive Repair & Recycling Cluster

This project would seek to identify what other businesses or even industries could be linked to a strong automotive repair and recycling sector in Lents. The project might include interviews with Lents facility owners, other Lents business owners, industry associations (national & international), and automakers. The project should include a materials and energy survey to help identify wastes that might be used by other companies, or common inputs that indicate local businesses could support a local supplier. The materials and energy survey could be integrated with the performance improvement initiatives described above.

The outcome for this project would be the identification of specific new business opportunities for existing and new businesses, and a targeted economic development strategy for business recruitment in Lents.

1.9.3 High Tech Sector Development Options

Portland's High Tech sector represents a logical point of interest for any area neighborhood considering new development options. Despite the economic conditions in the sector over the past few years, new technologies and applications will continue to support growth and innovation well into the future.

For a good illustration of the dynamic nature of the sector and the economic development potential, consider that silicon chip manufacturing, a specialized area in which Portland high tech companies excel, is viewed as a foundation on which to build new manufacturing capacity for photovoltaic cells, which provide renewable energy. Innovations in products and manufacturing techniques are leading to increasing attention on photovoltaic manufacturing, and the workforce skills and characteristics of silicon chip production are directly transferable.

In the March workshop on eco-industrial development for the City of Portland, the High Tech sector was highlighted as one area for new development opportunities. Consideration of specific opportunities for Lents rests on the ability to focus project planning and feasibility analysis on properties large enough to accommodate such a project. Based on the work done to date, only one site in Lents is well suited for such consideration at present. That site is owned by the Freeway Land Company, and is currently home to about 35 businesses located on a property totaling just over 100 acres. The Freeway Land site presents a range of challenges and opportunities, many of which are discussed in more detail in other sections of this report.

In order to consider potential high tech development projects, a significant amount of planning and analysis is needed. The City can be a catalyst for that work, either by sponsoring it directly or by forging strategic partnerships that can assemble the resources needed for such work. Part of this work can be built on the PDC's current efforts to update the City's economic development strategy, which is looking at a number of sectors including high tech. The reasons to pursue this additional planning and analysis in Lents include:

- ❑ Numerous parties consider redevelopment of the Freeway Land site to be a high priority for urban renewal (job creation, enhanced neighborhood vitality, etc.);
- ❑ The physical characteristics of the property and its relationship to Johnson Creek make it a premier site for illustrating the value of eco-industrial development and green building and site design;
- ❑ By embracing the Johnson Creek restoration and other environmental amenities like transit access, green space and recreational assets, the property can be positioned to attract high-end manufacturing enterprises such as those in the high tech sector; and
- ❑ The relative shortage of industrial land in Portland means that properties such as the Freeway Land site should be evaluated to gauge the maximum potential for industrial activities and job creation that fit the characteristics of the site.

Consideration of Next Steps

First and foremost, exploration of development opportunities related to high tech must be considered in the context of broader City and regional efforts in this sector. Immediate steps should be pursued to gauge the interest and appropriateness of the Freeway Land site. The PDC, BES and Planning, given their respective interests in economic development and

environmental quality, have many reasons to forge a partnership in this effort (i.e., leveraging resources, emphasizing the shared benefits of development and environmental restoration, visibility). The following section talks about these considerations in more detail.

If such a partnership were to come about, steps could be taken to identify priority opportunities related to the high tech sector. To help these opportunities take shape, eco-industrial approaches could be an important element. Specifically, an eco-industrial approach would seek to identify:

- ❑ Synergies within high tech manufacturing, such as co-locating with key suppliers;
- ❑ Benefits of sharing important business services (e.g., training, research facilities);
- ❑ Opportunities to reduce infrastructure and energy needs by co-locating operations and designing high performance facilities;
- ❑ Resource efficiency opportunities that reduce manufacturing costs and create new business opportunities; and
- ❑ Cooperative development strategies where multiple businesses work together to leverage outside resources for development (more likely to happen when done in tandem with innovative site and building design).

As has been discussed several times, one potential short-term business development opportunity involves electronics recycling capacity. The need for capacity in the Pacific Northwest is documented, and numerous public and private partners are working to create policies related to end-of-life management of electronic products, which includes significant improvements in recycling. During the workshop, staff from the Oregon OED reinforced the potential of developing a facility for electronics recycling, and could be a key partner in further analyzing that potential with respect to Lents and the Freeway Land site.

1.9.4 Freeway Land Company redevelopment options

Although the Freeway Land site was not explored specifically as an economic development opportunity for the workshop, this property is vital to considering economic development opportunities in Lents. The community and local businesses consistently stated that they believed redevelopment at Freeway Land was crucial for job creation in Lents. Redevelopment has been highlighted in the Lents Town Center Urban Renewal Plan, which targets the land for high job density redevelopment.

At the same time, the property is located in an ecologically sensitive area with some design constraints with respect to flood management, stream restoration and the environmental overlays. The Planning Department's *Healthy Streams Environmental, Social, Energy Assessment for Johnson Creek* highlights the importance of this site for community economic development, which influenced the environmental overlays.

Economic and social benefits are maximized by following a zoning strategy that allows for 'family wage' job creation on the Freeway Land site. To be successful, such a strategy will have to address critical environmental concerns, such as Riparian protection and the management of water (both floodwater and stormwater). This strategy will also have to address regulatory flexibility and agency coordination.

An eco-industrial approach could help to identify a development plan that would enable the owner to meet their financial goals for the property, and would support development of high

performance, low-impact, energy-efficient buildings that optimize land use consistent with the environmental overlay zones and restoration of Johnson Creek. Freeway Land Company has worked with a local developer on a conceptual site plan for redevelopment, although that plan was produced well ahead of decisions on the City's proposed environmental overlays. This conceptual plan is useful for identifying the development objectives of Freeway Land Company, but would require substantial modifications to become the basis for a redevelopment effort.

Consideration of Next Steps

The City bureaus and PDC should give high priority to redevelopment of the Freeway Land site, and given the importance of this property, should actively seek a partnership with Freeway Land Company to revisit redevelopment planning in ways that can meet the goals of all parties. These City partners could approach Freeway Land Company with a proposal for addressing the issues related to redevelopment. Some of these issues include site access, new environmental protection zones that impact developable property, enhanced planning to identify higher value development opportunities and improve marketing potential, and Johnson Creek restoration that can significantly enhance the attractiveness and value of the site for potential manufacturing tenants. Exploration of these issues will take substantial work and resources, but a partnership between the City and property owner could create the means for doing so. As noted earlier, this partnership is important for overcoming barriers related to poor information and communications in regard to the parties' respective interests.

Specific planning and analysis needs include an evaluation of site access and road construction needs, an advanced understanding of how the environmental overlays influence the land suitable for development, revenue goals and projections for the property owners based on developable land, infrastructure needs that address stormwater and flood plain management consistent with Johnson Creek restoration goals, and related commercial and service businesses that could be considered as part of an industrial-focused redevelopment effort. A partnership among the multiple stakeholders could support such projects as transportation feasibility studies and a design charette.

Specific opportunities for this site could then be examined with respect to the above economic development themes, or other themes identified by Lents stakeholders. The Freeway Land site may be suitable for consideration related to each of the development ideas described in this report, though its significance within the City as an industrial property means that a focus will be given to large development projects. Of those presented or described within the context of the Lents workshop, high tech or substantial new automotive development projects might be most worthy. In addition, the City's ongoing economic development efforts might point to different development projects than those identified in this report.

CONCLUSION

This eco-industrial development workshop should be viewed as a means toward the end of fostering new development in Lents that is characterized by cooperation among public and private entities, respect for the tremendous potential for environmental restoration efforts to enhance the value of new development efforts, and leadership and risk-taking in order to solve problems that are inhibiting urban renewal in the neighborhood. The directions forward that are described in this report are intended to help the City further its efforts to accomplish a number of interdependent objectives. Those efforts will need to be strategic, based on collaboration and communicated effectively to diverse audiences.

APPENDIX

Summary of Workshop Break-out Discussions

High Tech Breakout Group

- ❑ Participants noted that increasing transportation intensity might be a concern with respect to electronics recycling businesses. Also, there is no rail access in Lents, which might affect market access for electronics recyclers and other high tech companies.
- ❑ There is already a program called STRUT (student recycling program) that employs students to refurbish computers. The program will also pick up used computers from residences.
- ❑ There is a Free Geek service in Portland - how could they fit?
- ❑ The new President of Portland Community College would be very keen on supporting training initiatives related to the high tech industry. (PCC is also taking over the training center at Marshall Tech).
- ❑ Training should involve design & research as well, not just recycling end.
- ❑ There are training funding programs available.
- ❑ Training issues that unions have raised: they need to know more about energy & resource efficiency; this component should be increased in local training programs.
- ❑ There is no representative on WEPSI or other electronics committees for training programs.
- ❑ Jennifer Allen, OECD noted that there is a State task force for electronics recycling, and that now would be a good time for concrete pilot projects, as conversations up to now have been only hypothetical.
- ❑ Lents could get connected by becoming involved with the various electronics recycling committees already established.
- ❑ Metro has an RFP to map electronics recycling, volume, supply, and other issues.
- ❑ Increased land values are not good for everyone.
- ❑ Job creation in skilled labor sector important, but a broad range of jobs are needed.
- ❑ Ashforth Pacific Property Management is a local company investing in internal training; its custodial staff are also trained in environmental care. A company like this might provide insight into training approaches and needs.
- ❑ There are ties to green energy technology in high tech.
- ❑ There are links to auto sector and even the community food.

Auto Sector Breakout Group

- ❑ It's too difficult for auto recyclers to answer the questions about future needs, e.g., what impacts hybrids and other new technologies will have.
- ❑ People already come from far away to get parts from Lents recyclers.
- ❑ Transportation theme could be extended, like scooters on trails.
- ❑ The Springwater Corridor potential hasn't been discussed. Mini-lights and horse-rides?

Community Food Systems Breakout Group

- ❑ OECD wants to support this; Lents is one distressed area targeted for assistance.
- ❑ The group identified a budding food processor (jam).
- ❑ People need to group together so available equity can be shared.
- ❑ Small companies can benefit from cross marketing (this is already happening a bit).

- ❑ There was great support – a network has already formed, and the group wants to meet again to discuss this further.

Other Notes:

- ❑ Group raised difference between environmentally friendly recycling and regular recycling.
- ❑ There has been a perception that the City and PDC are against any development in the auto sector.
- ❑ Group appreciated new slant on potential for auto sector, and importance of recycling.
- ❑ Group agreed that Zenger Farm had the potential to be a great asset.
- ❑ Maybe pharmaceuticals could be another area of focus.