

BEFORE THE COUNCIL OF THE
METROPOLITAN SERVICE DISTRICT

FOR THE PURPOSE OF ADOPTING)	RESOLUTION NO. 86-648
THE REGIONAL CONVENTION, TRADE,)	
AND SPECTATOR FACILITIES MASTER)	Introduced by the
PLAN, AND DECLARING INTENT TO)	Executive Officer on behalf
CARRY OUT RECOMMENDATIONS OF THAT)	of the Committee on Regional
MASTER PLAN RELATED TO METRO)	Convention, Trade, and
)	Spectator Facilities

WHEREAS, The Metropolitan Service District through Resolution No. 84-530 is a participant in the Committee on Regional Convention, Trade, and Spectator Facilities (CTS); and

WHEREAS, The CTS has, since its formation, conducted an aggressive work program assessing the need for improved convention, trade, and spectator facilities in the Portland metropolitan area; and

WHEREAS, The CTS has included as part of its work program a broad based public outreach effort; and

WHEREAS, The CTS adopted on May 12, 1986, a series of recommendations addressing regional convention, trade, and spectator facilities which have since been formulated into a Master Plan for such facilities; and

WHEREAS, The CTS recommendations have called upon specific participating government agencies including the Metropolitan Service District to initiate actions to implement the recommendations; and

WHEREAS, Under ORS 268.310, the Metropolitan Service District is authorized to acquire, construct, alter, maintain, administer, and operate convention, trade, and spectator facilities subject to specific approval of the financing of such activities by the electors of the District; and

WHEREAS, The first step in the implementation process for both the plan and statutes is for the Metropolitan Service District to declare its intent to carry out the CTS recommendations it is responsible for; now, therefore,

BE IT RESOLVED,

1. That the Regional Convention, Trade, and Spectator Facilities Master Plan shown as Attachment "A" to this resolution is hereby adopted.

2. That in support of this plan, the Council declares its intent to carry out the actions the CTS has recommended to the District as contained in the Regional Convention, Trade, and Spectator Facilities Master Plan shown as Attachment "A."

3. That the Council directs staff to pursue the actions as necessary to allow the District to fulfill the intent noted above, and to return to the Council at the appropriate time with the necessary implementing actions.

ADOPTED by the Council of the Metropolitan Service District this 29th day of May, 1986.


Richard Waker, Presiding Officer

SS/gl
5656C/461-3
05/21/86

CONSIDERATION OF RESOLUTION NO. 86-648 FOR THE
PURPOSE OF ADOPTING THE REGIONAL CONVENTION,
TRADE, AND SPECTATOR FACILITIES MASTER PLAN AND
DECLARING INTENT TO CARRY OUT RECOMMENDATIONS OF
THAT MASTER PLAN RELATED TO METRO

Date: May 20, 1986

Presented by: Steve Siegel

FACTUAL BACKGROUND AND ANALYSIS

In December of 1984, through Resolution No. 84-530, the Metro Council agreed to participate in the Committee on Regional Convention, Trade, and Spectator Facilities (CTS). The CTS was charged with recommending a regional convention, trade and spectator facilities master plan. Other governments participating in the CTS include the City of Portland, Clackamas County, Multnomah County, Washington County, the Port of Portland, and the State of Oregon. Since its formation, the CTS has pursued an aggressive work program aimed at developing the regional master plan. This effort has been managed by the staff of Metro's Intergovernmental Resource Center and funded jointly by all the governments involved. The Metro Council has taken a number of budgeting actions in support of this work, including the establishment of a separate CTS fund.

As part of the process leading to the Master Plan, the CTS produced two major interim reports (one in July of 1985, and one in October of 1985). In the October report, the CTS established the convention center in central Portland as a priority project, and undertook a new round of technical studies, including definition of an architectural program, studies of alternative sites, and documentation of economic benefits from the convention center. The CTS also continued efforts aimed at other elements of its developing master plan, including advancing spectator facilities and study of an agricultural trade center.

Together with this technical effort, the CTS undertook a broad-based public outreach program on elements of its master plan. This program included interviews of key individuals, including local officials, chambers of commerce, economic development groups, legislators, business and labor leaders. The CTS outreach program also included three neighborhood meetings in central Portland, three suburban public meetings, and 18 briefing sessions throughout the region. Findings of this public outreach program have previously been transmitted to the Metro Council.

In response to the technical studies and public outreach findings, the CTS developed and adopted on May 12 a package of

recommendations, including those on regional governance, the siting and capital cost financing of the convention center, the Oregon Agricultural and Natural Resources Products Center, and a Spectator Facilities Policy Master Plan. This package of recommendations was transmitted to the Metro Council at the May 15 meeting.

Also at the May 15 meeting, the Metro Council unanimously approved a motion by Councilor Gardner to formally accept responsibility for the Convention Center Project.

Since that time, the May 12 recommendations of the CTS have been reformatted into the attached Regional Convention, Trade, and Spectator Facilities Master Plan. This document identifies specific actions expected of the Metropolitan Service District as the agency responsible for master plan implementation, as well as supporting actions by other governments such as the City of Portland and the State of Oregon.

The attached resolution formally adopts the master plan -- creating a unified package of actions necessary to move forward on the CTS recommendations. The resolution also declares that the Metro Council's intent is to implement the CTS recommendations it is responsible for, and directs Metro staff to develop the specific actions necessary for the implementation of the plan and for triggering Metro's authority to pursue convention, trade, and spectator facilities.

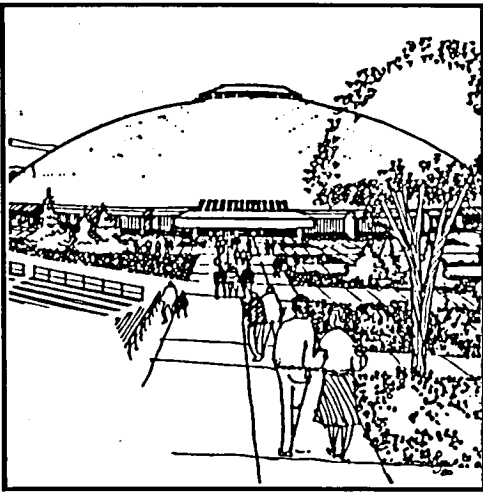
EXECUTIVE OFFICER'S RECOMMENDATIONS

The Executive Officer recommends adoption of the attached resolution No. 86-648.

NM/gl
5659C/462-3
05/21/86

Regional Convention, Trade & Spectator Facilities Master Plan

May 1986



REGIONAL CONVENTION, TRADE AND SPECTATOR FACILITIES

MASTER PLAN

Adopted

by the

Council of the Metropolitan Service District

on

May 29, 1986

Resolution No. 86-648

COMMITTEE ON REGIONAL CONVENTION, TRADE, AND SPECTATOR FACILITIES

Participating Governments

City of Portland
Multnomah County
Port of Portland
Metropolitan Service District

Clackamas County
Washington County
State of Oregon

Members of the Committee

Mr. Bob Ridgley, Chairman
President
Northwest Natural Gas Company

Mr. Ray Miller, Vice Chairman

Mr. Bob Ames, President
First Interstate Bank of Oregon, N.A.

Mr. Lloyd Anderson, Executive Director
Port of Portland

Mr. Larry Black, President
Black & Company, Inc.

The Honorable Dennis Buchanan
County Executive
Multnomah County

The Honorable J. E. "Bud" Clark
Mayor of the City of Portland

Dr. Edward M. Colbach
Physician

The Honorable Rick Gustafson
Executive Officer
Metropolitan Service District

Mr. Carl Halvorson, President
Halvorson-Mason Contractors

Mr. Ed Jensen, President
U. S. Bancorp

The Honorable Eve Killpack
Washington County Board of Commissioners

Ms. Carol Lewis
Director of Development
Oregon Public Broadcasting

The Honorable Bob Schumacher
Clackamas County Board of Commissioners

Ms. Sandra Suran, Partner
Peat, Marwick & Mitchell

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Master Plan

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PREFACE

In January 1985, Washington, Clackamas and Multnomah counties joined with the City of Portland and the Metropolitan Service District to appoint the Committee on Regional Convention, Trade, and Spectator Facilities (CTS). The Committee was charged with recommending a regional master plan to realize the economic and quality-of-life benefits of the emerging convention, trade, and spectator facility industry. This industry is composed of convention facilities which add wealth to the economy of the state by bringing dollars into the state annually; spectator facilities which add excitement, vitality and spin-off economic benefits to the region by enhancing entertainment and recreational opportunities for area residents; and trade facilities which help promote Oregon's businesses and products.

When the CTS was first commissioned, the region's ability to pursue these objectives could best be described as fragmented. A multiplicity of agendas existed; required studies were unfunded; and discussion between competing interests were non-existent. Given this climate, the CTS immediately undertook a fact-finding effort to integrate these disparate efforts into a well-formed systemic pursuit of public investment opportunities. The CTS efforts included both technical studies and a major public outreach program. These intense research efforts led to the adoption on May 12, 1986, by the CTS of the package of recommendations upon which this Master Plan is based.

Regional Governance

CHAPTER 1

REGIONAL GOVERNANCE

Public convention, trade show, and spectator facilities are regional in nature. The planning, development, promotion, operation, and management of such facilities should be undertaken from a coordinated regional perspective so as to assure the maximum benefit to the region from the facilities.

The success of the convention, trade, and spectator facilities program depends on adopting a governance system which provides for the involvement of a broad regional constituency. The public outreach program conducted for the CTS found that the direct accountability of the governance system is of paramount importance to the tri-county community. Thus, the Metro Council will establish an operating commission for regional convention, trade and spectator facilities under Metro's enabling statutes. The District will also serve as the bonding agent for program implementation.

Metro has clear statutory authority to establish an operating commission for CTS purposes. In a "commission" arrangement, the Metro Council must maintain budget and taxing approval authority, but the authority for operating decisions could be delegated to the "commission" in a manner consistent with the implementing ordinance. The City's Exposition-Recreation (E-R) Commission is an existing example of this arrangement. The precise charge and composition of the new regional commission will be determined during the next 12 months and will be specified in a later ordinance and/or update of this master plan. The following sections provide an initial policy position and process for finalizing the governance system.

RECOMMENDED GOVERNANCE SYSTEM: PRINCIPLES AND PROCESS

The Council of the Metropolitan Service District declares its intent to establish a regional convention, trade and spectator facilities governance system by July 1, 1987, which would function in accord with the following principles and processes:

- A. As a matter of regional policy there should be only one operating commission for the regional inventory of major public convention, stadium, arena and related trade facilities. That commission will be responsible for operating these facilities and will be directly accountable to the Council of the Metropolitan Service District.
- B. The regional commission will likely consist of seven members; six by districts of relatively equal population, and one at-large position to be nominated by the state. To ensure the involvement of a broad regional constituency, the commission appointment process will provide for the involvement of the governing boards or chief executives of the jurisdictions being represented.

- C. The regional commission will be implemented in stages. In the interim stage, between the passage of the G.O. Bond and the opening of the convention center, the regional commission will contract with the E-R Commission for convention center operations and advice on the design and construction of the facility. In the final stage, the regional commission will assume operating responsibility for all facilities including the existing stadium and arena.
- D. Subsequent to passage of the Convention Center G.O. Bond, Metro will adopt an ordinance specifically describing the charge of the regional commission. It is generally envisioned that this could include, but is not limited to, the following:
1. Providing general policy guidance and contracting with appropriate organizations for marketing, employing revenues from the increased hotel/motel tax;
 2. Providing general policy guidance and contracting with the E-R Commission for convention center operations during the interim stage; after the E-R Commission is transitioned, the regional commission will directly operate the facility;
 3. Continuing efforts aimed at implementing the remainder of this master plan including advanced planning for arena, stadium and trade facilities, associated siting decisions and financing decisions (including future G.O. Bond elections) associated with the master plan; and
 4. Preparing and implementing a transition plan to assume the operating responsibilities of the E-R Commission and the Expo Center Board.
- E. The E-R Commission will remain the operating commission for the Coliseum and Civic Stadium during the interim stage, as will Multnomah County for the Expo Center. Responsibility for the operations of these facilities should be transferred to the regional commission by the opening of the convention facility. The process for accomplishing this transference and the status of the assets themselves will be determined in transition plans and associated intergovernmental agreements which are to be developed and approved by the affected governmental entities. A process for guaranteeing that the transition plans are complete by the time the center opens will have to be established in advance.

ACTION PLAN

- A. The Council of the Metropolitan Service District declares its intent and directs staff to prepare the necessary materials to:
1. Establish a tri-county convention, trade and spectator facilities commission in accordance with the principles explained above.

2. Prepare and implement an intergovernmental agreement/contract with the E-R Commission for interim convention center operations;
3. Prepare and implement a contract with the Greater Portland Convention & Visitors Association (GPCVA) and/or other organizations for marketing the convention and trade show center;
4. Prepare and implement an intergovernmental agreement with Multnomah County to receive hotel/motel tax proceeds;
5. Prepare and implement transition plans to assume E-R Commission and Expo Center operations responsibilities. This transition plan will detail specific arrangements on disposition or transference of assets and transference of E-R Commission staff to the new regional commission (an outline of key factors is shown in B.2, below); and
6. Place a General Obligation Bond on the November 1986 ballot which provides \$65 million, after fees and issuance costs are deducted, for purposes of constructing a convention and trade show center at the Holladay/Union site.

B. Based on the CTS recommendations, the Portland City Council and/or E-R Commission are expected to:

1. Prepare an intergovernmental agreement/contract to operate the convention facility during the interim stage; and
2. Prepare a transition plan to move operations responsibilities to the regional commission. The transition plan should provide for:
 - a. Protection of rights of the E-R Commission personnel, including transfer of personnel from the Commission's staff to Metro;
 - b. Transfer of title to properties managed by the Commission to Metro, or provision for use of those properties by Metro under long-term leases, permits, or licenses, whichever may be most appropriate;
 - c. Transfer of contractual and other rights and liabilities from the Commission to Metro;
 - d. Resolution of financial and legal issues involved in a transfer, including identification of needed changes in statutory, charter, and code provisions;
 - e. Provision by the Commission of operating services such as booking services during the period prior to completion of the transfer, pursuant to inter-governmental agreement;

- f. Resolution of any other issues discovered in the planning process; and
 - g. Completion of the different elements of the transfer plan in time to meet the goal of completion of the transfer by the opening date of the Center.
- C. In accordance with the CTS recommendations, the Multnomah County Board of Commissioners is expected to:
- 1. Prepare a transition plan to transfer Expo Center operations responsibilities to the lead agency/regional commission; and
 - 2. Adopt an order to transfer operations when the transition plan is finalized.

Convention & Trade Show Facilities

CHAPTER 2

CONVENTION AND TRADE SHOW FACILITIES

INTRODUCTION

Economic analysis prepared for the CTS demonstrated that businesses and residents of the metropolitan area would receive substantial benefit from the convention and trade show center. These benefits would include increased sales for tri-county businesses (\$137 million per year -- 1984 dollars), more jobs for the unemployed and underemployed (3,300 jobs) resulting in increased wages for tri-county workers (\$35 million/year -- 1984 dollars), and spin-off state and local tax revenues for needed municipal services and social programs (\$4.3 million/year -- 1984 dollars).

Because of these benefits, and in accord with the CTS recommendation, the Metro Council establishes the Regional Convention and Trade Show Center at the Holladay/Union site as the priority project within this master plan.

RECOMMENDED CONVENTION AND TRADE SHOW CENTER PROGRAM

A. Goals

The Council of the Metropolitan Service District adopts the following goals for the Holladay/Union Convention and Trade Show Center:

1. Maximize direct and indirect economic and quality of life benefits to the community.
2. Strengthen the economic development image of the metropolitan area and Oregon.

B. Market Objectives

To meet project goals the Metro Council establishes the following as priority targeted markets for the Holladay/Union Convention and Trade Show Center:

1. Mid-sized international, national and regional industry trade shows.
2. Mid-sized national, regional and local conventions with associated exhibits.

C. Architectural Space Requirements

The Metro Council concludes that a roughly 400,000 sq. ft. convention and trade show center is required to accommodate the functional requirements of the international, national, and

regional mid-size convention and trade show market. Major elements of that space include 165,000 sq. ft. of exhibit space with high ceilings, 40,000 sq. ft. of meeting rooms, and 95,000 sq. ft. of support space. The architectural program will be defined in final form in future design efforts to be conducted subsequent to the G.O. Bond election. However, for preliminary descriptive purposes, the following space parameters are identified:

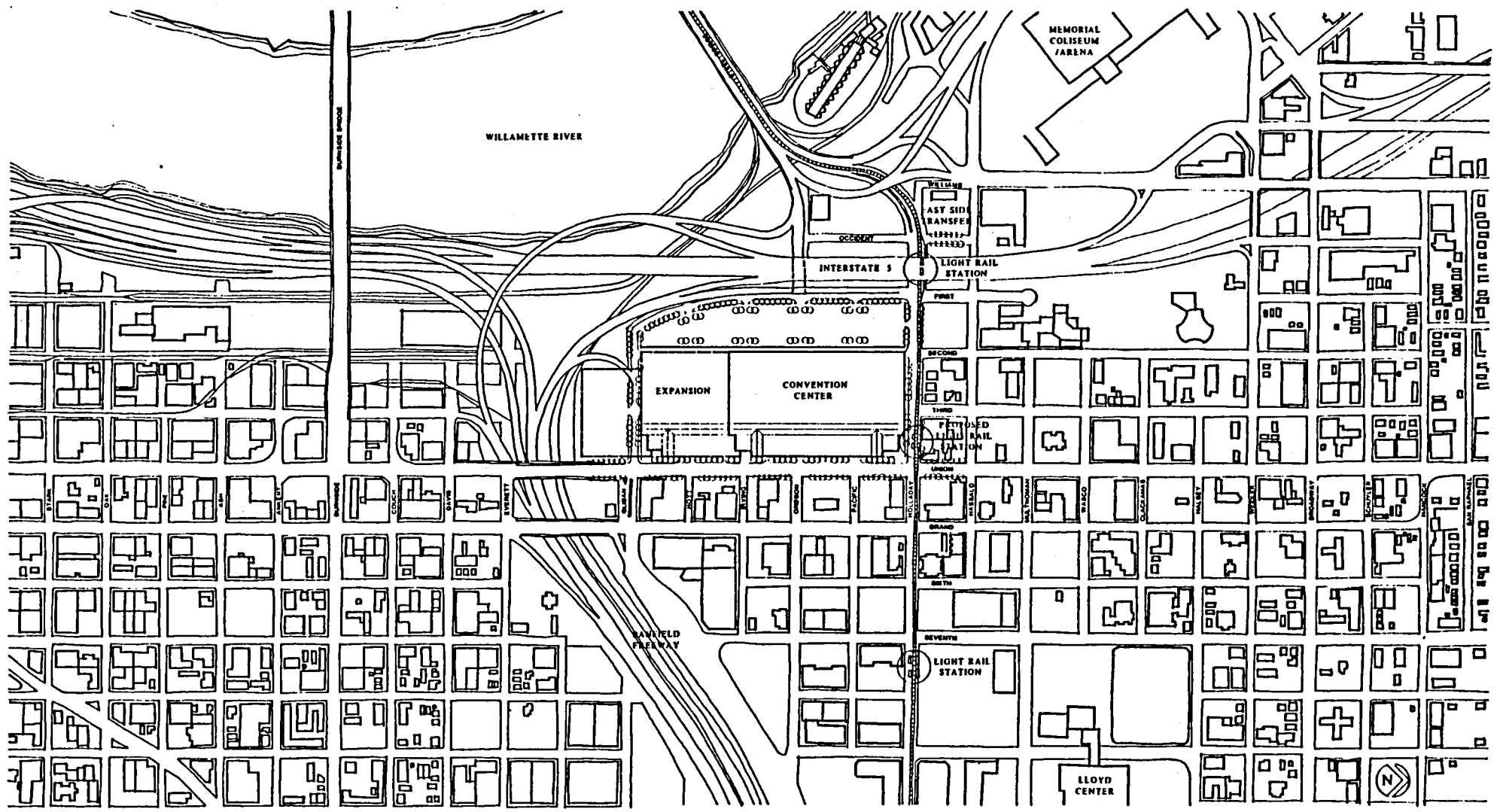
<u>Type of Use</u>	<u>Area (Square Feet)</u>
Exhibition Halls (60K, 40K, 40K)	140,000
Swing Space (combination ballroom/ exhibit hall)	<u>25,000</u>
Total Exhibit Space	165,000
Exhibit reception/registration lobby	22,000
Exhibit support and storage	22,000
Meeting rooms	40,000
Meeting pre-function and lobby	25,000
Meeting support and storage	11,000
Kitchen	15,000
Administration	7,000
Receiving	19,000
Building control (shop, trash, etc.)	8,000
Mechanical (9%)	32,000
Contingency and corridor circulation (10%)	<u>34,000</u>
Total Floor Area	400,000

In addition to these initial building requirements, potential exists to build an additional 100,000 sq. ft. or more of contiguous exhibit hall space at a later date.

In addition, 1,000 to 1,500 on-site parking spaces are required to serve national conventions, national and local trade shows, and local consumer shows.

D. Area Plan and Schematic Design

Figure 1 illustrates the location of the Convention and Trade Show Center, and the site's relationship to I-5 and I-84, the Lloyd Center, the Memorial Coliseum, and to the Banfield light rail line -- with a new station funded through the project at the front door of the Center. Figure 2 illustrates the schematic design developed for the site. Additional characteristics of the Holladay/Union Convention and Trade Show Center are shown in Attachment "A" in relation to convention center evaluation criteria.

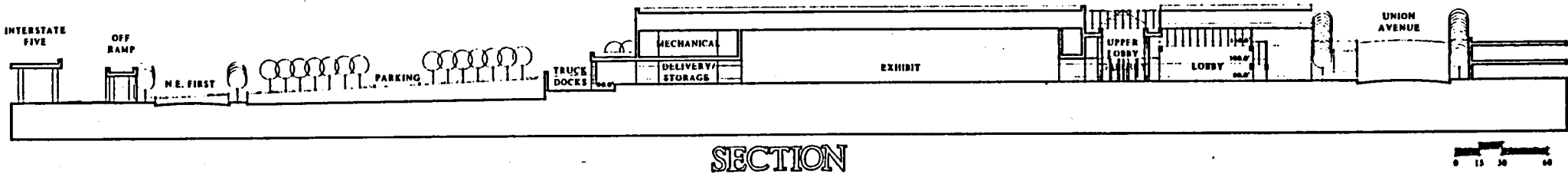
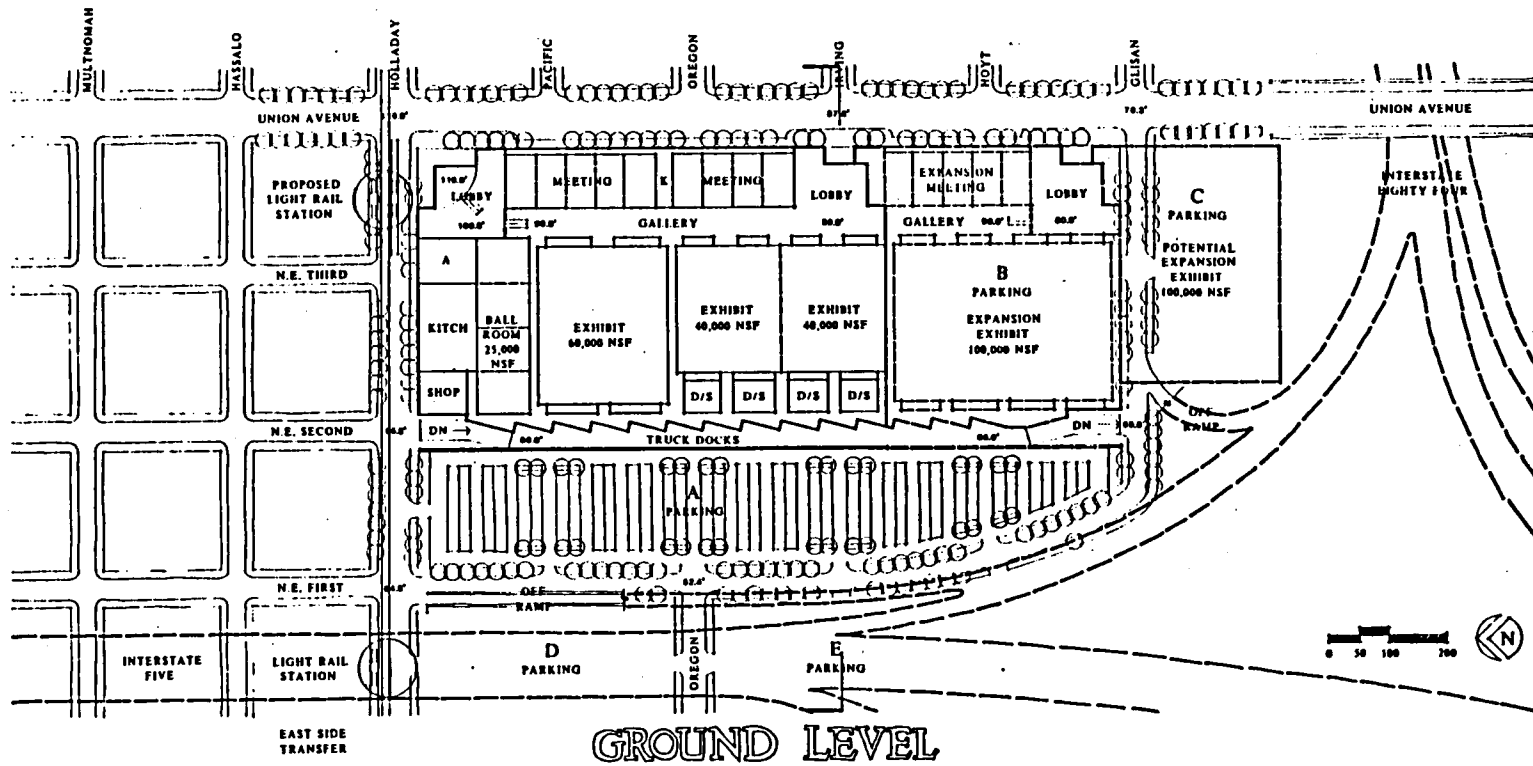


AREA PLAN

HOLLADAY / UNION CONVENTION CENTER

Figure 1

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HOLLADAY / UNION CONVENTION CENTER

Figure 2

E. Capital Cost Financing

The Metro Council adopts the following capital cost financing plan for the Holladay/Union Convention and Trade Show Center. The recommended plan will balance financial participation with economic benefit. Specific recommendations regarding four revenue sources are detailed below: (1) Regional General Obligation Bond; (2) Local Improvement District; (3) State of Oregon Funds; and (4) Urban Renewal Tax Increment Funds.

1. Regional General Obligation Bond

In light of the economic benefits to the region from a convention and trade show center, the Council of the Metropolitan Service District declares its intention to place before the voters of the District a General Obligation Bond for \$65 million (after fees and issuance costs are deducted), in November 1986, for the purpose of constructing the convention and trade show center at the Holladay/Union site.

2. Local Improvement District (LID)

The LID is a method to obtain funds from nearby property owners that will receive special benefit from the project. The benefits would accrue to property owners through rents, direct revenues and other benefits resulting from retail, restaurant, hotel and service activities located on or near their properties. In addition, the convention center will involve urban improvement and upgrading that will generally benefit downtown Portland and/or the close-in eastside due to construction of the convention center. This benefit will be reflected in improved property values.

In light of these benefits, in accordance with the CTS Committee recommendations, the Portland City Council is expected to establish a Convention and Trade Show Center LID that will provide \$5 million after deduction of administrative and interim financing costs. The specific considerations affecting the City of Portland's actions on this are:

- a. The \$5 million amount will be subject to validation and possible adjustment based on a technical study to be done to determine the value of special benefits to properties from the Center.
- b. The LID should only assess those properties that receive special benefits in terms of property value or business enhancement or both due to their location or economic relationship to the Center, and there should be exemptions for properties that do not receive special benefits, which could include residential and other properties.

- c. Precise district boundaries and assessment formulas will be determined as part of the LID procedure.
- d. The LID time and manner ordinance should be considered by the Portland City Council not later than March 1, 1987, in order to allow interim financing to be included, if desirable, in the Spring 1987 general obligation improvement warrants sale, so as to minimize administrative and interim financing costs.
- e. At the time of approval of the time and manner ordinance, the Portland City Council should enter into an intergovernmental agreement with the Metropolitan Service District to apply the proceeds towards construction of the Convention and Trade Show Center, with the payment to be made in accordance with the requirements of the construction budget and schedule for the Center.

3. State of Oregon Funds

The economic analyses prepared for the CTS found that the State would be a major fiscal beneficiary of the proposed convention and trade show center. The stream of increased personal and corporate income tax revenues over 30 years resulting from the convention center represents a net present value benefit to the State of \$40-50 million.

In light of this benefit, the Metro Council -- with the assistance of the region's major governments -- will seek from the 1987 Legislature an appropriation of \$15 million for the 1987-89 biennium to match regional revenues which are to be applied to the design and construction of the convention and trade show center at the Holladay/Union site.

4. Urban Renewal/Tax Increment Funds

Tax increment financing is a financial tool that may be used in conjunction with the adoption and implementation of an urban renewal program. Basically, municipal urban renewal bonds are sold against future "additional" property taxes resulting from new development in an area. Thus, the amount of bonds, i.e., funds for a project, are directly related to the potential increase in taxable value in the area.

The Holladay/Union site is not within a currently approved urban renewal area. However, earlier work concluded that an urban renewal area would be justified in the Coliseum/Lloyd Center area. Even if an urban renewal area is designated, tax increment funds would only be available if additional property taxes were generated. The history of property value escalation and new development within this

area has not shown significant growth to date. Future development forecasts for this area show relatively little change as well. A bond sale could occur early enough to assist in providing up-front financing for the convention center only if a developer committed to proceeding with some other new construction on the same timetable as the convention center. Since this appears unlikely at this time, tax increment funds will not be available during the initial year of center construction and operation.

In light of these benefits and constraints, and in accord with the CTS recommendation, the Metro Council expects the Portland Development Commission (PDC) and the Portland City Council to declare their intent to establish an urban renewal plan for the Holladay/Union site and surrounding areas as may be proper for inclusion in an urban renewal area. The purpose of the urban renewal plan should be the assembly of property and provision of municipal services to allow proper development of a surrounding convention and trade show district; the provision of public support facilities related to the Center and district as called for by the Central City Plan; the elimination of blight; and the accomplishment of such other goals which are proper for urban renewal plans in this particular area.

F. Operating Financing

The proceeds from Multnomah County's Convention and Trade Show Center Special Fund will cover operating and marketing revenue requirements. This special fund receives approximately \$2 million annually in hotel/motel tax proceeds. The operating pro forma for the convention and trade show center estimates that approximately \$750,000 of this special fund will be necessary for operating expenses, plus insurance. Marketing requirements are estimated at \$1 million annually.

Trade Facilities

CHAPTER 3

TRADE FACILITIES

INTRODUCTION

Presented below is the concept of the Oregon Agricultural and Natural Resources Products Center. The focus of such a center would be the promotion of Oregon's agricultural and natural resource products, assistance in increasing the trade of these products, and the education of residents and visitors as to the importance of this part of Oregon's economy. Together with the rest of this master plan, it creates an opportunity for a dynamic package designed to bring Oregon to the forefront as a place to do business.

The Metro Council believes that the center presents the state of Oregon with an opportunity to strengthen the base of its agricultural and natural resource economy. The agricultural and natural resource economy suffers not from inefficient or inadequate production, rather, it needs enhanced marketing and promotion efforts. Oregon's diverse agricultural industry (over 175 different crops) needs a unifying and functional business and trade center from which to lead these promotional efforts.

Increasing importance of international trade -- in particular with Pacific Rim nations -- has led agricultural groups and commissions such as the Oregon Wheat Commission and U.S. Wheat Associates to locate in the metropolitan area. The proposed business trade center will provide an opportunity to reinforce this trend, resulting in the state of Oregon and the Portland metropolitan region being clearly identified as the agricultural and natural resources marketing and sales center for the greater Northwest region.

The Council of the Metropolitan Service District extends to the agricultural-business community its support as a partner in developing an agricultural/natural resources business trade center. There is a great deal of local and statewide interest in such a facility which should not be lost. It is recognized, however, that this is a facility of statewide concern, and must be led by a State agency or non-profit corporation with a statewide constituency, and must have the support of many statewide groups before it becomes a reality.

FACILITY DESCRIPTION

No current plan for the center exists. The reason for this initiative is to have a plan developed. The goal of promotion, trade and education in support of agricultural and natural resource products leads to a preliminary vision of the Center which, for the purpose of defining areas of further research, includes:

A. Public Exhibit Space

Two types of exhibit space could be included. First, would be displays oriented to the general public explaining the diversity, character, and importance of Oregon and Northwest agriculture and natural resources. Second, special displays would be developed for particular commodities or industry segments as necessary to assist the marketing of Oregon's agricultural and natural resource products to visiting trade teams.

B. Meeting and Educational Facilities

Included could be meeting rooms, classrooms, teleconferencing facilities, and demonstration kitchens. These spaces should be flexible enough to provide limited trade show space for agricultural shows.

C. Research Facilities

The center could also contain facilities for specialized agricultural or natural resource research, if feasible for OSU. The intent here is not to suggest relocation of research facilities from Corvallis or elsewhere, but in the manner of the Hatfield Marine Science Center in Newport, development of specialized natural resource research appropriate to the new center's location.

D. Offices

Offices for agricultural groups -- possibly provided by the private sector -- could be expected to provide financial support to the facility's operation. Office tenants which could be included are:

1. Agricultural Commissions
2. Agricultural marketing firms and associations
3. Transportation brokers
4. State offices for Agricultural Promotion staff
5. State and federal agricultural product inspectors and support staff
6. Oregon State University Extension offices -- possibly centralizing the functions of the three metropolitan area counties into one facility.
7. Common support services, including marketing personnel, trade consultants, house counsel, banking services, central accounting, as well as printing, graphic, and word processing services.

E. Location

The facility must be conveniently located in accordance with the specific considerations below:

1. Easily accessible to the business people visiting Oregon;

2. Accessible to the general public traveling through the state; and
3. Adequate and convenient parking.

As noted, a growing number of agricultural commissions and organizations recognize the general metropolitan area as their marketing center. Thus, it may be desirable to locate the facility in the metropolitan area.

F. Development Scheme

A budget and development proposal must await more detailed technical studies. In concept, the center would be developed in manageable phases within the context of an overall development plan. The operating costs of the center must be supported by its users -- either visitors, office tenants, shows or educational events it hosts.

G. Planning and Development Structure

A unified structure to lead the planning and development of an Oregon Agricultural and Natural Resources Products Center is essential. This structure must involve representatives from major segments of the agricultural and natural resource economy, as well as respected business and community leaders. In particular, key agricultural groups which must be supporting participants if the concept is to be developed include:

1. The Oregon Wheat Commission;
2. The Oregon Department of Agriculture; and
3. Oregon State University -- School of Agriculture and its Agricultural Extension Service.

A management group with representatives from each of these entities, the Metropolitan Service District, and other key participants should be established to guide the project from inception to development.

Possible interrelationships also exist with the Oregon Museum of Science and Industry (OMSI). OMSI staff -- experts in developing and managing public displays -- could administer these areas of the trade center. As OMSI develops its own building plans, opportunities for both OMSI and the trade center may be created by jointly developing both on the same or adjacent sites.

ACTION PLAN

The Council of the Metropolitan Service District will pursue, on behalf of the metropolitan region and in support of the economic recovery of the state, the following Action Plan toward development of an Oregon Agricultural and Natural Resources Products Center:

Step 1: Seek to define with key members of the agricultural community including those noted above an entity to lead project development efforts. This could be a State Department such as the Department of Agriculture or Economic Development Department, or non-profit corporation with a statewide constituency.

Step 2: As part of Metro's 1987 recommended legislative agenda, and providing this initiative is supported by key groups in the agricultural community, the Metropolitan Service District will work to have legislation submitted which will assign project development responsibilities to the agreed upon State Department or non-profit agency, and secure state funding for necessary technical and development studies. Study efforts are expected to cost \$75,000, and include definition of the following:

- Study of participants and their ability to contribute to the center.
- Study of space needs and building program components including office, exhibit, trade show, etc.
- Study of operating plans and pro formas: Operating expenses are expected to cover operating and maintenance costs.
- Site feasibility analysis and selection.
- Feasibility of including some research or extension services of OSU.

Step 3: Based on the results of the above-mentioned studies, secure from the 1989 Legislature approval of the Oregon Agricultural and Natural Resources and Products Center financing plan and construction program.

Spectator Facilities

CHAPTER FOUR

SPECTATOR FACILITIES

The region has made substantial progress recently towards the development of a stadium and arena. The data commissioned by the Clackamas County Dome Foundation and prepared by the NBBJ Group has, for the first time, quantified events lost to the region due to inadequate spectator facilities and projected increases in demand for spectator events in the region over the next 15 years. NBBJ and the Dome Foundation have also described, for the first time, facility concepts, costs and operations pro formas for a 20,000 seat regional arena. Shields and Obletz, in a study commissioned by the Association for Portland Progress and the Portland Chamber of Commerce, have described flexible stadium concepts and sites in the central city area. Finally, Coliseum Consultants has prepared a report on stadium and arena siting criteria.

These preliminary data, in tandem with interviews of local and national experts conducted by the CTS, have demonstrated the market support and regional need for improved spectator facilities and have led to the development of this section of the Master Plan.

The Council of the Metropolitan Service District adopts the following Spectator Facilities as a strong and positive step towards stadium and arena development.

REGIONAL POLICY

The Metro Council establishes the following as regional policy

- (a) to provide direction to the regional commission and staff and
- (b) for coordinating with local plans:

- A. Investments in spectator facilities are essential to fully meet the region's quality-of-life and economic goals.
- B. The region's existing stadium and arena facilities are inadequate to meet the desires and needs of today's residents and the demands of projected growth.
- C. The region's inventory of spectator facilities should include the following:
 - 1. Spectator facilities serving typical arena uses requiring capacities of 15,000-25,000 seats. The use of such facilities would be concerts, sporting events, industrial exhibits, consumer shows, large plenary sessions for conventions and trade shows, etc.
 - 2. Spectator facilities serving typical stadium uses requiring capacities of 25,000-65,000 seats. The use of such facilities would be amateur and professional

sports, large meetings, such as religious sessions, athletic playoffs, motor vehicles events, concerts, industrial exhibit, track, consumer shows, etc.

ROLE OF THE REGIONAL COMMISSION AS REGARDS SPECTATOR FACILITIES

The Council of the Metropolitan Service District will establish a commission to develop and manage all convention, exhibition and spectator facilities in the tri-county region. This regional commission should, with respect to spectator facilities, be charged with developing adequate spectator facilities by:

- A. Implementing regional spectator facility policy.
- B. Securing staff and other resources necessary to prepare required spectator facility studies.
- C. Making final recommendations on stadium and arena site selection and financing plans.
- D. Seeking community approval of final recommendations.
- E. Operating all regional stadium and arena facilities. (The intent is to have one operating authority for all regional stadium, arena, convention and exhibition facilities.)

REQUIRED STUDIES

The Metro Council will allocate \$50,000 of the remaining CTS Resource Pool to separately prepare the next stages of studies for stadium facilities and arena facilities which include:

- A. Refined market analyses.
- B. Specific facility design concepts.
- C. Final regional site selection analyses.
- D. Detailed cost estimates.
- E. Detailed pro forma of regional convention and spectator facility program.
- F. Development and financing plan.

These studies should be prepared without delay according to a schedule which maintains the existing momentum. These studies should continue irrespective of efforts directed towards expansion of convention facilities.

SITE SELECTION CRITERIA

After the required studies are prepared, the regional commission will employ the following policies in siting stadium and arena facilities:

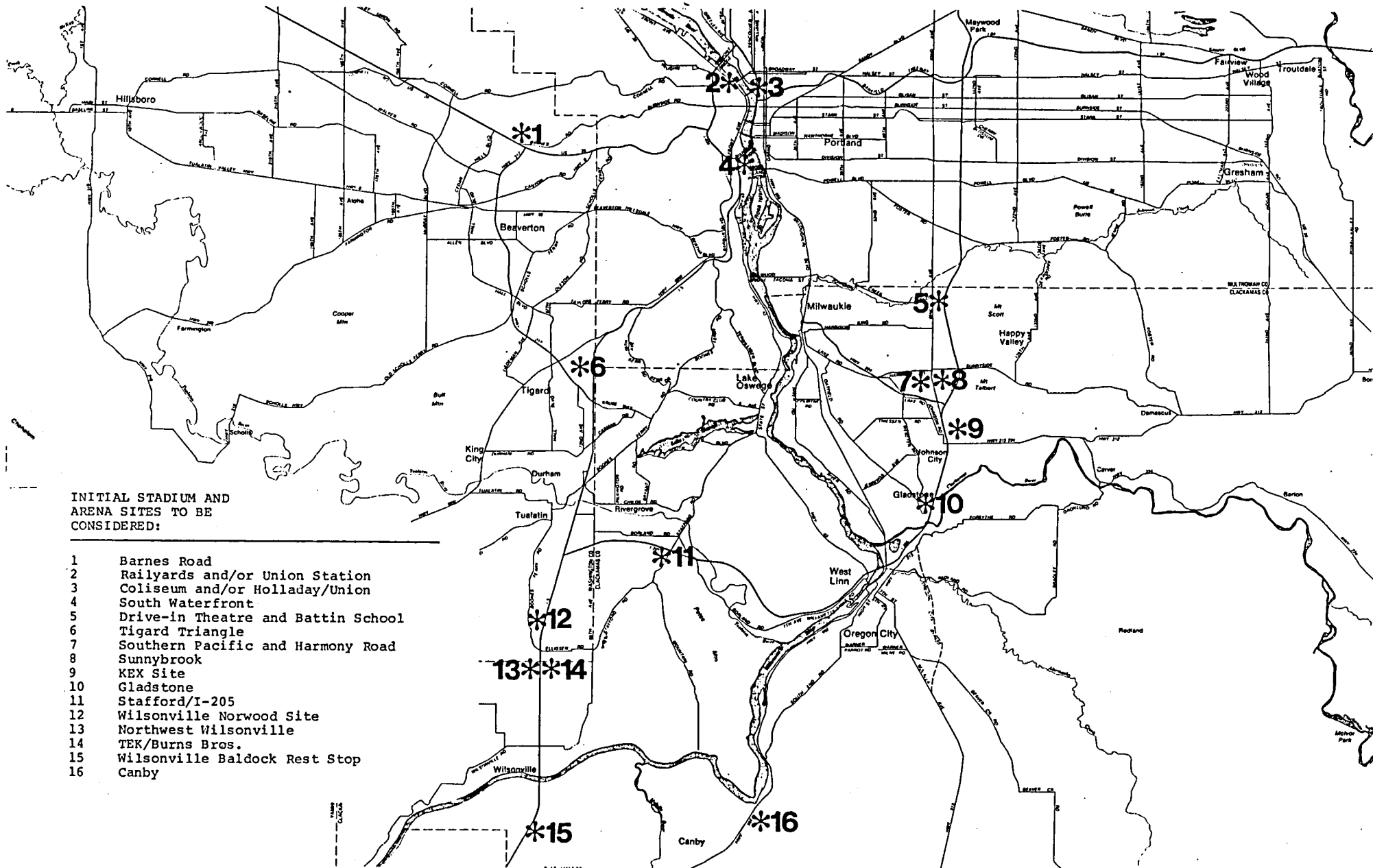
- A. The initial screening of stadium and arena facilities will be based on the criteria shown in Appendix "B" which must be met to ensure an effectively operating facility.
- B. Of the sites meeting the screening criteria, the regional commission shall employ the general policy of greatest regional economic good to select final sites. The specific measures of this policy must include: 1) the number of jobs created, 2) the amount of leveraged development, 3) the efficient utilization of public services (i.e., roads, sewers, etc.), and 4) economic impacts on other regional convention and spectator facilities.
- C. In making its site recommendations, the regional commission shall ensure that the full convention, trade and spectator facilities master plan is implemented in a manner which equitably distributes direct benefits throughout its district. To accomplish this objective, the regional commission should site spectator facilities in suburban locations, when there is no discernable loss of the spectator market and other location criteria (Appendix "B") can be met.
- D. The initial stadium and arena site evaluations shall, at a minimum, consider those shown in Figure 3.

SEEK FUNDING APPROVAL

The Council of the Metropolitan Service District will charge the regional commission with seeking community approval of the stadium and/or arena facility(ies) financing plan by 1990, if possible.

ESTABLISH OPERATING CAPABILITY

The Council of the Metropolitan Service District will charge the regional commission with preparing a transition plan together with the E-R Commission to utilize the existing E-R Commission staff to operate the regional stadium and arena facilities.



**INITIAL STADIUM AND
ARENA SITES TO BE
CONSIDERED:**

- 1 Barnes Road
- 2 Railyards and/or Union Station
- 3 Coliseum and/or Holladay/Union
- 4 South Waterfront
- 5 Drive-in Theatre and Battin School
- 6 Tigard Triangle
- 7 Southern Pacific and Harmony Road
- 8 Sunnybrook
- 9 KEX Site
- 10 Gladstone
- 11 Stafford/I-205
- 12 Wilsonville Norwood Site
- 13 Northwest Wilsonville
- 14 TEK/Burns Bros.
- 15 Wilsonville Baldock Rest Stop
- 16 Canby

Initial Spectator Facility Sites to be Considered

APPENDIX A

**HOLLADAY/UNION CONVENTION AND
TRADE SHOW CENTER CHARACTERISTICS**

APPENDIX A

HOLLADAY/UNION CONVENTION AND TRADE SHOW CENTER CHARACTERISTICS

BUILDING REQUIREMENTS

- A. The site meets the minimum building program requirements. The site allows development of the exhibition space and meeting rooms all on one level. Truck loading and storage areas would be adequately sized and have direct access onto the floor of exhibition halls.
- B. The site provides for a minimum of 100,000 net sq. ft. of future exhibition space on the same level and contiguous to the original exhibition space component. Contiguous expansion space of up to an additional 200,000 net sq. ft. could be developed through construction over N.E. Glisan Street.
- C. This site can accommodate 1,500 surface parking spaces while still preserving the expansion area. The Bureau of Transportation Planning and Financing analysis recommends that as little as 1,000 spaces could work at this site, due to the proximity of Coliseum parking and other on-and-off-street parking. The Bureau's analysis used 1,000 spaces in determining worst case impacts. The Site Options and Preliminary Cost Estimates project 1,200 spaces. These spaces would have immediate access to the exhibit halls. Leasing ODOT properties under the freeway ramps to the west of the site would permit additional parking, if desired.

TOTAL DEVELOPMENT COSTS

The Holladay/Union site is the least expensive of the four alternatives in terms of total development cost (\$83.7 million).

RELOCATION

- A. The development of the site for a convention and trade show center will displace approximately 25 businesses. 75 percent of the businesses are tenants. A total of 270 people are employed by the existing businesses and organizations on the site. Most of the businesses have five or fewer employees, with almost all having fewer than 20. The largest employers are the State Adult and Family Services office, and the NE Community Mental Health Center, with a combined total of 105 employees.
- B. All of the businesses indicated a desire to relocate if this location is chosen as the convention center site as opposed to closing their business. All felt they would be able to satisfactorily relocate, although in some cases there was a

concern about the impact of a potential rent increase. In general, the retail businesses along Union Avenue expressed the most concern. Even so, only three expressed negative feelings about the proposed project. Most of the businesses off of Union Avenue were quite supportive of the idea of the convention and trade show center and seemed to express relatively low concern about moving. Most indicated that they believed they could move to any of several areas without adversely affecting their business.

- C. Most of the businesses do not present any unusual or difficult problems in terms of relocation. The six retail-oriented businesses on Union Avenue will need similar exposure in a new location. There is currently a fairly good supply of vacant potential retail space in the N.E. and S.E. Union/Grand area that would probably be suitable for the current businesses along Union Avenue.

Most of the other businesses seemed to be quite flexible with respect to areas that might be considered as potential relocation sites. Some indicated they would consider Swan Island as an acceptable, potential relocation area. This flexibility will probably result in their businesses being able to select from several reasonable options in choosing a replacement location.

- D. A business that is sometimes difficult to move is a plating works. However, the Portland Development Commission (PDC) has successfully moved plating plants in the past, and the Rose City Plating Works is a relatively small operation.
- E. There are eight outdoor displays (billboards) owned by Ackerley Communications. Current stringent regulation related to the placement of outdoor advertising signs make it difficult to relocate these signs.
- F. Overall past experiences in Portland indicate that about 85 percent of businesses required to relocate actually successfully do so. The reason some businesses do not relocate is not always directly related to the project causing the displacement; it may be because of retirement or some other reason. At this site, because of the nature and general strength of the businesses involved, it is expected that a higher percentage, if not all of the businesses, will be able to satisfactorily relocate.

TIMING AND BUDGET CERTAINTY

- A. All of the site area, with the exception of street rights-of-way, is in private ownership. About one-third of the site is owned by the Lloyd Corporation. Acquisition of the site, relocation of existing tenants and building demolition will be accomplished through a "quick-take" process, if necessary. The timing of the condemnation and relocation process can coincide with the design and bidding work elements.

- B. By using the "quick-take" process, the cost of the land acquisition may not be fully known until a year after construction begins. The relative stability of land values in the area minimize the risk of this uncertainty.
- C. The minimum City code requirements affecting this site reduce time and budget uncertainties.
- D. Soils analysis indicate favorable conditions with minimum cost risks due to soils conditions.

ACCESS REQUIREMENTS OF OUT-OF-TOWN CONVENTION AND TRADE SHOW DELEGATES

- A. Approximately 1,450 existing first-class hotel rooms in the close-in eastside are located within a 15-minute "business pace" walk of the Holladay/Union site.
- B. The Coliseum Light Rail Transit (LRT) station is located three blocks from the proposed front door of the facility. Construction of a new station platform immediately adjacent to the facility is part of the development program. LRT will provide direct transit access to the state's largest hotel, the Red Lion, Lloyd Center (520 rooms). LRT will also provide good access to hotels located in the downtown core; particularly the Westin Benson, Hilton, and Heathman.
- C. The site is well located in relation to the existing concentration of eastside hotels and has good access to downtown via the Steel Bridge. As a result, shuttle bus routes will be relatively easy to establish.
- D. The site is not well situated for pedestrian access to existing retail and restaurant facilities in the downtown and Lloyd Center area. Transit will serve to enhance the connection between the facility and Lloyd Center and downtown amenities. With its initial service level of a train in each direction every 15 minutes or less (until 9:30 p.m. on weekdays, and until 6:00 p.m. on Saturdays), and service every half-hour at other times, the light rail line should provide a very attractive, high capacity shuttle service between downtown, the convention center, and the Lloyd Center area. In addition, 16 or more buses per hour in each direction will run between Coliseum Station and the Transit Mall. Additionally, three bus lines provide at least nine buses per hour between this site and downtown via the Union/Grand couplet.

ACCESS AND PARKING REQUIREMENTS OF LOCAL USERS

- A. Access to freeway and arterial streets and regional transit service will be particularly important for consumer shows and other large events that draw from the local population.

- B. The site is directly accessible to/from I-84 via the Holladay Street, Union/Grand, and Coliseum off-ramps. Access from I-5 from the Broadway (southbound) and Weidler (northbound) ramps is less direct. I-5 suffers from weaving problems in the immediate vicinity of the site. Planning is currently underway by ODOT to address this problem.
- C. Tri-Met indicates that with the startup of Banfield LRT service and implementation of the companion package of bus route changes, the Holladay/Union Avenue site will have the best public transit service of the four site alternatives. About one-third (the highest share of the site options) of local users of the center would have direct access to transit lines which serve this site. During an average mid-day hour, 35 vehicles would provide over 3,000 spaces of transit capacity (highest of the site options). The routing of these buses will occur through the soon to be built Eastside Transit Transfer Center which will provide an identifiable facility for bus users.
- D. The Holladay/Union site would require a minimum of 1,000 parking spaces. This would result in off-site parking approximately 32 event days per year. Most of this off-site demand can be met at the Coliseum. Approximately 11 days per year, attendees would need to walk about 10 minutes, and three days per year will require a 15- to 20-minute walk. If desired, 500-1,000 additional surface spaces can be provided.
- E. In overall terms the Union/Holladay site affords the best transportation access to the tri-county community -- although its relative advantage to the Union Station and Coliseum options is not overwhelming.

SPECIAL FEATURES

- A. The three most critical factors in marketing the facility are (1) the desirability of the metropolitan area as a destination resort; (2) the functional design of the building in meeting the requirements of mid-sized events, and (3) access to major hotels, restaurants, and retail. All four of the site options do well in meeting these criteria and are deemed to be marketable by the GPCVA.
- B. The Holladay/Union site currently lacks locational attributes that are clearly distinguishing. The site is bordered by freeway ramps on two sides. This will be a factor to be overcome in creating a strong identity for the project.
- C. According to the GPCVA, the locational and architectural identity limitations of the Holladay/Union site are not expected to limit the marketability of the site. All other factors being equal, the unique architectural image or the unique locational image of the other site options represent marketability advantages to these sites. However, the GPCVA

does not project any difference in delegate or event counts at the Holladay/Union site.

- D. The proximity to the Memorial Coliseum may permit joint use for larger events than could be achieved at other sites, if scheduling permits.

LAND USE POLICIES AND OBJECTIVES

- A. A convention center siting at the Holladay/Union location is consistent with existing policy and current zoning.
- B. All review could be handled administratively if no zoning code exceptions for parking and landscaping were requested.
- C. According to the Planning Bureau, the location supports urban development, economic and transportation policies of the comprehensive plan.
- D. The activity generated by the convention center strengthens and supports the Holladay Corridor and the substantial public investment made in the transit system.
- E. Development will likely be encouraged to infill around the convention center location, supporting policies for the strengthening of existing business districts.
- F. According to the Planning Bureau, identification and strengthening of pedestrian routes to adjacent areas, particularly the Lloyd Center and downtown, should be a part of the development proposal.
- G. Preliminary analysis of the proposed design indicates there may be minor conflicts with zoning code regulations for access and parking design.
- H. Superblock review may be required.

NEIGHBORHOOD AND SOCIAL ISSUES

- A. The principal transportation impact of this alternative would be the closure of N.E. Oregon between N.E. First and N.E. Union. This traffic can be shifted to N.E. Glisan and N.E. Hassalo. The following street modifications would also be required:
 - 1. New street connection from N.E. First Avenue to N.E. Glisan;
 - 2. The I-84 on-ramp at N.E. Occident Street and N.E. Oregon Street should be modified to permit freeway access from N.E. Occident, with a signalized intersection; and
 - 3. N.E. Oregon Street should be converted to a two-way street from N.E. First to N.E. Oregon to provide direct access to I-84.

- B. Residential neighborhoods adjacent to the Lloyd Center-Coliseum area have expressed their concerns regarding the traffic impacts on their neighborhood street resulting from commercial developments. The convention center would have minimal neighborhood impacts with approximately 15 vehicles in the p.m. peak leaving on N.E. Weidler and 20 vehicles on N.E. Union. The volumes will not significantly affect neighborhood streets.

DEVELOPMENT PROSPECTS AND OBJECTIVES

- A. All of the site area required for the project, except street rights-of-way, is in private ownership. Lloyd Corporation owns about one-third of the site area. The subject property has experienced relatively little upgrading or redevelopment over the last 20 years. If the convention center is not developed, properties within the site would be likely to redevelop on a parcel-by-parcel basis over time.
- B. Potential sites are available for an adjacent headquarters hotel. Sites to the east of the facility, including the site of the now-vacant Sears store, would also benefit from excellent proximity to the center.
- C. Since the vacation of the Sears store on Grand Avenue, the area has experienced declining activity. Several of the area businesses said they were experiencing an increase in criminal activity at their businesses -- robbery, burglary and vandalism. Most attributed this increase to the vacancy rate and the decline of business activity on the site and the immediate surrounding area.
- D. Implementation at this site would re-vitalize business activity along the Union/Grand Corridor and Lloyd Center area. It is expected that the convention center, in tandem with the implementation of the LRT, would create a special development corridor along Holladay Street between the center and the Lloyd Center. This could provide the long-sought link needed to break the perception barrier of the river in connecting the traditional downtown area with the inner eastside and creating a "greater" central core.

PUBLIC SUPPORT/OPPOSITION

- A. The CTS Outreach Program found uniform support for the Union/Holladay site from all directly affected eastside neighborhood and business groups.
- B. The Outreach Program uncovered no direct opposition to the site.

APPENDIX "B"

SITING CRITERIA FOR STADIUM AND ARENA FACILITIES

GENERAL SITE CRITERIA

In the sections which follow, General Criteria will be presented which should be applied to any spectator facility site evaluation. Later in this report, Specific Criteria will be presented for each of the three types of facilities now under consideration. These latter sections will also address the issues involved in comparing Central Business District (CBD) and Suburban sites.

There is virtually no question in the public assembly facility field that convention facilities belong as close to the heart of downtown as possible. Close proximity to hotels, retail, transportation, restaurants, and other ancillary services is considered critical to the success of convention facilities, which serve and depend heavily on out-of-town visitors.

In contrast, spectator facilities, such as stadiums and arenas, primarily serve local residents, providing a wide variety of sports, entertainment and other activities for all segments of the community.

Spectator facilities have been successfully sited in both downtown and suburban locations. Unlike convention centers, there are no hard and fast rules which dictate siting. Rather, it is regional preferences, land availability and ownership, and other conditions which influence arena and stadium site selection. Proponents of either CBD or suburban siting can each present many illustrations of facilities that have served their communities well and prospered in either setting.

In selecting a site for any spectator facility, there are a number of areas which must be given careful consideration. To cite just a few, location, physical adaptability, access, parking, transportation, costs, timing, site availability, utilities, neighborhood impact, economic impact, and others.

LOCATION

The location of a spectator facility is critical to its potential success. It must be sited so that it can be conveniently reached by residents from throughout the metropolitan area, either in private vehicles or some form of public transportation. While most attendees at stadium and arena events will normally use their own cars, it is important in planning to recognize that overdependence on private vehicles, may be unwise in the long-term. Further, there are many citizens, including some elderly, who either do not own or do not drive vehicles. They should also have the opportunity to attend events in the facilities. The right location, served by convenient public transportation, may be the key to this matter.

Recommended Criteria

The facility should be as close as possible to the geographic center of population of the region, presently and in the projected future.

Physical Adaptability

A selected site should be of a size and shape which can best accommodate the facility. Soil conditions should be suitable for the proposed development. A site free of structures and other restraints requiring relocation is often better than one in a congested area, requiring considerable time assembling and added expense clearing the site.

Sites with highly irregular shapes (e.g., very long and narrow) or with severe contours and elevation variations may be difficult to work with, need excessive site preparation, and possibly require functional compromises not in the best interest of the ultimate operating efficiency of the facility.

The selected site should not be land-locked, and must have the potential for some future expansion to meet additional needs such as parking, service, access, or whatever may arise during the lifetime of the facility.

Even if the site itself meets basic criteria, it must also be determined if proper access and circulation can be developed to it. The impact on the area's existing traffic and transportation plans must be studied, as well as any possible closing or rerouting of major streets.

Recommended Criteria

Preferably, the site should be level and as close to a square or rectangle as possible.

There should be sufficient land for the facility, depending upon its type and location, plus a reasonable amount of space for on-site parking, access, circulation, and required services. (Suggested acreage listed in Specific Criteria, later in this report.)

Soil conditions should be adequate to support the type of facility to be developed.

The site should be relatively free of buildings, streets, residences, businesses and other things which might have to be relocated.

ACCESS AND PARKING

Once a properly located site of adequate size, shape and adaptability has been identified, the most critical siting issues become access and parking.

Patrons must have the ability to expeditiously and safely get to and from the facility, and should have convenient parking, if they elect to use private vehicles. In normal traffic, the bulk of patrons should be able to travel between the site and their homes in 30 minutes or less under most ideal conditions.

A poorly located and accessed site may cause spectators to avoid events which they feel will present them with unnecessary personal inconvenience. A facility must be sited with fans in mind.

A community has to determine what is reasonable to expect of its citizens, when siting a spectator facility. It is undesirable to establish criteria which would be unreasonable or impractical, perhaps affecting the ultimate success of the facility and/or its tenants. Very often, total time spent going to and from an event may be as important in deciding to attend the event, as the event itself.

Under the most ideal circumstances, a spectator facility might be located close to the hub of the freeway system, immediately adjacent to rapid transit, and close to public transportation in all directions. There would be more parking available for cars and buses on and near the site than might be needed, even for capacity events. Any required flow on streets between the site and freeways would be short in distance and expeditious in operation.

Stadium events, especially, generate very large crowds. In the current analysis, crowds of up to 60,000 perhaps attending a football game could descend on the site usually over a two to two and one-half hour period in advance of the event, peaking in the last 30 to 60 minutes. Virtually the entire crowd will attempt to egress simultaneously, and expect convenient, fast exiting.

Arena crowds in somewhat smaller numbers usually arrive up to one and one-half hours before an event, with peak ingress 20 to 30 minutes before the start of the event, on the average. With most fans leaving about the same time, for most events, they also expect expeditious exiting.

During ingress and egress periods, capacities and conditions on nearby freeways become critical to the efficient flow of vehicles coming to/from the spectator facilities. This especially is the case during egress when spectators are all trying to exit in about one-quarter to one-half the time they took to converge on the facility. Typically, the capacity of freeways and arterials near the site during post-event periods has the greatest impact on required egress time.

It is most important in site selection that there not be an overdependence on any one access. If possible, the site should be reachable from all directions, dispersing the ingress and egress flow to the greatest degree possible. Overdependence on one access can create havoc and fan dissatisfaction when inevitable accidents and other tieups occur during peak ingress and egress periods.

While efforts must be made to select a site which will give the spectators the option of using public transportation, in reality the overdependence on use of private automobiles cannot be overlooked in planning.

Some spectator facilities have been planned providing one on-site parking space for every three to four seats in the facility. Others, especially downtown domed stadiums, have limited or no parking on-site, rather depending on the downtown parking inventory to satisfy their needs. These latter types of facilities, primarily stadiums, typically draw their largest crowds to football games on Sunday afternoons.

Since Portland is also considering arena facilities, it may be important to note that arena events have somewhat different parking requirements than those for downtown stadiums. These will be further identified in the Specific Criteria.

Whereas, football fans at an afternoon game may be tolerant of considerable walking to/from the stadium, it is doubtful certain arena crowds might be willing to undergo the same inconvenience. For example, the situation might be different with older folks attending an ice show, the family with young children at the circus, and any number of others attending events which end from 10:30 p.m. to midnight, perhaps at times of inclement weather. These different circumstances suggest that greater emphasis on on-site parking for arena-type events is mandatory.

Experiences cited elsewhere of successful downtown locations without parking, such as at the Metrodome in Minneapolis, must be closely evaluated. NFL games eight to 10 times a year, combined with baseball, involving many of the same fans time and again, is an entirely different situation than a multi-purpose arena or stadium/arena schedule appealing to a much more diverse cross-section of a community.

The majority of spectator facilities rely on surface parking. A small percentage (e.g., Busch Stadium in St. Louis, Riverfront Stadium in Cincinnati, and the Louisiana Superdome) utilize garages on or near the site, whereas other downtown facilities count mostly on off-site local parking inventory, some very close to the site.

Being able to identify a given parking inventory within certain distance of a potential site is valuable. But, there must also be the certainty that the inventory will be available at the times desired for spectator facility events. Since much of the parking inventory in typical downtown areas is privately owned and operated, there is always the question whether the operators would be willing to keep their garages open nights and weekends to accommodate stadium and arena events. Potential periods of overlapping need to be carefully reviewed, as well (e.g., events held during peak shopping periods, or evening football crowds arriving before daytime parkers have cleared the garages).

It should be noted that most downtown garages are not designed for anticipated spectator peaks. The garages' normal entry and exit patterns are spaced to a much greater degree throughout the day than the typical mass ingress and egress at stadiums and arenas.

Reliance upon parking controlled by others also runs the risk that the parking inventory might be displaced by future development in the surrounding area. Loss of parking through nearby development or private operators not serving events could seriously impact upon a facility sited in reliance upon such parking.

Any site selection relying upon a shuttle system to satellite parking will need a commitment from public transportation that it will provide sufficient service when and where needed. Spectator facilities require this service on nights and weekends, when public transportation is normally operating on reduced schedules. In the case of Monday night football, the peak stadium need may directly overlap with the homebound commute period, thereby further straining the resources of the transportation agency.

In theory, it would be desirable not to schedule events which would conflict with other peak traffic in an area. But in actual practice, neither the facility or the local team has any control over event starting times, especially those being shown on television. For example, Monday Night Football starts at 6:00 p.m. Pacific Time, traffic and local access notwithstanding. While this is a worst case situation usually occurring once or twice a year, it is nonetheless an important factor to consider in site selection, particularly in downtown locations.

As noted above, proximity to parking at arena events may be somewhat more important than at certain stadium events. This is due to the different hours at which arena events are held, the cross-section of the populace which attends, less likelihood of frequent late night public transportation, safety considerations in some adjoining neighborhoods, inclement weather, and other factors.

When considering siting possibilities in Portland's CBD, it may be noted that in comparison to other cities, Portland has short blocks of only about 200 feet. While this offers the opportunity for expeditious walking, it must also be noted that the bulk of the CBD parking inventory is located south of Burnside, whereas some sites under discussion are considerably north of this street. At present, the walk between these locations seems neither safe or comfortable.

Recommended Criteria

The site should be adjacent to or in close proximity to the freeway system.

There should be convenient access to/from the freeways via more than one interchange.

Minimal driving on arterial roads between the freeways and the site should be required.

There should be sufficient parking on-site and within short walking distance of the site to adequately handle capacity crowds. (Suggested totals listed in Specific Criteria, later in this report.)

The selected site should not compromise current or future planned traffic patterns in the area, and not require rerouting of major traffic arteries.

Ingress and egress routes to/from the site should be available in as many directions as possible.

There should be minimal controlled intersections between the freeways and the facilities.

Local streets needed for access to the site should have adequate capacity to handle increased, often heavy traffic before and after events, within reasonable arrival and dispersal periods.

The site should be close to existing public transportation, or have reasonable potential for future service on a regularly scheduled basis.

Safe, expeditious pedestrian access to/from off-site parking and transportation should be available.

There should be minimal or no interference between pedestrian and vehicular traffic before and after events.

If plans include use of existing parking inventory, it must be located within reasonable walking distance of the site, and there should be some certainty that sufficient spaces will be available during event periods.

There should be reasonable access between the site and the airport and hotels for the convenience of visiting teams, officials, media, performers and others.

SITE AVAILABILITY, COSTS, TIMING

Once a site has been identified as having potential for a spectator facility, availability, the costs of assembling and preparing the site, and the time required become most important.

Existing land use and the probability of inexpensively and expeditiously acquiring the required site must be carefully analyzed.

A readily assembled site with minor drawbacks, which can be bought at much lower cost, might be more desirable than a perfect site, which requires much higher investment, long delays in assembly, and possibly prolonged periods of negotiation, litigation and bureaucratic processes.

Construction of major spectator facilities often takes two to three years, depending upon local conditions and the complexity of the project. Excessive additional time in site acquisition and preparation not only affects the project completion date, but can result in substantially higher costs, as well.

In addition to any property acquisition costs, consideration must also be given to those costs involved in relocating businesses and residences, demolition, site preparation, streets and utility rerouting, and related matters.

Potential off-site costs are also major factors. These might include street and freeway improvements, transit extensions, utility relocations or extensions, bridge access modifications, air rights and the like.

Off-site improvements, requiring funding by governmental agencies, must be seriously studied. Long delays in funding or waiting to be included in a capital improvement plan can be critical to the timing of the spectator facilities.

Recommended Criteria

There should be reasonable certainty that the site can be acquired, and that existing uses can be accommodated elsewhere in the area.

It is desirable that the land be publicly owned or that there be an opportunity for publicly supported acquisition and financing, if possible.

The site should be obtainable at the lowest possible costs, from as few owners as possible.

Site clearance and preparation expenses should be as low as possible.

There should be minimal required off-site costs for streets, freeways, transit improvements, utility extensions et al.

Minimal time should be required to assemble the land.

Minimal time should be required for any zoning or other necessary changes. There should be reasonable certainty of success with any requested changes.

Required relocations should be capable of being handled expeditiously.

Adequate water, sewer, storm drainage, electrical service and other utilities should be available to the site.

There should be minimal or no major off-site utility extensions or expansions required.

The site should be free of major utility trunklines which might have to be relocated to prepare the site.

NEIGHBORHOOD IMPACTS

Spectator facilities have the potential to present problems to certain types of neighborhoods, unless there is careful site selection and planning.

These facilities attract large numbers of people and vehicles in concentrated periods. The crowds create noise, traffic congestion, air pollution, litter, parking problems and other irritations for those who normally live and/or work in the selected area. Open-air stadiums, especially, create noise levels not often found in neighborhoods. This noise often occurs in the evening, especially with stadiums that present baseball, concerts and motor sports.

Neighborhood acceptance, or at least tolerance, is vital to any spectator facility. Planning must be sensitive to the needs of the facility's neighbors.

Access by neighbors during peak event periods, competition for parking spaces normally used by neighbors, disruption of normal transit service during events, noise, vibration, and emergency vehicle access are just some of the matters to be considered. While these types of problems may usually be minimized in commercial and industrial areas, they deserve special attention if sites are considered in or proximate to residential areas. In these locations, night and weekend conflicts may be especially troublesome.

Just as it is important to consider protection of the neighborhood from new problems presented by the facility, it is equally essential that spectators be shielded from unsafe and uncomfortable experiences going to and from the stadium or arena. A realistic look not only at the site but the surrounding area is necessary.

Recommended Criteria

The use of the site for a spectator facility should be compatible with established and planned community use patterns.

The proposed facility should present minimal conflict with existing neighborhood activities (parking, traffic, noise, vibration, air pollution, litter, emergency vehicle and neighborhood access during peak event periods, etc.).

The immediate neighborhood and areas through which spectators might have to walk or ride should be free of any influences which might suggest unsafe or uncomfortable surroundings, especially during evening events.

ECONOMIC IMPACT

The competitive nature and economics of the convention industry virtually mandate that centers be located downtown. On the other hand, there is no conclusive evidence that spectator facilities must be in either downtown or suburban locations.

It is generally acknowledged that spectator facilities do not stimulate the same levels of new economic activity, as do convention centers. The impact from spectator facilities comes more from image, community pride and prestige, than economic activity.

Some communities have used the building of a downtown stadium as a focal point for improved community image and as a source of local pride. But others have made the same claims with facilities built in suburban locations. No clear evidence exists which suggests that a suburban location offers greater economic impact than a downtown location, or vice versa.

Nearby off-site developments, such as motels, restaurants, and other services in all probability will result more from local density and freeway volume, than the existence of a spectator facility.

For spectator facilities, economic impact is not expected to be a major factor in site selection, unless all other factors are found to be equal between two or more sites.

Recommended Criteria

The site should be prominent, so as to provide an image that will be a source of local pride, as well as national and regional recognition.

The facility should be visual from the surrounding area and adjoining freeways, if possible. It should make a strong community and architectural statement.

The site should be close to potential areas of off-site development of new businesses, which might both complement and benefit from the spectator facility.

SPECIFIC CRITERIA

In addition to the aforementioned General Criteria, there are Specific Criteria, which would apply to the siting of each of the three types of facilities under consideration. These are presented for both CBD and suburban locations.

It will be noted that the differences in CBD and Suburban criteria primarily relate to the amount of on-site and nearby parking, and proximity to transportation.

In suburban locations, there is predominant reliance on the use of private vehicles to attend spectator facility events. This requires a much larger site than CBD locations, which rely on use of existing downtown parking inventory. For the sake of emphasis, however, we repeat the concerns expressed earlier in this report concerning availability and proximate location of this inventory.

Parking demand depends upon the degree of usage of public transit and vehicle occupancy. The average vehicle occupancy at spectator facilities parking ranges from 2.5 to 4 persons per car, varying with the area and the type of event. For sporting events, for example, the average may be lower than for family shows, such as circuses and ice shows, at which a number of youngsters might be included in many of the vehicles.

For initial criteria purposes, we have projected that 80 percent of the patrons coming to spectator facilities will come by private vehicles, the balance in public transit or by other means. An overall average of three persons per car was projected in reaching the suggested criteria. These estimates could be subject to later refinements and site specific analyses.

In spite of the heavy reliance on the use of private vehicles, it is most important that maximum use of public transportation be anticipated to the greatest degree possible. In the tri-county region, careful attention should be paid to the Regional Transportation Plan, and Tri-Met's Urban Service Criteria.

In the criteria which follow, a greater need for on-site parking is recommended for CBD stadium/arena and an arena, as compared to the stadium only option. For reasons outlined earlier in this report, it is felt that the majority of spectators attending typical arena events will not tolerate the inconveniences which a football crowd might, such as walking considerable distances to parking.

While the following criteria are intended to apply to any locale, they are particularly related to the metropolitan Portland area, especially with reference to the light rail system and potential Transit Mall extensions.

ADDITIONAL CRITERIA FOR 24,000 SEAT ARENA

Central Business District

Approximately 12 acres for the facility footprint, circulation and services.

Space for on-site parking for approximately 5,000 cars, estimated 40 acres.

Additional parking for an additional 1,500 cars within a five-minute walk from the site.

Within three to four blocks maximum of light rail station.

Within three to four blocks maximum of Transit Mall or extension.

Maximum four to five blocks from freeway interchanges.

Convenient access to freeways by more than one bridge.

Overcrossings or other means of preventing traffic delays caused by vehicular/pedestrian conflict.

Maximum post-event dispersal time (in vehicles, on way home, in normal flow) of 30 minutes for events up to 18,000 and of 45 minutes for larger crowds.

Suburban

Approximately 12 acres for the facility footprint, circulation and services.

Space for on-site parking for approximately 6,500 cars, estimated 52 acres.

Adjacent to or in close proximity to a freeway.

Direct access to the freeway, without required driving on local streets.

Close to existing or future major transit trunklines.

Maximum post-event dispersal time of 30 minutes for events up to 18,000 and of 45 minutes for larger crowds.

ADDITIONAL CRITERIA FOR 60,000 SEAT STADIUM/ARENA

Central Business District

Approximately 16 acres for the facility footprint, circulation and services.

Space for on-site parking for approximately 5,000 cars, estimated 40 acres (assumes parking will be needed for arena events, even if not absolutely required for all types of stadium events).

Additional parking for additional 11,100 cars within a 15- to 20-minute walk of the site.

If heavy reliance on off-site parking, certainty of availability and operation, during event periods.

Within three to four blocks maximum of light rail station.

Within three to four blocks maximum of Transit Mall or extension.

Maximum four to five blocks from freeway interchanges.

Convenient access to freeways by more than one bridge.

Overcrossings or other means of preventing traffic delays caused by vehicular/pedestrian conflict.

Maximum post-event dispersal time of 30-45 minutes for arena events, and 45-60 minutes for stadium events.

Pleasant neighborhood environment along streets with the heaviest, anticipated pedestrian flow.

Suburban

Approximately 16 acres for the facility footprint, circulation and services.

Space for on-site parking for approximately 16,000 cars, estimated 128 acres.

Adjacent to or in close proximity of a freeway.

Direct access to the freeway, without required driving on local streets.

Close to existing or future major transit trunklines.

Maximum post-event dispersal time of 30-45 minutes for arena events, and 45-60 minutes for stadium events.

ADDITIONAL CRITERIA FOR 60,000 SEAT STADIUM

Central Business District

Approximately 16 acres for the facility footprint, circulation and services.

Space for on-site parking for a minimum of 1,000 cars estimated eight acres (assumes minimum required for VIP, participant, official, press, and other permit parking).

Additional parking for additional 15,000 cars within a maximum 20- to 30-minute walk from the site.

On-site parking for approximately 250 buses, estimated five acres.

If heavy reliance on off-site parking, certainty of availability and operation, during event periods.

Within three to four blocks maximum of light rail station.

Within three to four blocks maximum of Transit Mall or extension.

Maximum four to five blocks from freeway interchanges.

Convenient access to freeways by more than one bridge.

Overcrossings or other means of preventing traffic delays caused by vehicular/pedestrian conflict.

Maximum post-event dispersal time 45-60 minutes.

Pleasant neighborhood environment along streets with the heaviest, anticipated pedestrian flow.

Suburban

Approximately 16 acres for the facility footprint, circulation and services.

Space for on-site parking for approximately 16,000 cars, estimated 128 acres.

Adjacent to or in close proximity of a freeway.

Direct access to the freeway, without required driving on local streets.

Close to existing or future major transit trunklines.

Maximum post-event dispersal time of 45-60 minutes.

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Urban Growth Boundary. The findings would go to the Land Conservation and Development Commission (LCDC) on July 24 to be considered for final acknowledgement, she reported.

Vote: A vote on the motion resulted in:

Ayes: Councilors DeJardin, Frewing, Gardner, Kafoury, Kelley, Kirkpatrick, Myers, Van Bergen and Waker

Absent: Councilors Cooper, Hansen and Oleson

The motion carried and the Ordinance was adopted.

8. RESOLUTIONS

8.1 Consideration of Resolution No. 86-648, for the Purpose of Adopting the Regional Convention, Trade, and Spectator Facilities Master Plan and Declaring Intent to Carry Out Recommendations of that Master Plan Related to Metro

Steve Siegel, Intergovernmental Resource Center Administrator, stated the Master Plan before the Council was the same plan recommended by the Regional Convention, Trade, and Spectator Facilities (CTS) Committee on May 15. He further explained the plan was contingent on whether the region's voters approved funding for the facility. A request for a \$65 million General Obligation bond measure would be before the voters on November 4, he said. He then summarized the four main components of the CTS Master Plan:

1. Establishing a regional commission to operate the CTS facilities;
2. Recommending the Holladay/Union site for a convention and trade show center;
3. Establishing a mission of Metro working with the Legislature and Department of Agriculture to potentially develop a agri-business center or agricultural resource product center; and
4. Establishing policies for long-term development and implementation of a stadium and arena.

Mr. Siegel reported the City of Portland Council had unanimously adopted a resolution approving the CTS Committee's recommendations and had adopted an ordinance designating the Holladay/Union site for the convention and trade show center. In response to Councilor Myers' question, he explained the City Council's action would amend

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the CTS Committee's recommendation but those changes were minor. He also explained Metro was the only other government to formally adopt the CTS Master Plan. The City Council had adopted portions of the plan directly effecting the City.

Councilor Waker asked if it were true Multnomah County had yet to act on the CTS Master Plan. Mr. Siegel reported the County had adopted an ordinance to set in place a hotel/motel tax to fund the convention and trade show center. An intergovernmental agreement would soon be signed regarding this tax, he said. Also, over the next three years staff would seek the County's commitment to include the Exposition Center in the CTS Master Plan.

Councilor Kelley asked if the City of Portland had addressed the issue of urban improvements to the Holladay/Union site area and whether the community supported the changes addressed in the Master Plan. Mr. Siegel said it was important to understand the urban renewal area was not an element in financing the center. He explained, however, the City was committed to implementing a local improvement district in the area by March of 1987 and that step would be an important part of the project. Other financing would be provided by the state (\$15 million) and from a General Obligation bond measure (\$65 million). He thought the November bond measure would be successful and he expected good community support.

Councilor Frewing asked staff to review changes in the FY 1986-87 budget associated with the CTS project and to explain when those changes would be before the Council for consideration. Mr. Siegel said staff was still preparing the final project budget. He estimated between \$2 and \$3 million would be expended in FY 1986-87. The hotel tax, he explained, would provide revenue for some of those costs. Executive Officer Gustafson added he would submit a CTS supplemental budget to the Council for approval at a later date.

In response to Councilor Kafoury's question, Mr. Siegel said the new CTS commission would be appointed upon approval of the General Obligation bond measure, hopefully by July 1, 1987. He said the existing CTS Committee had agreed to work until that time to provide overall guidance for the project.

Councilor Kafoury asked if the Master Plan called for pursuing facilities other than the convention and trade show center. Mr. Siegel said the Council was being asked to develop a CTS program by 1990 to include providing \$50,000 to study future stages of the project and to spearhead an effort with other entities to study the feasibility of an agricultural center. He said the CTS Committee had a pool of money donated for such studies and had perceived the overall project on a state-wide level.

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Councilor Myers asked if by adopting the resolution the City of Portland would be committed to shed its responsibilities for the Exposition-Recreational Commission. Mr. Siegel responded that by adopting the CTS Master Plan both entities would be committed to mutually developing a workable transitional plan.

Presiding Officer Waker gave the public an opportunity to speak on the proposed CTS Master Plan.

Tom Dennehy, 16421 N.E. Holladay, Portland, testified he had observed the Portland City Council meeting on television when they had adopted the CTS Plan. He said the City Councilors had congratulated themselves for taking risks and making difficult decisions. Mr. Dennehy said he failed to see what risks had been taken since the public's money, not the Councilors', would be used for the project. He strongly urged private funds, such as additional hotel taxes, be used to finance the project. Finally, Mr. Dennehy challenged the Council to be straightforward when adopting a ballot title for the General Obligation bond measure and to save him the trouble of challenging a confusing title in court. He also questioned why the CTS Committee had suggested Metro be the lead agency for the convention center project, stating "you guys ain't done nothing right yet and I think you'll continue in the same pattern..."

John Christison, General Manager of the Exposition-Recreation Commission, testified he disagreed with Mr. Dennehy's testimony and was convinced a CTS facility would provide a very real opportunity to improve the local economy. He said adoption of the Master Plan would be a milestone in intergovernmental cooperation and would accomplish a much needed project.

The Presiding Officer thanked Mr. Christison for his testimony and for his fine work on the CTS project.

Motion: Councilor Oleson moved to adopt Resolution No. 86-648 and Councilor Cooper seconded the motion.

Vote: A vote on the motion resulted in:

Ayes: Councilors Cooper, DeJardin, Frewing, Gardner, Kafoury, Kelley, Kirkpatrick, Myers, Oleson, Van Bergen and Waker

Absent: Councilor Hansen

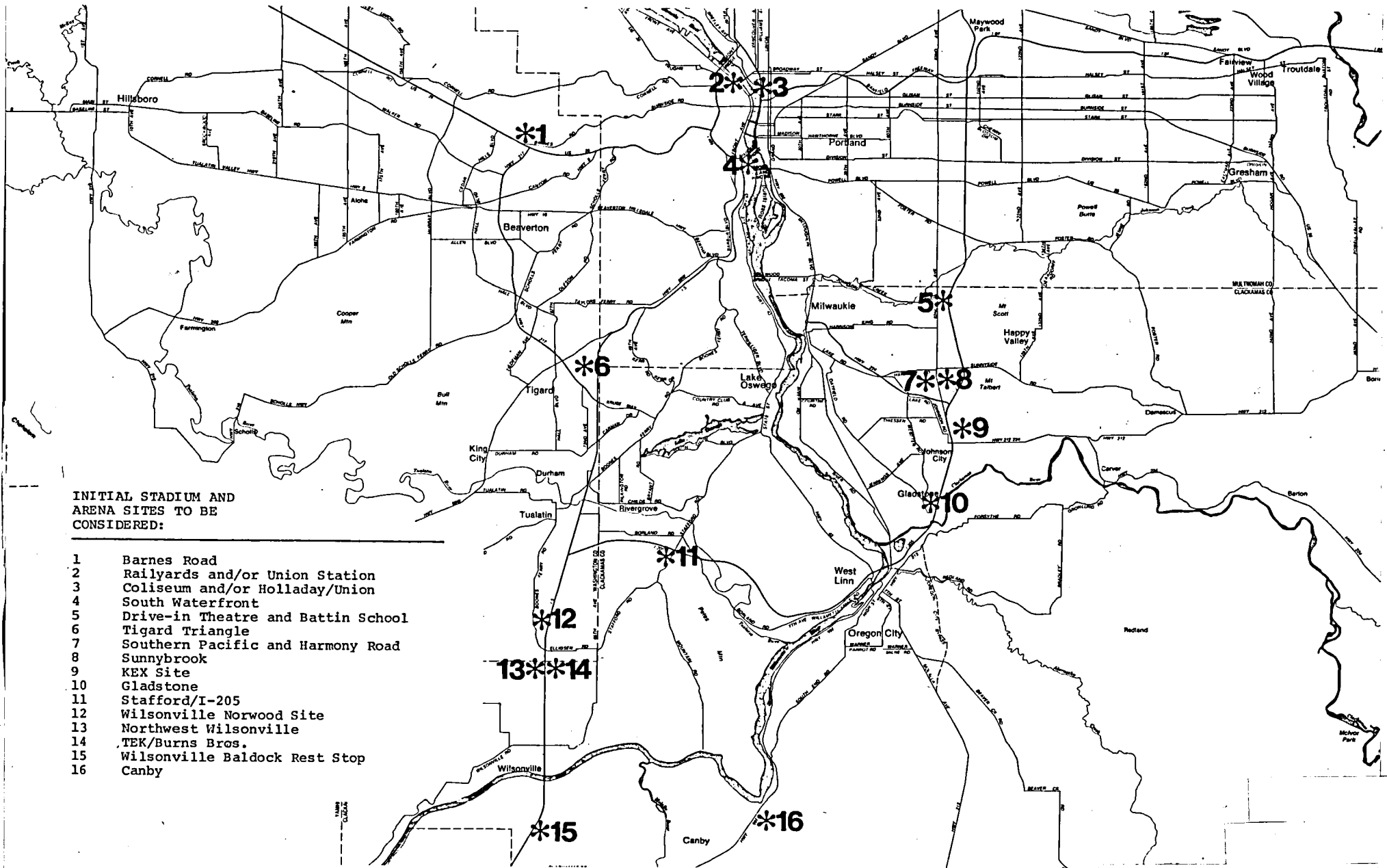
The motion carried and Resolution No. 86-648 was adopted.

Regional Governance

Convention & Trade Show Facilities

Trade Facilities

Spectator Facilities



**INITIAL STADIUM AND
ARENA SITES TO BE
CONSIDERED:**

- 1 Barnes Road
- 2 Railyards and/or Union Station
- 3 Coliseum and/or Holladay/Union
- 4 South Waterfront
- 5 Drive-in Theatre and Battin School
- 6 Tigard Triangle
- 7 Southern Pacific and Harmony Road
- 8 Sunnybrook
- 9 KEX Site
- 10 Gladstone
- 11 Stafford/I-205
- 12 Wilsonville Norwood Site
- 13 Northwest Wilsonville
- 14 TEK/Burns Bros.
- 15 Wilsonville Baldock Rest Stop
- 16 Canby

Initial Spectator Facility Sites to be Considered

Figure 3