

10.8/4

MEL GORDON  
COMMISSIONER

November 1, 1973

Mr. William E. Roberts, Chairman  
Tri-County Metropolitan Transportation  
District of Oregon  
4314 S. E. 17th Avenue  
Portland, Oregon 97202

Dear Mr. Roberts:

The Multnomah County Board of Commissioners faces immediate decisions about two freeways -- I-205 and the Mt. Hood. As we review all the facts, we are paying careful attention to the question of alternatives. We are all aware that freeways have immense environmental and social costs which we know more about now than ever before. We also know that we face opportunities to build a more balanced transportation system that we have never had before. Therefore, we seek these alternatives to the automobile with a new sense of purpose and hope.

When the question is raised about mass transit possibilities, naturally the answer must rest with Tri-Met. I have some strong concerns about Tri-Met's performance, its ability to take advantage of the new opportunities, and its capacity to build a modern, high-ridership transit system for the Portland metropolitan area.

I am writing to you to express these feelings. They come from my own personal observations, and citizens have expressed the same feelings in hearings and in mail to me and other elected officials. You and I are both members of the Governor's Task Force on Transportation, and I am sure we both look forward to the outcome of that group's efforts for guidance in finding a more harmonious transportation/land-use program for the metropolitan area. Nevertheless, several things seem obvious to me, and they provide the basis for actions we can take right now without further studies.

First, since we are talking about mass transit, citizens must be involved from the very beginning of the effort. Tri-Met appears not to be concerned about this at all. We could begin with your Board meetings. While they are publicly announced by law, do you make any special

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to encourage people to come and given their views on matters of urgent importance? People I have consulted who attend your meetings regularly report that they are typically humdrum, rubber-stamp affairs, which give Tri-Met the image of a closed, unresponsive body run by powerful men. By contrast, our Board of Commissioners meetings are not merely open and announced as the law requires, but often we make special efforts to publicize matters of special importance, such as our current freeway hearings or our South Shore hearings held earlier this year. Regularly, we make sure people know where to go to be informed, and we continually encourage the press to give our meetings special attention. Perhaps because we are elected officials we feel a greater obligation here than you do, but we are both similarly pledged to serve the public.

Citizens must be involved in planning, too. I see no evidence of your Board encouraging deep citizen involvement in your planning efforts. It is an interesting contrast that the Oregon State Highway Division, with such a negative reputation in this area, should learn so quickly from its mistakes on the Kelly Butte Park & Ride station, and proceed to do what so far appears to be an outstanding job in West Portland. What is Tri-Met going to do about involving citizens? Efforts here will be rewarded later in increased ridership, because people will be excited about the system. I strongly feel that if you don't act decisively here not only will you be doing citizens a disservice, but we will not have a good, heavily used mass transit system, and all your later promotional efforts won't have any effect.

The second area where some facts are obvious is the matter of environment. We know we have dirty air and a noisy environment, and we know the automobile is largely to blame. We know that our transportation programming has been and continues to be automobile-oriented. We also know that we have to meet the requirements of the Clean Air Act of 1970, that we have a grand plan to do this, and that if we fail to show a determination and sense of emergency the Environmental Protection Agency will try to step in and do our work for us. Does Tri-Met know all this? If so, where's the action plan to fit all the great promises? These goals won't be met by running an unimaginative bus company with a frozen budget.

Mr. William E. Roberts  
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All the action needed requires sound, aggressive planning. You have six planning studies underway, with interfaces to a dozen or so more. But how can you carry these off with your present policy? You have a talented, but grossly inadequate, planning staff to carry these efforts into action, and your budget is frozen. Neither of these are hopeful signs.

A third area of concern involves your frozen budget. It is absolutely amazing to me that you should freeze your budget at a time when you have over ten million dollars in the bank, and we have a new Federal Highway Act which promises great things for us if only we can get ourselves moving on some constructive transit programs. It seems obvious to me that you will be able to obtain large amounts of federal money in the next three years, long before you could exhaust your ten million dollars.

It is doubly amazing that you should be so tight-fisted when you have so many avenues of funding clearly available to you by law. In fact, with eight different ways of raising money, you are perhaps a unique metropolitan transit organization. Yet you not only confine yourselves to one method (the payroll tax), you seem extremely cautious in using your full powers there.

I think part of the problem is that you're trying to run Tri-Met like a profit-making business. The fact of the matter is that public transportation systems, including highways, never pay for themselves in the way a private business does, even if they are privately run. It is built into the nature of the system: there are too many costs and benefits which cannot be entered into the profit calculations of the system. Other metropolitan areas around the world know this, and are proceeding with bold subsidies yet efficient transit programming. I think it's time Tri-Met stopped playing narrow economic games, and acknowledge that transit, in order to compete with the auto, will involve large investments with large subsidies and large payoffs. It should solicit the help of other agencies in promoting transit ideas, and move ahead with funding and action.

A fourth matter that does not rest entirely on awaiting the outcome of further studies is the matter of the Park and Ride system. In the summer of 1971, preliminary recommendations emerged from the half million dollar study commissioned by CRAG for the proposed 1990 Public

Mr. William E. Roberts  
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Transportation Plan. They showed the general location of seven Park & Ride areas which eventually have been included in your current Suburban Park and Ride System. For nearly two years, nothing happened on these recommendations. It was not until the Portland Transportation Control Strategy was released in Spring 1973 that the issue was joined. That Plan depends significantly on this System, and it recognized the urgency of the matter, urging that the Park and Ride Project Coordinating Committee be formed to move things along. This was done in May, and one of the first things the Committee did was to recommend that the leaders of all participating agencies form a policy board to give their staff committee guidance. You sent a letter to the Committee on May 30th refusing to participate, indicating to me a lack of desire on the part of the Tri-Met Board to assume a leadership position.

Subsequently, you initially refused to participate in the Interstate Bridge Corridor Study, which has as one of its elements a Park and Ride program. This was a strange action; at the same time the Legislature was being asked to expand your territory. You have since agreed to be the lead agency for five Park & Ride stations, to apply for a UMTA planning grant, and to contribute to the corridor study. You had to be persuaded to do these things in which one would naturally expect a progressive transit agency to take the lead. Why has it taken so much effort to get things to the same place where they were two years ago? Where do we go from here? Do we do nothing until the studies are done? Or do we take complementary actions now by setting up citizen involvement and making preliminary investigations about drive-ins, shopping centers and so on? Will we continually have to press you to do your job? Other cities have had successful Park & Rides for years, and we sit here twiddling our thumbs and having no good answer to citizens who say: "Transit? Phooey! Have you ever ridden a Tri-Met bus?"

A fifth matter related to the remarks about Park & Ride involve light rail. I know you have a rail corridor study, but what's the action plan? While you have a frozen budget and an overburdened planning staff, Mayor Goldschmidt and I took it upon ourselves to ask the Public Utility Commissioner to do a preliminary study to see if we are chasing a rainbow with this question. His staff happily complied,

and are nearly done with a study that will cost local agencies not one cent. The early results look promising, and I am wondering whether Tri-Met is prepared to carry the ball on this one. This is an area of special excitement to Portland, for conditions appear to be ideally suited to light rail, and it turns people on in a way busses never will. Can you deliver on this one, if it looks feasible and desirable? Other cities are moving on this, too.

It is fine to talk in general terms about a balanced, multi-modal system, but we need to move on it. Right now we have busses and cars; we need more than this, partly to make our auto and bus systems work better without so much congestion. Use of existing rail corridors looks promising. We in County government recognize our responsibilities in land-use planning, which supports mass transit, but our efforts don't mean much if there's no transit action.

I would like to summarize the above observations, and then I have some recommendations to make.

First, citizen participation and general responsiveness to the public is sadly lacking in your program, yet it is vitally needed for successful mass transit.

Second, you don't appear to be geared for action planning at the Board level. The best planners in the world can have their efforts compromised by lack of leadership at the top.

Third, your budget is frozen, with a fat bank account, powerful ways of raising money, and unprecedented federal aid before you.

Fourth, there is much that can be done on Park & Ride and light rail that does not involve further studies. Again, a lack of leadership here is crucial.

The fifth point is that the Tri-Met Board has not shown initiative and willingness to carry on liaison with other agencies. Tri-Met was conspicuous in its absence at the last Governor's Task Force meeting.

Finally, I observe that Tri-Met is geared only to trying to become a successful bus company at a time when we urgently need an innovative metropolitan transit agency capable of action in several modes.

My recommendations are:

First, that the Tri-Met Board declare its intent and take some initiative in establishing continuing close liaison with cities and counties. I suggest that two things will be helpful here: Tri-Met should join CRAG, and the Tri-Met Board should meet with the Multnomah County Board of Commissioners and other governing bodies. I also request that Tri-Met keep our Board regularly informed by sending me monthly reports on finances, plans and ridership performance.

Second, the Tri-Met Board, in order to be more action oriented, should establish a committee structure to carry the various Tri-Met functions into action through formation of strong policies.

Third, Tri-Met planning staff should be expanded to do action planning and to coordinate transit-related action occurring outside of Tri-Met.

Fourth, I recommend that you terminate your budget freeze, and prepare yourself for federal aid. Furthermore, you should thoroughly explore the possibilities and impacts of your other funding sources.

Finally, I most strongly urge you to reach out into the community for support and participation in your programs. Only in this way will you overcome Tri-Met's negative image. I am fully prepared to develop strong support for innovative mass transit programming among my fellow Commissioners. I am also prepared to push for transit-oriented land-use planning.

If it becomes necessary, I am also prepared to act in another capacity. As you know, ORS 268.330 enables the Metropolitan Service District to assume the Tri-Met functions as the public transportation agency for the region. My hope is that Tri-Met moves quickly into a progressive leadership position. If it does not, a priceless opportunity will be threatened and, as a director of MSD, I will seriously consider proposing that that agency take over Tri-Met.

Very truly yours,

  
Mel Gordon  
Commissioner

cc: Tri-Met Board Members  
Board of County Commissioners

MG:nwg

10.13/4

CAKE, HARDY, BUTTLER, McEWEN & WEISS  
ATTORNEYS AT LAW  
1408 STANDARD PLAZA  
PORTLAND, OREGON 97204  
226-7321

RALPH H. CAKE  
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ROBERT D. RANKIN  
THOMAS L. GALLAGHER, JR.  
VICTOR W. VANKOTEN  
ALBERT J. BANNON  
ROBERT B. SMITH  
LEROY H. HEMMINGWAY

OF COUNSEL  
NICHOLAS JAUREGUY

November 7, 1973

Commissioner Mel Gordon  
Multnomah County Courthouse  
1000 S. W. 5th Avenue  
Portland, Oregon 97204

Re: Powers of MSD to Operate Metropolitan  
Transit District

Dear Commissioner Gordon:

In accordance with your telephone request of November 5, 1973, we are submitting the following to you.

ORS 267.020 and ORS 268.370 authorize a metropolitan service district operating within a metropolitan mass transit district to take over the transit system by order of the governing body of the metropolitan service district. Both of these statutory sections provide that for the purposes of mass transit a metropolitan service district shall have all the rights, powers, privileges, and amenities, and be subject to all the duties and obligations of a mass transit district insofar as those rights, powers, privileges, amenities, duties, and obligations are *consistent with the statutes governing metropolitan service districts*. (Italics ours). It appears from these sections that if MSD were to take over Tri-Met, it would have all the authority to operate a transit system that Tri-Met now has, so long as that authority was consistent with ORS 268, the statutes governing metropolitan service districts. The only question concerning MSD's power to operate Tri-Met that has ever been raised is whether MSD would have the power to levy an employer payroll tax to finance the transit system as now does Tri-Met. This question is raised because ORS Chapter 268 provides as financial sources for metropolitan service district functions only ad valorem taxation, bonds, grants, loans, and service and user charges. MSD does not have the power to levy an employer payroll tax. The argument to be anticipated from opponents of the takeover is that transfer of a transit system to the Metropolitan Service District does not include transfer of the transit district's power to levy a payroll tax, because levying such a tax is not "consistent with" Chapter

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Commissioner Mel Gordon  
November 7, 1973  
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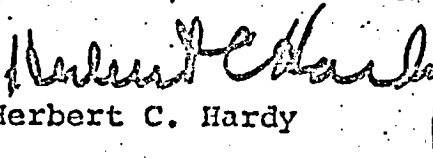
268. However, if this objection were raised, MSD would likely argue that the specific transfer of all transit district powers (ORS 267.020 and ORS 268.370) include the power to tax. We think that it is clear that orderly transfer of a transit district's functions would require transfer of its taxing powers. The language limiting the powers to operate a mass transit district to those consistent with the powers already in a metropolitan service district does not mean that no additional powers beyond those specifically set out in Chapter 268 can be given to the MSD. We think the "consistent with" language means that a metropolitan service district operating a transit system could not act in such a way that was in direct contradiction or violation of its governing statutes, Chapter 268.

We are enclosing with this letter a copy of an Attorney General's opinion from September 24, 1970, on this issue. You will see that the Attorney General has taken the same position-- that a metropolitan service district could take over all the powers, functions, and duties of a mass transit district, including the power to levy a payroll tax, but that the "consistent with" language casts some small doubt on the question. The Attorney General suggests a clarifying lawsuit before any such action were taken, and we would also recommend that course if it appeared that significant opposition to the take-over were likely to develop.

If we can be of further service to you in this matter, please do not hesitate to call us.

Very truly yours,

CAKE, HARDY, BUTTLER, McEWEN & WEISS

  
Herbert C. Hardy

HCH:jm  
Enclosure

cc: Lloyd Anderson, Chairman  
Metropolitan Service District





**METROPOLITAN SERVICE DISTRICT**

6400 S.W. CANYON COURT PORTLAND, OREGON 97221 (503) 297-3726

*Other Areas  
of Interest  
10.B/4*

M E M O R A N D U M

November 23, 1973

TO: MSD Board  
FROM: Lloyd Anderson  
SUBJECT: Letter to Tri-Met

Please find enclosed the letter to Mr. William Roberts of Tri-Met in response to our discussion of Commissioner Gordon's letter at our last Board meeting.

If you have comments or suggested changes, please call me or Janet Bennett (248-4106) by Thursday, November 29th. The letter will be sent on Friday, November 30th.

LLOYD ANDERSON

bd

Enc.

*Draft*

November 26, 1973

William E. Roberts, President  
Tri-Met Board of Directors  
4314 S.E. 17th Avenue  
Portland, Oregon

Dear Mr. Roberts:

At our last meeting, the MSD Board of Directors discussed Commissioner Gordon's letter to you dated November 1, 1973. The discussion included consideration of the need for the MSD to operate the regional mass transit district as authorized in ORS 268.

The members of the MSD Board indicated they shared the concerns expressed in Commissioner Gordon's letter. The Board members did not feel, however, that it was appropriate for the MSD to take such action at this time. It was the consensus of the Board members that they would like to become better informed on Tri-Met's operations in the next two or three months and re-examine Tri-Met's progress in meeting the mass transit needs of the Portland metropolitan area.

The MSD Board would like to arrange a meeting with the Tri-Met Board of Directors to further discuss this situation at your convenience.

We will look forward to hearing from you in the near future.

Very truly yours,

Lloyd Anderson, Chairman  
MSD Board

LEA:bd

cc: MSD Board of Directors

SOME CRITERIA FOR EVALUATING  
PROPOSED REGIONAL SERVICES FOR MSD

1. Will the proposed service achieve economies of scale?
2. Will the proposed service be responsive to immediate public needs?
3. Will this service allow, the smaller units of government to retain responsibility for local aspects of the service?
4. Will this service be able to carry out its functions unrestricted by the boundaries of existing governmental units?
5. Will managing the proposed service at the regional level institute a reduction in administrative costs?
6. Can modern engineering and administrative techniques be effectively utilized by performing this service on an areawide basis?
7. Will the proposed service provide benefits on a multi-jurisdictional basis?
8. Will the proposed service be utilized by this public on a regional basis?
9. Will the proposed service integrate easily into a general-purpose government management arrangement?
10. Will the proposed service foster public participation?



METROPOLITAN SERVICE DISTRICT

6400 S.W. CANYON COURT PORTLAND, OREGON 97221 (503) 297-3726

10.13/4

November 30, 1973

William E. Roberts, President  
Tri-Met Board of Directors  
4314 S.E. 17th Avenue  
Portland, Oregon

Dear Mr. *Roberts*

At our last meeting, the MSD Board of Directors discussed Commissioner Gordon's letter to you dated November 1, 1973. The discussion included consideration of the need for the MSD to operate the regional mass transit district as authorized in ORS 268.

The members of the MSD Board indicated they shared the concerns expressed in Commissioner Gordon's letter. They also had suggestions regarding other areas for which Tri-Met has the responsibility to provide service. The Board members did not feel, however, that it was appropriate for the MSD to take any action at this time. It was the consensus of the Board members that they would like to become better informed on Tri-Met's operations in the next two or three months and re-examine Tri-Met's progress in meeting the mass transit needs of the Portland metropolitan area.

The MSD Board would like to arrange a meeting with the Tri-Met Board of Directors to further discuss this situation at your convenience.

We will look forward to hearing from you in the near future.

Very truly yours

*Lloyd Anderson*  
Lloyd Anderson, Chairman  
MSD Board

cc: MSD Board of Directors

LEA:bd

*Chues*

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January 14, 1974

Tom S. King, General Manager  
Tri-Met  
4314 SE 17th Avenue  
Portland, Oregon 97202

Dear Tom:

Thank you for your response to the MSD Board of Directors' request to meet with the Tri-Met Board of Directors.

Due to the recent death of Col. Lorin Johnson, MSD Board member representing the cities of Washington County, it will be necessary to postpone the meeting of the two Boards until a replacement is appointed.

I will contact you about a meeting date and time as soon as possible.

Very truly yours,

Lloyd Anderson  
Commissioner of Public Works

cc: Chuck Kemper  
MSD Program Manager

ct

COPY

February 23, 1978

Mr. Robert Ames, Chairman  
Metropolitan Coliseum-Stadium Task Force  
Memorial Coliseum Complex  
P.O. Box 2746  
Portland, Oregon 97208

Dear Mr. Ames:

This interim letter report summarizes the results of the first three of the seven research tasks outlined in our proposal dated January 3, 1978 to evaluate need and provide solutions for additional spectator sports and entertainment facilities in metropolitan Portland.\* Specifically, the three tasks discussed here are to (1) review Portland's existing public assembly facilities, with primary focus on the Memorial Coliseum Complex and the Civic Stadium; (2) assess the suitability of the Coliseum and the Stadium to meet user requirements (including parking, seating and event day capacity) over the next 20 years; and (3) identify those facility options that could be provided to meet expected user needs, if the existing Coliseum and Stadium are not judged suitable. Our conclusions regarding user needs and future facility options are to be used by the Commission's separately retained architectural consultants in their work to identify and prepare capital cost estimates for the needed facilities at a number of possible sites.

SRI's review of existing major public assembly facilities included personal visits and/or telephone contact with the managers of more than 10 such structures in metropolitan Portland. In addition to the Coliseum and Stadium, among the more important facilities reviewed were the Civic and Masonic Auditoriums, the Paramount Theatre, the Multnomah County Expo Center, and the major gymnasium and auditorium facilities of Portland State University. In each of these contacts, SRI sought information on the facilities' pattern and extent of use, capacities for various types of events, rental schedule, and the extent to which they currently or could in the future handle events unable to be served by the Coliseum or Stadium, (or oppositely, through closure or other use modification, contribute to a greater overload on either of them.).

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\* Defined geographically as Clark County, Washington and Clackamas, Multnomah and Washington Counties in Oregon.

**SRI International**

333 Ravenswood Ave. • Menlo Park, California 94025 • (415) 326-6200 • Cable: STANRES, Menlo Park • TWX: 910-373-1246

During the slightly more than 3 weeks allowed for this facilities review, SRI also contacted representatives of most of the major sports and entertainment users of the Coliseum and Stadium. (Convention users were not contacted, since a separate task force studying these needs has been formed.) These users were asked to confirm the details of their current usage--including days of use, attendance, financial arrangements, and special requirements--and indicate their needs for enlarged or otherwise improved facilities in the foreseeable future.

Beyond the existing users, SRI also contacted representatives of major potential additional uses--most importantly professional football, baseball, and hockey--to determine the likelihood and timing of locating such franchises in the Portland area.

### The Current Situation

Current utilization of Civic Stadium, including the projected schedule for the Beavers Triple A baseball team, which begins playing there in April 1978, is shown below:

Table 1

PROJECTED CURRENT STADIUM USAGE		
<u>Event Type</u>	<u>Annual Event Days of Use</u>	<u>Average Event Day Attendance</u>
<u>Baseball</u>		
Triple A Beavers	70	3,000
College	20-25	200
High School	5-10	350
<u>Soccer</u>		
Portland Timbers	18	15,000
High School	10	1,600
<u>Football</u>		
College	6	7,000
High School	30-40	2,500
<u>Other</u> (Primarily Musical Events)	<u>1</u>	7,500
TOTAL	160-180	

While there have been some minor scheduling problems due to overlapping seasons and the necessity to fit into league schedules, the data in the table indicate that both seating and event data capacity is still not a significant problem. In the recent past all 30,000 seats in the Stadium have only been used for one year's

professional soccer championships. The Stadium has no on-site parking; existing local lots and on-street parking are said to be adequate by spokesmen for present stadium users.

SRI's analysis of the current utilization of the Memorial Coliseum Complex was limited to those events using the Arena because of our focus on spectator sports and entertainment. Data on event days of use and average attendance provided by Coliseum management for the period July 1967 to June 1977 are shown in Table 2. Because of instances where events were able to be scheduled within one calendar day, the Arena was actually used on 218 days, instead of the 243 total shown in the table. The average attendance figures shown in Table 2 are also not precise in showing the number of days when the seating in the Arena was used to capacity. Table 3 was therefore prepared from attendance data on each FY 1977 arena event to show the event day distribution by ranges of attendance. Twenty-eight of the 35 event days noted in the table as using the Arena's full capacity were accounted for by the Trail Blazers; the bulk of the remainder were musical concerts.

While it may be concluded that the Arena is operating below capacity (280-300 event days is usually considered the practical maximum), two other pieces of evidence suggest that it may be at or close to a practical capacity for the metropolitan Portland setting. First, the distribution of event days by month indicates a concentration\* equivalent to virtually full capacity for the November-March five month period, and substantially lower figures for the rest of the year. Second, review of the event calendar of the County Expo Center indicates the presence of at least 30 event days per year in that facility's arena that represent Coliseum turnaways or other events similar to those now being accommodated in the Coliseum Arena. Most of the events now in the Expo arena are, however, flat-floor shows not requiring built-up arena seating, either there or at the Coliseum.

SRI's investigation of other facilities for spectator sports and entertainment events in metropolitan Portland supports the general conclusion that little excess capacity for the type of events typically held in the Stadium or Arena now exists. Portland State University feels sufficiently pinched to ask the state for funds to build a 6000 to 7000 seat capacity gym/arena; the Civic Auditorium is heavily booked and trying to increase performing arts event day capacity via City take-over of the Masonic Auditorium. The Paramount Theatre is already providing 3000 seats for 40 event days of CCTV reception (home games and playoffs) for the Trail Blazers; popular music concerts constitute most of the other uses. The major horse, dog, and motor racing tracks are special purpose facilities that do not lend themselves to arena or stadium events other than a few large-sized music concerts. The Multnomah County Expo Center had about 135 event (show) days in calendar 1977, but because of the nature of its key events, the County Fair and the Pacific International Livestock Exposition,

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\* Ranging from 23 to 37 event days per month.



Table 2

## MEMORIAL COLISEUM ARENA USAGE, FY 1977

<u>Event</u>	<u>Annual Event Days of Use</u>	<u>Average Event Day Attendance</u>
<u>Sports</u>	<u>145</u>	<u>6,800</u>
Pro Basketball - Trail Blazers	53	12,200
College Basketball	10	2,500
Far West Classic Basketball	6	8,600
Triple A Basketball (Championship)	13	6,000
High School Basketball	5	2,700
Hockey - Winter Hawks games	42	2,900
WTT Tennis	11	2,400
Track Meet	2	6,200
CCTV	1	5,700
Motorcycle Race	1	2,500
Wrestling	1	400
<u>Family Shows</u>	<u>31</u>	<u>5,800</u>
Ice Capades	8	5,500
Ice Follies	8	5,200
Globetrotters	1	10,900
Shrine Circus	7	6,300
Other Circus	4	5,700
Lipizzan Stallions	2	4,000
Rose Parade	1	9,900
<u>Seminars and Conferences</u>	<u>25</u>	<u>3,800</u>
Religious convocations	13	2,500
Basic Youth Conflicts	7	6,900
Square Dancers	2	3,900
Other	3	4,400
<u>Consumer Shows</u>	<u>14</u>	<u>4,400</u>
Boat Show	9	5,200
Mobile Home Show	5	3,100
<u>Musical Concerts</u>	<u>24</u>	<u>9,600</u>
<u>Other Events</u>	<u>4</u>	<u>5,000</u>
Commencements	2	3,900
Rose Festival Coronation	1	3,400
Star Trek Show	1	9,000
GRAND TOTAL	<u>243</u>	

a large number of days for setup and takedown are required, bringing the gross days involved to nearly 270. Further, the facility is over 50 years old, and of a design and construction (all wood) making it unsuitable for a number of arena-type events.

Table 3

## FY 1977 MEMORIAL COLISEUM EVENT ATTENDANCE

<u>Attendance</u>	<u>Event Days</u>
Capacity*	35
10,000 - 11,000	34
8,000 - 9,999	13
6,000 - 7,999	31
4,000 - 5,999	43
0 - 3,999	87
Total	243

\* Varies by event, from slightly over 11,000 to 12,700.

Unmet Needs

Unmet needs are discussed here in terms of seating and event day capacity for spectator sports and entertainment events suitable for placement in a stadium or arena. SRI's research on needs focused on (1) those of existing users of the Commission's facilities, (2) those expressed by others trying to get into such facilities, and (3) those of other potential users typically accommodated in metropolitan areas of the size Portland is expected to become by the year 2000.

Stadium Events

In terms of seating and event day capacities, the existing users of Civic Stadium have few expressed needs. Average attendance at Timbers games has been level for the last three years, but is expected to grow by at least the growth in population of metropolitan Portland, or roughly one-third over the next 20 years. Additional attendance growth will come from interest created in the sport, which we expect to be quite high nationally. The resulting average attendance of 25,000 to 35,000 within 20 years would not require significant seating additions to the facility. None of the other existing users will come close to the Timbers' seating capacity requirements.

Of the four major current Stadium users, only Portland State University and high school sports will add event day pressure. This will come from population growth

creating more school teams, and increased interest for various sports. Using the generous assumption that high school and college sport event days will increase with metropolitan Portland population, roughly 30 more event days would be added over the next 20 years to the existing 170 shown in Table 1. An increase in interest in soccer at the college level is expected to support intercollegiate activity by PSU within 5 years, adding another 10 or so games and perhaps additional days for team practice. Similarly the University of Portland is expected to play 8-10 local soccer games, beginning in 1979. Average attendance for both schools might be 3000 per game.

Beyond these uses, which might boost Stadium annual event days to 220 or 225, lies the possibility of major league football or baseball, as well as a limited number of "spectaculars" that could be accommodated in the larger stadium required for such major league sports. However, if a much larger stadium was constructed, it is likely that a number of existing small attendance events would drop out. SRI's evaluation of the likelihood for professional baseball and football in Portland is summarized below.

Baseball--The American League (14 teams) and the National League (12 teams) comprise major league baseball. While attendance\* has fluctuated widely over the past 15 years, both leagues have exhibited upward trends.

Since 1960, major league baseball has had a net addition of 10 teams. The new cities added during this period were: Minneapolis-St. Paul (1961), Anaheim (1961--moved from Los Angeles in 1966), Houston (1962), New York (Mets--1962), Atlanta (1966--moved from Milwaukee), Oakland (1968), Montreal (1969), San Diego (1969), Milwaukee (1970--moved from Seattle), Dallas (1972--moved from Washington, D.C.), Seattle# and Toronto (1977). While there was considerable franchise movement, Washington D.C. is the only city that lost a franchise during this period and it lost it twice.

Baseball expanded quite rapidly during the 1960s, but the expansion pace has slowed. Only two teams have been added (Seattle and Toronto) in the past nine years, and most principal United States markets have teams.

Baseball has never had any detailed expansion plans, but has been opportunistic in its approach to adding new franchises. With the addition of the two teams to the American League last year, there is a good possibility that the National League may also add two teams to maintain balance between the leagues.

We expect that one team from the San Francisco Bay Area will move within the next two to three years, and the Atlanta franchise may relocate if its attendance does not improve. Likely candidates for relocation or expansion include Denver, Buffalo, Tampa, Miami, Phoenix, Indianapolis, and Washington D.C. (again). Of these, only

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\* The National League reports gate (or turnstile) attendance while the American League reports paid attendance, which is usually lower than gate because of "no shows".

# Seattle had a team for one year in 1969.

Denver and Washington can currently accomodate baseball. Portland is also a possible candidate, but we believe that the market is too small even by the year 2000 to adequately support a baseball team. In addition, people in the Portland environs have more outdoor recreation opportunities than most major urban area residents, and they seem to exhibit a relatively higher participation rate, which results in a dilution of Portland's market attendance potential during the summer months for baseball.

Football--Unlike baseball, the National Football League expanded in a different fashion by merging with the American Football League in 1967. This merger raised the total in the NFL by 10, resulting in a total of 25 teams. In 1968, Cincinnati was added to the league and expansion franchises were granted to Seattle and Tampa in 1976. Between 1960 and the merger in 1967, the NFL added Dallas and Minneapolis-St. Paul (1960) and Atlanta (1966). In the early 1970s, the league stated that it wished to expand to 32 teams, but two events have changed that thinking. First, average and total team attendance peaked in 1973. Average team attendance has declined by about 9% since then, although there was a one-year upturn in 1976. Second, the league's wild card playoff system is quite popular with the fans and probably would not exist if there were 32 teams. For these reasons, we expect the league to add two more teams (to reach a total of 30) within 10-12 years; expansion activities thereafter are highly uncertain unless there is a significant change in attendance trends. Candidate cities for the two expected franchises are Chicago, Anaheim, Memphis, Phoenix, and Indianapolis. New York is also a candidate (for its third franchise) and Charlotte, because of the surrounding population, is a wild-card consideration. We believe the Portland market will be large enough to support an NFL team (10 games as opposed to 80 games for baseball) but the competition from other candidate cities seems, in our opinion, to indicate that the probability of this happening is relatively low.

In summary, it appears unlikely that there will be an unmet need for a greatly enlarged stadium facility in metropolitan Portland. The area is one of the top 40 metropolitan markets in the U.S. and thus is in contention for franchise expansions or transfers. However, the caution likely to be shown by leagues and owners (whose tax advantages in ownership have been diminished recently) during at least the next 10 years will probably keep Portland toward the bottom of the "possibles" list.

#### Arena Events

Two existing users of the Coliseum Arena--the Trail Blazers and several major musical concert promoters together accounted for 77 arena event days in 1977 (30% of the total)--have stated an unmet need for greater seating capacity, and the latter also want more event days. The Trail Blazers have one indication of the size of their need--the roughly 3000 people who have consistently paid up to \$5 per game to see the team's home games on CCTV. The question of how many of the CCTV watchers or others not accomodated may pay up to \$10 (or more in the future) to be at the game itself cannot be accurately answered at present,

but certainly some would, especially while the team is doing so well. Further, although Portland is not bound to do so, potential new NBA franchise holders are being required to provide a minimum of 15,000 arena seats. Looking to the future, given the cyclical nature of most sports team performance, it can be assumed that the Trail Blazers winning percentage will decline from the present, and that attendance will decline more or less in parallel. Such a winning slide could easily bring the Trail Blazers down to, or temporarily below the average attendance for all NBA teams, now about 10,000 per game. The figure is unlikely to go much below that level, as long as basketball is the only major professional sport in the Portland area, which we have concluded is likely for most of the next 20 years. Again, population growth will create a steadily larger audience potential, so that by 2000, basketball average attendance in Portland could easily be 13,000-14,000 even without a top team. Most teams with such an average would want 15,000-17,000 seats to capture the peaks in attendance.

In the area of musical concerts, 90% of those now booked into the Arena are sellouts. The expected population growth of metropolitan Portland, even among the relatively slow growing youth segment that is the bulk of current concert audiences, could support 16,000 arena seat capacity for those events by the year 2000.

Some social observers have suggested that the popular musical concerts of today are a passing fad. However, SRI's research in the area of social values and leisure time use suggests quite strongly that participation (by being there) in a large-scale musical/social experience will still be a necessary part of living 20 years hence; the music may change, but the need will not.

In terms of unmet needs for arena event days, the only substantial possibilities that would also use 16,000 (mid-point of above range) seat capacity, are more musical concerts. Booking agents contacted by SRI indicated that perhaps 10 to 12 event days could be added for this use. Not all would use the full 16,000 seating, but most would likely come close, particularly in the latter part of the 20 years under consideration.

One lesser possibility that could also utilize 16,000 seats would be a National Hockey League franchise. Until 1968, the NHL was a six-team league playing 70 games per season. In 1968, the NHL doubled and added six teams. Since then it has added another six teams--two in 1971, two in 1973, and two in 1975.

In addition to team expansion, the NHL increased the number of season games to 80. Much of this rapid increase in activity came in anticipation of a second league. The NHL also wanted to establish its position in other major U.S. cities to preclude another league from having franchises in those markets and to enhance its position for a network television contract.

Despite this NHL activity, in 1971 the World Hockey Association was founded. Its first season started in October 1972 with the following 12 teams: Cleveland, New England, New York, Ottawa, Philadelphia, Quebec, Edmonton, Chicago, Houston, Los Angeles, Minnesota, and Winnipeg. Since 1972, three more new franchises were

added, several teams relocated, and many teams failed. In 1977, a merger with the NHL failed, and only eight teams are playing in the 1977-78 season. Because of their tenuous financial condition, it is likely that one or two of these teams will fold before or shortly after this season ends and that merger discussions will once again be initiated.

The 1960s and early 1970s were good to the NHL. Total NHL attendance (through team and length of season expansion) peaked in 1974-75. However, average game attendance peaked earlier in 1971-72. Last season, the average game attendance was 11,894 compared with 13,937 in 1971-72, and the teams played to only 73% of their available arena capacity. Several NHL teams are losing money, and for the first time in the league's history, two teams (Oakland and Kansas City) were moved because of weak attendance. The NHL is not in healthy financial condition, and we believe this is one of the reasons it voted to end merger discussions with the WHA. To elaborate, some NHL owners feel that the WHA is the principal cause of their financial problems, and they want retribution. Furthermore, we think the league wants only those WHA teams with demonstrated fan support, good management, and financial stability, and this season should prove valuable in sorting out the stronger WHA teams.

The Portland Buckaroos, a minor hockey team, had one of the best attendance records of the Western Hockey League, but the advent of the Trail Blazers appeared to dilute the attention the Buckaroos had developed with Portland fans. Attendance began to fall in 1972-73 and the team folded when the league folded in 1974.

Portland is a candidate city for an NHL franchise; however, we believe Seattle, San Diego, Edmonton, Quebec, Houston are the frontrunners for the relocation of existing or new franchises. We are also of the opinion that NHL wants to first put the Denver and Cleveland franchises on a sound financial base and reverse the attendance decline before creating any new franchises with the possible exception of absorbing two or three WHA teams. In the unlikely event that Portland obtains an NHL franchise, 40 regular games and 1 or 2 exhibition games could be added to the event day total that could use a larger arena than is now available in Portland.

Somewhat below major league hockey in arena seating capacity requirements, but with the potential to fill the Coliseum and perhaps work into a larger facility is indoor soccer league play. There is a Major Indoor Soccer League being planned by owners of private arenas in the East. In addition, the NASL played a few indoor soccer exhibitions two years ago, which seemed to be well received by fans. However, the league is split as to whether such a venture will help it by more audience exposure opportunity or hinder it by taking away some of its summer audience. In any event, we believe there will be an indoor soccer league with a schedule of 10-15 home games within the next three years. We also believe Portland has a good opportunity to participate in this league provided there are interested owners to seek and financially support such a franchise.

Adding together all of these uses--Trail Blazers, concerts, hockey and soccer--yields about 140 event days with attendance supporting a substantial increase

in arena seating. It is probably fair to add 5 to 10 days for miscellaneous single events (e.g. Globetrotters, religious conferences) which could also support increased seating, yielding a potential of 145-150 event days in a larger sized arena. However, because of NHL hockey about 100 event days is a more realistic total.

Most of the balance of unmet needs for arena event days could be accomodated with an arena of 7,000 to 8,000 seats. A listing of these events is given in Table 4.

Table 4

UNMET NEEDS FOR EXISTING OR  
SMALLER-CAPACITY ARENA USAGE

<u>Event</u>	<u>Estimated Event Days</u>
High School Basketball	8-20
College Basketball	10-20
Ice Shows	7
Gymnastic Events	2
Tennis Exhibitions	7
	<hr/> 34-56

During the last three years, there also have been discussions about a professional women's basketball league, a professional rodeo league, and a professional team boxing league. None of these appear likely prospects for Portland, and for that matter other cities, in the foreseeable future.

Among those listed in Table 4, the high school and college basketball event days are most likely to be conservative over a 20 year period. Our contacts indicate that there is substantial interest in more capacity for this type of event; Portland State University's application for funds to build a related facility is further evidence of substantial demand. The additional ice show represents accomodation of both Ice Follies and Ice Capades, something not now always possible due to scheduling problems. The tennis exhibitions would be tournaments like the Virginia Slims, which are not currently being accomodated in Portland.

If a separate 7,000 to 8,000 seat arena were constructed in metropolitan Portland, a large number of event days now in the present Coliseum Arena would be shifted to the new facility. Including only those events with no need for associated meeting/exhibit space, but assuming the Winter Hawks would remain in Portland and use the smaller facility, we estimate that about 100 of the 243 event days shown in Table 2 could be moved. Such a facility could thus quickly achieve a total of 130-160 event days. The prospects for event day growth for

this size of facility are substantially better than for a large-sized facility. One indication comes from Coliseum Arena records: event day growth for those with less than 8,000 average daily attendance has been substantially greater than for the larger events since 1972.

Beyond those events that require the arena seating configuration, an unmet need has been expressed by promoters of flat-floor shows that have in the past used the Coliseum in conjunction with the adjacent exhibit space. Transfer of events to a second arena, if constructed, would open up possibilities to accommodate the events listed in Table 5, as well as others of the same general type, which could boost the event day total for any arena that included adjacent exhibit facilities.

Table 5

UNMET NEED FOR FLAT FLOOR EVENTS  
FORMERLY USING THE COLISEUM ARENA

<u>Event</u>	<u>Estimated Event Days</u>
Home Show	9
Auto Show	7
Sports and Camping Show	5
Northwest Agricultural Show	4
Sawmill and Plywood Clinic	3
Other	5
	<hr/> 33

Facility Options

Arena

The greatest unmet need exists with the arena. More capacity and more date openings are required. The potential solutions to these needs have been alluded to earlier, and further detail is presented in this section.

To solve the seating capacity need, the Coliseum can be expanded, or a new arena of 16,000 seats can be constructed, or excess capacity can be handled remotely as the Trail Blazers are now doing with CCTV broadcasts at the Paramount Theater.

Skidmore, Owings & Merrill have conducted some study on the Coliseum expansion issue, and provided one solution that added about 5,400 more seats. The seating capacity addition problem is not an easy one to solve, but previous work has been conducted and other cities have solved similar situations. For example, the roof of Buffalo Memorial Auditorium was raised to add extra seating and San Antonio is currently modifying its arena to accomplish the same purpose.



The solution to more date openings includes the construction of a new arena-- either large (16,000 seats) or mid-sized (7,000 to 8,000 seats) or the modification and expansion of other facilities existing in the Portland area. The idea of expanding and modifying the Expo Center was initially entertained, but upon review of that structure, it is our opinion that the only salvable elements are the site and the parking. Of course, our review is subject to architectural and engineering study.

While a mid-sized arena would accomodate a good number of event days, it does not aid in the solution of the seating capacity need and thus it covertly assumes that this need will be accomodated on a remote basis. In fact, the mid-sized arena could serve as a CCTV location for Trail Blazers games and other such events that may desire live remote broadcasts.

### Stadium

The stadium has been the subject of recent study by Broome, Oringdulph, O'Toole, Rudolf & Associates. In that firm's analysis, it noted a number of code and structural deficiencies. We also noted in our review of the stadium's physical characteristics that additional space for rest rooms, concession stands, and team/official rooms should be added. The artificial turf also is not in good condition. Thus improvements, subject to the architectural consultant's determination, are necessary. There is some indication in the B/O/O/R analyses that the extent of the improvements may be such that it would be uneconomical to make them. Because of this possibility and because a major league baseball and/or and NFL franchise could locate in Portland, we believe an open stadium (for football, soccer, and baseball) with 35,000-40,000 permanent seats, capable of being expanded by 20,000 seats, and able to accomodate a roof, if such is ever required, should be investigated as an alternative to improving the Civic Stadium.

### Summary

Because of time limitations, we feel it is prudent to identify the following priorities for the architects/engineers in their facility option investigations.

1. Add more seating capacity to the Coliseum
2. Construct a new arena
  - a. 16,000 seats
  - b. 7,000-8,000 seats
3. Provide structural, patron, and user improvements in the Civic Stadium
4. Construct an open stadium for football, soccer, and baseball of 35,000-40,000 seats that can be expanded by an additional 20,000 seats and that can accomodate a roof, if one is required.

The cost for accomodating baseball, the ability to add 20,000 seats, and the capacity to accomodate a roof should be broken out so that a development cost for each of these is clearly identified. In this manner, we will be able to judge the advantages or disadvantages of such expenditures during the next portion of our work effort.

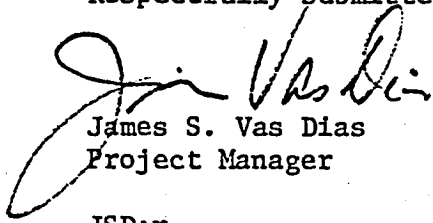
While we are not advocating any particular development activities, we believe the facility options to accomodate those major league franchises not now in Portland must be explored so that the Task Force can consider the risk and opportunities inherent in pursuing different development alternatives.

The data presented in this interim report reflect a current perspective that was derived from the analyses of tables, charts, and graphs reflecting the use and attendance of the Coliseum and Civic Stadium as well as other market information. These materials will be finalized and included in our final draft report.

We wish to acknowledge with special appreciation the cooperation and assistance provided to all members of SRI's project team by Ms. Mitzi Scott and Ms. Patti Nicholson and by the Coliseum's staff, particularly Mr. James Robison and Mr. Michael Rulli.

We have enjoyed the pressure demanded by this assignment and look forward to continuing our good relationship with you and other members of the Task Force.

Respectfully submitted,



James S. Vas Dias  
Project Manager

JSD:r

# TENTATIVE TASK FORCE CONSULTANT WORK SCHEDULE

December 5 12 19 26 January 2 9 16 23 30 February 6 13 20 27 March 6 13 20 27 April 3 10 17 24 May 1 8 15

T.F. sends letter to public* soliciting response to proposed work scope 3 wks.		Public response 2 wks.		T.F. modifies work program if required															
<b>ECONOMIC CONSULTANT</b>																			
<b>(Economist)</b>	T.F. sends re-requests for proposals 1 wk.	Potential consultants respond with proposals 3 wks.	T.F. selects consultant. Contract signed. 2 wks.	Consultant conducts study and prepares draft report 10 wks.				SRI/SES incorporate draft report 1 wk.	T.F. sends draft to public 1 wk.	T.F. conducts public hearings and gathers public opinion 3 wks.	Consultant completes study and final report 2 wks.								
					Economic Consultant tells Location Consultant what types of facilities to locate sites for		Location Consultant gives capital cost estimates to Economic Consultant												
<b>LOCATION CONSULTANT</b>																			
<b>(Architect/Planner)</b>	T.F. sends re-requests for proposals 1 wk.	Potential consultants respond with proposals 3 wks.	T.F. selects consultant. Contract signed. 2 wks.	Consultant conducts study and prepares draft report 7 wks.				SRI/SES incorporate draft report 1 wk.	T.F. sends draft to public 1 wk.	T.F. conducts public hearings and gathers public opinion 3 wks.	Consultant completes study and final report 2 wks.								

\*Includes elected officials, public agencies, interest groups and individuals