



Metro
600 NE Grand Ave.
Portland, OR 97232-2736

Council work session agenda

Tuesday, February 28, 2023

10:30 AM

Metro Regional Center, Council Chamber,
<https://www.youtube.com/watch?v=1mfvc4K38G0>,
<https://zoom.us/j/615079992>, or
877-853-5257 (toll free) (Webinar ID:
615079992)

Joint MERC and Council Work Session

This meeting will be held electronically and in person at the Metro Regional Center Council Chamber.

You can join the meeting on your computer or other device by using this link:

<https://www.youtube.com/watch?v=1mfvc4K38G0>

Call to Order and Roll Call

Work Session Topics:

10:30 Expo Futures: COO Findings and Recommendations report [23-5717](#)

Presenter(s): Marissa Madrigal (she/her), Metro
Paul Slyman (he/him), Metro
Giyen Kim (she/her), Metro

Attachments: [Staff Report](#)
[Attachment 1- Guiding Principles Resolution](#)
[Attachment 2- Evaluation Overview](#)
[Attachment 3- RFEI Report of Findings](#)
[Attachment 5 - Recommendations](#)
[Attachment 6-Guiding Principles](#)

12:00 Venues Visioning Update [23-5818](#)

Presenter(s): Steve Faulstick (he/him), Metro
Susan Hartnett

Attachments: [Staff Report](#)

12:10 Chief Operating Officer Communication

12:15 Councilor Communication

12:20 Adjourn

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បើលោកអ្នកត្រូវការអ្នកបកប្រែភាសានៅពេលអង្គប្រជុំសាធារណៈ សូមទូរស័ព្ទមកលេខ 503-797-1700 (ម៉ោង 8 ព្រឹកដល់ម៉ោង 5 ល្ងាច ថ្ងៃធ្វើការ) ប្រាំពីរថ្ងៃ មុនថ្ងៃប្រជុំដើម្បីអាចឱ្យគេសម្រួលតាមសំណើរបស់លោកអ្នក។

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Expo Futures: COO Findings and Recommendations report
Work Session Topic

Metro Council Work Session & MERC Meeting
Tuesday, February 28, 2023

EXPO FUTURE PROJECT: NEXT PHASE(S) AND GOVERNANCE

Date: 02/24/23
Department: COO
Meeting Date: 02/28/23

Presenter(s): Marissa Madrigal, Paul
Slyman, Giyen Kim (plus invited guests)
Length: 90 min

Prepared by: Paul Slyman, Giyen Kim

ISSUE STATEMENT

Metro owns the Portland Expo Center (Expo) site – a well-positioned, 53-acre employment and exhibition site at the economic center of the Portland metro region. Pre-COVID Expo attracted nearly 500,000 visitors a year to 100+ public trade shows and community events like home and garden, automotive, RV, antique, outdoor shows, and concerts. Pre-pandemic, Expo generated an average of approximately \$50 million in economic impact annually.

The site has 333,000 square feet of existing building area and over a million square feet of paved parking lot. Located adjacent to a Yellow Line Max light rail stop and at an I-5 access ramp, the site is served by significant infrastructure. Halls A, B, and C celebrated their 100-year anniversary two years ago, and Halls D and E are 26 and 22 years old, respectively.

Currently, Expo pays for its debt service out of operating revenues and since 2019 receives a portion of pooled visitor funds. While the team has been able to support this financial structure for some time, long-term prospects under the present business model do not appear favorable due to the large-scale capital needs of Halls A, B, and C and the ongoing routine maintenance of the newer buildings and campus infrastructure. Recognizing there is no identified funding source to meet these needs over time, Metro commissioned a study from Hunden Strategic Partners (HSP) in 2014. **At the time of the report, HSP analyzed different operational models and capital investment strategies to maximize Expo's revenue potential, outlining strong prospects in amateur sports, spectator events, and highly produced consumer shows as additional market opportunities.**

Over the past decade, Metro and the Metropolitan Exposition and Recreation Commission (MERC) have given direction to staff examine the options for Expo in a variety of ways. As a reminder, the table below briefly outlines the history for the project:

2014	Metro commissioned the Hunden Study to provide an independent assessment of Expo governance and operations, a local competitive market analysis, and the possible impact of a new local headquarters hotel. The scope of work also included an analysis of the existing physical conditions.
2016 - 2019	During the period 2016-2019 a range of options to increase and diversify revenue streams, including long-term tenancies and flexible outdoor space, were studied.
Fall 2019	At the direction of Metro Council, the Portland Expo Center Development Opportunity Study (DOS) was launched in 2019 to seek opportunities for highest best use of the site that brought about long-term financial sustainability . The

	study's purpose was to identify development options that could complement, support, or replace the current operations at Expo and assess its current value.
2020-2021	Metro engages with the communities and stakeholders most impacted by the site through meetings and listening sessions and a draft set of community-driven Guiding Principles is formed.
Spring 2021	The DOS report is published outlining nine different scenarios (from logistics to film studios) the site could accommodate. MERC and Metro Council deprioritize the "sell option" and directs staff to create a solicitation process to seek out creative ideas and public/private development partners for the site.
Spring 2022	MERC and Metro Council both adopt the community-driven Guiding Principles developed during the DOS by resolution as part of their framework for decision-making.
Summer 2022	The Request for Expressions of Interest (RFEI) phase of the Expo Future Project is launched.
Fall 2022	Metro receives eight submittals in response to the RFEI process.
Fall 2022	Expo was selected as project to be studied by the Urban Land Institute (ULI). ULI and Metro hosted an all-day workshop with eight experts to consider specific strategies or lessons learned around creative public-private partnerships with a high level of community involvement and outreach.
Winter 2023	Metro engages staff, community members and government and Tribal partners in the evaluation of the RFEI submissions, culminating in the Phase 01: Expo Future RFEI process and findings report.

As part of a joint work session, Council and Commission will be asked to consider a set of recommendations made by Metro's Chief Operating Officer (COO) on next steps in the Expo Future project and the RFEI process. Without further action or investment, Expo will continue to operate without a long-term plan for financial sustainability.

ACTION REQUESTED

Based on the findings of the Phase 01: Expo Future Project RFEI report, Metro's COO is requesting direction from Metro Council and MERC on a range of actions to pursue as part of Phase 02 of the Expo Future project.

IDENTIFIED POLICY OUTCOMES

Metro Council and MERC have flexibility in how to approach the next phases in decision-making and development. Staff are seeking Metro Council and MERC's guidance on a set of recommended next steps to further define the vision for the site's future and how they align with the project's community-driven Guiding Principles.

POLICY QUESTION(S)

1. Do Metro Council and MERC support a reimagined vision for the Expo property which:
 - a. Honors and cements the national significance of the Expo site? and
 - b. Redevelops the venue to support Oregon's Sport, Outdoor and Recreation Industry?

POLICY OPTIONS FOR COUNCIL TO CONSIDER

As outlined in the Expo Future Project report of findings, we have concluded the RFEI evaluation process and have assessed the eight potential site partners. Previous direction from Metro Council and MERC focused on adopting the Tribal and community-developed Guiding Principles as the central criteria for ensuring potential partners meet the desired outcomes of Expo's governing bodies. Those principles were included in the analysis of each submittal and reviewed by a Community Review Committee. Additionally, each submittal was reviewed for completeness; financial soundness; facility function and compatibility; local government programs and funding, including possible relationships to the Comprehensive Economic Development Strategy (CEDS). Tribal governments were unable to review the submittals due to time and capacity constraints but provided clear direction in how they want to remain engaged in the future of the project.

Council and Commission are providing guidance on the critical next steps in finalizing a vision and path forward for the Expo Center site.

STAFF RECOMMENDATIONS

Staff recommends the following actions –

- **Recommendation # 1:** Metro will recognize Expo Center's Hall A as a site of national historic significance and meaningfully memorialize the site's history of forced displacement during World War II and the Vanport Floods, as well as the site's pre-colonial history and importance to Indigenous Peoples.

In doing so, Metro will take the lead in convening Tribal government partners, the Black and Japanese American communities and urban Indigenous community to meaningfully memorialize the cultural significance of the site to our region and country. As part of this, Metro shall investigate support from federal, state, or other partners, including philanthropic partners, for financial or other opportunities for Hall A, specifically, and the land adjacent to the Columbia River.

- **Recommendation # 2:** Recognizing Oregon's status as an international powerhouse in the sport and outdoor industry, Metro will take measures to align Expo's future redevelopment as a community-centric destination venue that prioritizes amateur, professional, and recreational sports. Metro will proceed to Phase 02 of the Expo Future project and directs staff to conduct due diligence, which includes –
 - Partnering with Sport Oregon and other sports organizations on a market and feasibility study to examine how Expo can best pivot its operations toward a sports facility as a primary market, with other uses such as consumer, live entertainment, and community events as secondary markets.
 - Conduct an analysis of the benefits and drawbacks of contracting with a third-party venue operator versus Metro.
 - Explore additional revenue generating opportunities for the site.

Depending upon results of the market and feasibility study:

- Work with community partners and stakeholders to align Metro’s new vision for the site as a community-centric venue with the project’s Guiding Principles.
 - Conduct a full capital needs assessment and determine a strategy for the site’s future development.
 - Develop a funding strategy and business plan to support the approved vision.
 - Coordinate with other jurisdictions on activities related to the Expo Future project and identify potential public and private partnership opportunities.
 - Conduct additional due diligence activities that support the core central concept’s feasibility.
- **Recommendation # 3:** COO’s office will work with Metro Council President and the Chair of MERC to determine the appropriate governance structure and stakeholders to support the activities of Phase 02.
 - **Recommendation # 4:** In alignment with the recommendations from the Expo Future Community Partner review committee and the project Steering Committee, Metro shall prioritize the use of locally-owned contractors and vendors for the redevelopment of the site.
 - **Recommendation # 5:** Expo will continue to operate and book events after June 2024. Booking contracts should propose clear cancellation policies and flexibility for to accommodate redevelopment efforts. Upon identification of a capital improvements timeline, bookings and activities should be adjusted for consistency with redevelopment or other unforeseen impacts.

Where possible, Metro’s Visitor Venues General Manager shall align Expo operations with a booking policy and communications strategy that supports the Expo Future Project’s timeline and goals. In addition, every effort should be made to pursue the sports event market within the current venue constraints.

- **Recommendation #6:** COO’s Office shall continue to coordinate with Planning and Development staff working on the Interstate Bridge Replacement (IBR) Program, to identify project needs and ensure coordination between Expo booking and IBR project.

STRATEGIC CONTEXT & FRAMING COUNCIL DISCUSSION

This project supports Council’s direction in **finding the highest and best public use and long-term financial sustainability of Expo**. The project initially began as an internal assessment of potential “Expo Futures” consistent with community and Tribal partner generated Guiding Principles. In spring 2021, Metro Council directed, and MERC affirmed, two changes in direction:

1. That staff remove any potential futures at this time that rely on “sell and invest” strategies and instead focus on “hold” and partner strategies; and
2. That staff seek external submittals (e.g.—proposals or ideas) that would be consistent with Expo’s location, assets, needs, opportunities, and the community-developed Guiding Principles.

In May 2021, Metro Council and MERC Commissioners held a joint meeting to discuss specific parameters of seeking external submittals and to provide additional direction to staff. Consultation from OMA and Metro’s Procurement team resulted in the development of a Request for Expressions

of Interest (RFEI) process to help ensure that Metro receives submissions from local or community-based interests as well as regional or national potential partners.

While these 2021 changes adjusted project scope, the goal of this project has not changed. The Guiding Principles, which were adopted in April and May 2022 by both MERC and Metro Council, provide an evaluation framework that helps inform how proposals maximize community benefit, ensure long term financial sustainability, and honor the historical and cultural legacy of the site and surrounding area.

Staff and consultants have completed extensive community and Tribal Partner outreach and have established a Community Review Committee to evaluate each potential submittal for compliance with the Guiding Principles. Additionally, beyond compliance with the Guiding Principles, submissions were reviewed by an internal staff team, a financial, a facility and economic review committee, and local and state government partners. At the conclusion of the RFEI process, Metro Leadership is now making recommendations on next steps.

The development of additional phases of the Expo Future project will be required to navigate the decision-making process and potential development phases of this project. It is anticipated that additional funding will be required in FY 23-24 and beyond for project management, community outreach, and strategic communications. Current project funding sunsets in June 2023.

BACKGROUND

The Portland Expo Center (Expo) attracts nearly 500,000 visitors a year to 100+ public trade shows and community events like home and garden, automotive, RV, antique, outdoor shows and concerts. Over the past five years it has generated an average of approximately \$50 million in economic impact annually. Expo has 330,000 square feet of exhibit space in five exhibit halls on the 53-acre campus.

Since 2014, Metro Council and MERC have been investigating avenues to address the capital needs of the site, specifically Halls A, B, and C, as well as determine the best options for the long-term sustainability of this public asset.

As outlined in the timeline above, Council and Commission have taken clear action to analyze the future options for the site. In 2014, The Hunden Study was commissioned to determine a range of investment opportunities under Expo's current operating model as a venue. The study provided a range of options that addressed the capital needs of the older halls, while maximizing revenue through branching out into additional event markets. At the time of the report, to maximize revenue potential, Hunden recommended a scenario that anticipated an investment of approximately \$63 million in a new complex.

Following a presentation of findings by the Hunden Strategic Partners, a recommendation was made by the GM of Visitor Venues and CFO of Metro to explore other options as no source of funding was available or foreseen at the time of the presentation. During the period 2016-2019 a variety of potential options to increase and diversify revenue streams, including long-term tenancies and flexible outdoor space, were studied.

At the direction of Metro Council, the Portland Expo Center Development Opportunity Study (DOS) was launched in 2019 to assess the value and opportunities for the greatest public benefit of the 53-acre property and venue. The DOS identified development options that could complement, support, or replace the current operations at Expo. Any potential future for Expo needs to be financially

sustainable. Since the DOS began, COVID-19 has significantly added to Expo's financial challenges as well as for many of our visitor venues.

While the COVID-19 pandemic brought uncertainty and disruption, Metro has prioritized the continuation of this project. The goal of this project has not changed, and remains a collaborative process focused on assessing potential futures for Expo.

The Development Opportunity Study and the Request for Expressions of Interest is guided by a 5-member Steering Committee consisting of Deputy Council President Christine Lewis, Commissioner Deidra Kryz-Rusoff, Commissioner Damien Hall, DCOO Andrew Scott, and Expo Director Matthew Rotchford.

Many communities as well as partners in the greater Portland area and our region have unique and important historical and cultural ties to Expo and the land it is built upon. The nearby Vanport Floods and WWII Internment at the Portland Assembly Center have had lasting impacts on the Black, Indigenous and Japanese American communities. Metro and Expo recognize the past events and injustices that took place on or near the Expo property. Expo works with Vanport Mosaic and the Nikkei Legacy Center to ensure these occurrences are never forgotten.

Throughout the process, Metro has been engaging with key stakeholders and partners, including communities with historic and cultural ties and business interests. These include the Black, Indigenous and Japanese American communities, several Tribes, as well as Expo clients and business stakeholders in order to refine the project Guiding Principles.

The outcome of this stakeholder and partner engagement was the development of the Guiding Principles which were adopted by resolution by both MERC and Metro Council in April and May of 2022.

ATTACHMENTS

- Guiding Principles Resolution
- Review Committee Process
- Phase 01 Expo Future Project: COO's Report: RFEI findings and recommendations

[For work session:]

- Is legislation required for Council action? " No
- If yes, is draft legislation attached? " No
- What other materials are you presenting today? N/A



Metro Chief Operating Officer's Expo Future Project recommended next steps

Based on the findings of the Phase 01: Expo Future Project RFEI report, Metro's COO is recommending range of actions to pursue as part of Phase 02 of the Expo Future project.

Recommendation # 1: Metro will recognize Expo Center's Hall A as a site of national historic significance and meaningfully memorialize the site's history of forced displacement during World War II and the Vanport Floods, as well as the site's pre-colonial history and importance to Indigenous Peoples.

In doing so, Metro will take the lead in convening Tribal government partners, the Black and Japanese American communities and urban Indigenous community to meaningfully memorialize the cultural significance of the site to our region and country. As part of this, Metro shall investigate support from federal, state, or other partners, including philanthropic partners, for financial or other opportunities for Hall A, specifically, and the land adjacent to the Columbia River.

Recommendation # 2: Recognizing Oregon's status as an international powerhouse in the sport and outdoor industry, Metro will take measures to align Expo's future redevelopment as a community-centric destination venue that prioritizes amateur, professional, and recreational sports. Metro will proceed to Phase 02 of the Expo Future project and directs staff to conduct due diligence, which includes –

- Partnering with Sport Oregon and other sports organizations on a market and feasibility study to examine how Expo can best pivot its operations toward a sports facility as a primary market, with other uses such as consumer, live entertainment, and community events as secondary markets.
- Conduct an analysis of the benefits and drawbacks of contracting with a third-party venue operator versus Metro.
- Explore additional revenue generating opportunities for the site.

Depending upon results of the market and feasibility study:

- Work with community partners and stakeholders to align Metro's new vision for the site as a community-centric venue with the project's Guiding Principles.
- Conduct a full capital needs assessment and determine a strategy for the site's future development.
- Develop a funding strategy and business plan to support the approved vision.
- Coordinate with other jurisdictions on activities related to the Expo Future project and identify potential public and private partnership opportunities.
- Conduct additional due diligence activities that support the core central concept's feasibility.

Recommendation # 3: COO's office will work with Metro Council President and the Chair of MERC to determine the appropriate governance structure and stakeholders to support the activities of Phase 02.

Recommendation # 4: In alignment with the recommendations from the Expo Future Community Partner review committee and the project Steering Committee, Metro shall prioritize the use of locally-owned contractors and vendors for the redevelopment of the site.

Recommendation # 5: Expo will continue to operate and book events after June 2024, until a capital investment timeline is identified, and activities are adjusted for redevelopment. Expo contracts should be amended to have clear cancellation policies that support the redevelopment efforts or other unforeseen impacts.

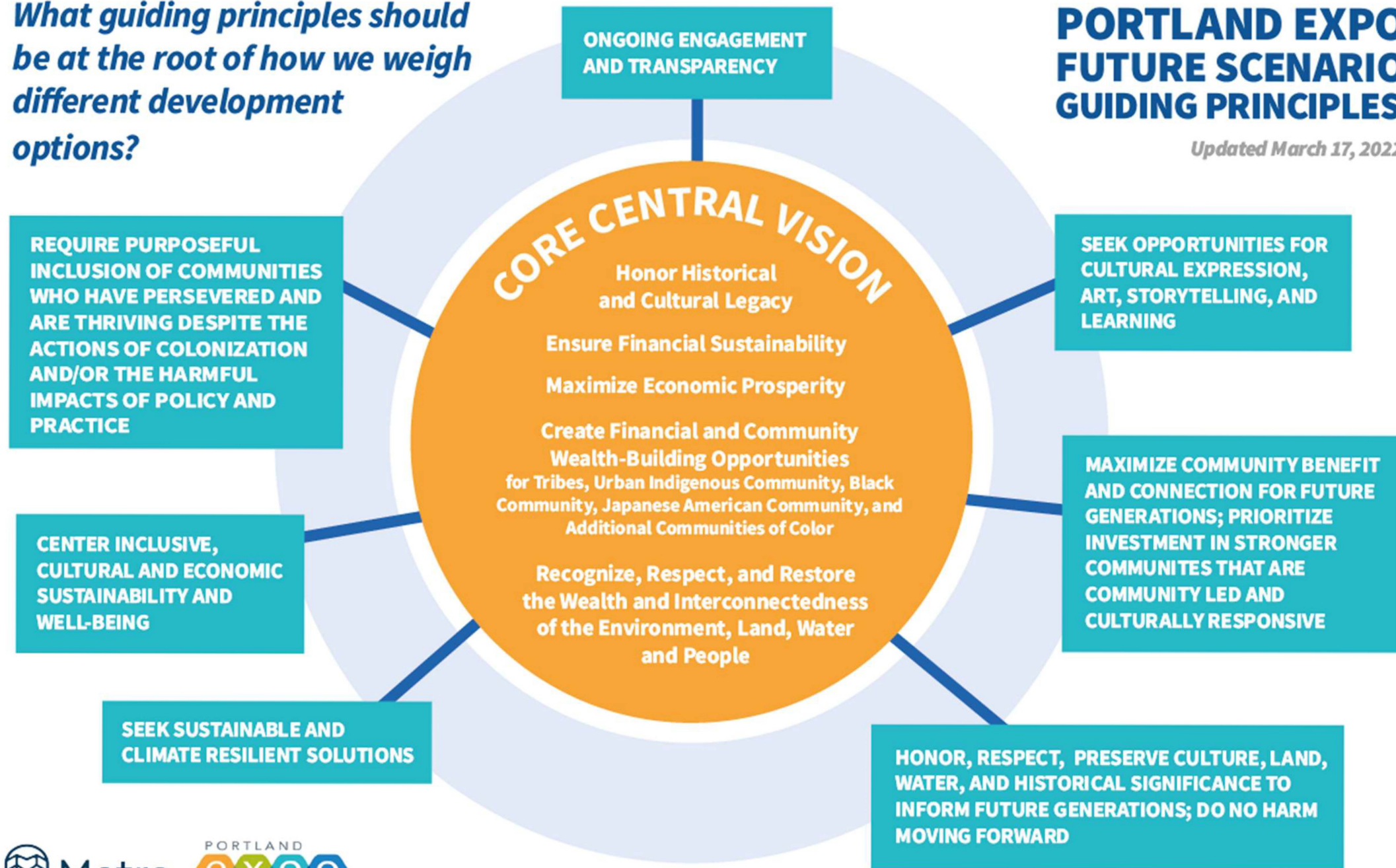
Where possible, Metro's Visitor Venues General Manager shall align Expo operations with a booking policy and communications strategy that supports the Expo Future Project's timeline and goals. In addition, every effort should be made to pursue the sports event market within the current venue constraints.

Recommendation #6: COO's Office shall continue to coordinate with Planning and Development staff working on the Interstate Bridge Replacement (IBR) Program, to identify project needs and ensure coordination between Expo booking and IBR project.

What guiding principles should be at the root of how we weigh different development options?

PORTLAND EXPO FUTURE SCENARIO GUIDING PRINCIPLES

Updated March 17, 2022





Expo Future Project

Phase one: Request for Expressions of Interest (RFEI)
Findings and recommendations

February 2023



If you picnic at Blue Lake or take your kids to the Oregon Zoo, enjoy symphonies at the Schnitz or auto shows at the convention center, put out your trash or drive your car – we’ve already crossed paths.

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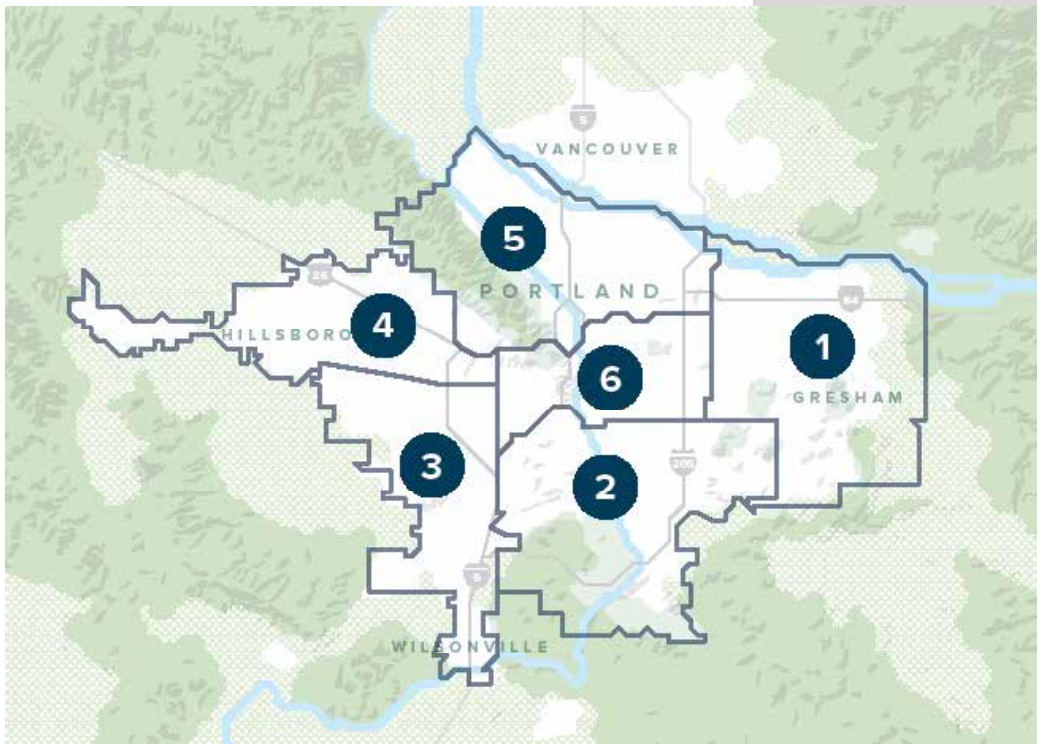


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Project summary

Executive summary

Project purpose

Metro owns the Portland Expo Center (Expo) site – a well-positioned, 53-acre event venue at the economic center of the Portland metro region. Prior to the pandemic, Expo attracted nearly 500,000 visitors a year to 100+ public trade shows and community events like the home and garden, automotive, RV, antique, and outdoor shows. Prior to the pandemic, Expo generated an average of \$50 million in economic impact annually.

The site has 333,000 square feet of existing building area and over a million square feet of paved parking lot. Halls A, B, and C celebrated their 100-year anniversary two years ago, and Halls D and E are 26 and 22 years old, respectively. Located adjacent to a MAX Yellow Line light rail stop and at an I-5 access ramp, the site is exceptionally well-served by transportation infrastructure. This access will only increase when the Interstate Bridge Replacement moves forward, and light rail potentially serves the City of Vancouver.

In 2014, Metro commissioned the Hunden Study to assess the site's capital needs and analyze Expo's future options. At the time of the report, HSP analyzed different operational models and capital investment strategies to maximize Expo's revenue potential, outlining strong potential in amateur sports, spectator events, and highly produced consumer shows as additional market opportunities.

Nearly a decade later, there is no identified funding available to redevelop the site or address the capital needs of the older halls.. To understand Metro's options, Council launched a Development Opportunity Study (DOS), an exploratory process to determine how Metro could leverage this valuable site to maximize public benefit and seek financial sustainability.



A new future

At the conclusion of Expo DOS, four options were posed to Metro – sell, complement existing use, reuse the existing site for other purposes or redevelop the site. Council and MERC directed staff to deprioritize the sell option and to create a solicitation process to determine partner interest in the site.

Metro launched a Request for Expressions of Interest (RFEI), a lower-barrier flexible process to seek development partners that can provide creative ideas and capital to develop the 53-acre site in June of last year. This became Phase 01 of the Expo Future Project.

Using the project's community-driven guiding principles as its north star, the project team and their consulting partners spent last summer and fall soliciting potential partners and providing technical assistance to submission teams. At the conclusion of the process, Metro received eight proposals!

This report outlines the site's history, the RFEI process, and the review criteria by which the submissions were evaluated. It concludes with a series of recommendations on next steps by Metro's Chief Operating Officer, Marissa Madrigal.

OUTCOME

Find the highest and best public use that brings about long-term financial sustainability for the 53-acre site.

Development of a decision-making framework



The guiding principles were informed by community conversations.

As part of the Expo DOS, Metro and MERC developed a set of goals and principles to help guide the project's outcomes. These principles were further defined through community conversations with groups who held a direct connection with the site's use or history.

Over the course of two years, Metro met with members of the Black American, Japanese American, and urban Indigenous communities, and Expo's vendors and clients to help shape the project's principles and the core central vision for the site.

These principles were later used as part of the Expo Future RFEI evaluation criteria and process.

These community-driven guiding principles became a key component of the evaluation framework for the Expo Future project.

Community-driven guiding principles

What guiding principles should be at the root of how we weigh different development options?

EXPO CENTER FUTURE SCENARIO GUIDING PRINCIPLES

Updated May 25, 2022



The Expo Future project guiding principles were adopted by Metro Council and the Metropolitan Recreation and Exposition Commission in spring 2022.

Project governance

Metro Council

Metro owns the Portland Expo Center and manages it in partnership with MERC. Ultimately, Council holds the final authority on decisions regarding Expo's future use and any investment or funding allocated towards its facilities and operations.

MERC

The Metropolitan Exposition Recreation Commission (MERC) is an appointed commission that oversees the Expo Center, the Oregon Convention Center, and the Portland's Centers for the Arts. The seven commissioners are appointed by the Metro Council upon recommendation from Washington County, Clackamas County, Multnomah County and the City of Portland with two commissioners appointed by Metro.

Steering Committee

The Expo project steering committee is comprised of one Metro councilor, two MERC commissioners, and Metro staff. The steering committee represents the interests of the council and commission and provides guidance and direction to the Metro Chief Operating Officer on the project.

Project Team

Led by the General Manager of Major Projects, the project team is comprised of Metro staff. With representatives from the Expo team, Office of Metro Attorney, communications, procurement, and project management, their role is to ensure the project's core mission and outcomes are implemented on schedule and budget.

Steering Committee

Metro Councilor

Christine Lewis, District 2

MERC Commissioners

Damien Hall

Deidra Krys-Rusoff

Metro Staff

Andrew Scott, *Deputy COO*

Paul Slyman, *GM of Major Projects*

Matthew Rotchford, *Expo Center*

Executive Director

Lia Waiwaiole, *Interim Communications Director*

Project Team

Giyeen Kim, *Development Project Manager*

Jovian Davis, *Project Administrator*

Nick Christianson, *Public Affairs Specialist*

Alicia Crawford, *Expo Center Sales Manager*

Jon Deveau, *Procurement Analyst*

Chuck Dills, *Expo Center Operations Manager*

Katie Macdonald, *Tribal Liaison*

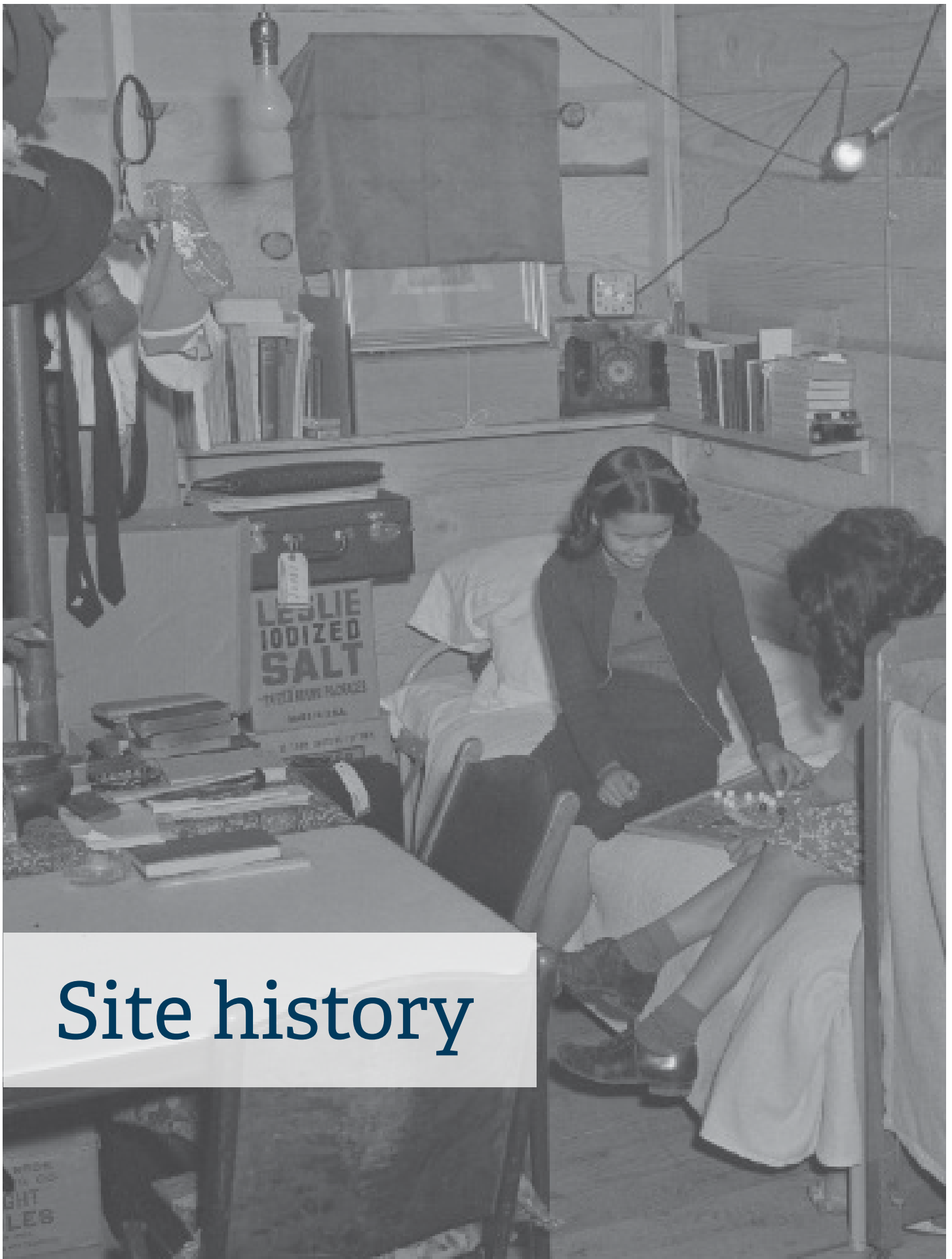
Amy Nelson, *MERC Liaison*

Nathan Sykes, *Deputy Metro Attorney*

Robyn Stowers, *Policy Advisor*

Consulting Partners

Cascadia Partners



Site history

The site's complex past

The Portland Expo Center and its land have a complex past that has touched many people's lives throughout history. Prior to colonization, the region was part of the active floodplain of the Columbia River, which provided productive habitats for First Foods, significant to Indigenous people and their ways of life. Since time immemorial, Indigenous people have lived in relation to the landscape for their livelihood, cultures, and traditions.

The original complex of buildings was constructed as a livestock exhibition hall by the Pacific International Livestock Association in 1921 and served as the largest facility of its kind on the West Coast. In 1942, during World War II, President Roosevelt issued Executive Order 9066, and local leaders transformed the complex into the Portland Assembly Center, which incarcerated 3,676 Japanese Americans before their transfer to internment camps in Idaho and California.

That same year, the City of Vanport was constructed as housing for defense workers and their families at the Kaiser shipyards. Located adjacent to the Expo Center site, it housed 40,000 and was the second-largest city in Oregon. Notably, it also had a significant Black population in contrast to neighboring Portland, where redlining was prevalent. Additionally, it was home to many Indigenous people who relocated to Vanport to support the city's war-time industry.



On Memorial Day, 1948, the Columbia River swelled to dangerous heights. The dike separating Vanport from the water broke, allowing water to inundate and destroy the city, despite government assurances to residents that it was stable. About 18,500 people were displaced – including roughly 6,300 Black residents – at least 15 died.

From 1965 onward, the Portland Expo Center served as the Multnomah County fairgrounds until its transfer to Metro in 1994. A few years later, Metro began a steady tenure of strong business leadership and capital investments through MERC. Hall E, a new 108,000-square-foot exhibition space offering modern amenities and lobby/meeting rooms, opened in 1997, allowing Expo to position itself as the largest consumer show complex on the west coast. Its inaugural event welcomed nearly 425,000 visitors to the Smithsonian Institution's Traveling America Exhibit.

The Portland Expo Center: present day



Today, the Expo Center is one of the premier destinations for corporate meetings, special events, and consumer trade shows. It is also home to a diverse array of lifestyle shows, public exhibitions, film, music, and community-driven and cultural events.

The facility is uniquely versatile and remains a key offering in the region's venue ecosystem, driving \$6 million in annual revenue and generating \$47 million (2019) in economic impact annually through direct, indirect, and induced spending.

The Portland Expo Center is a geographically well-positioned employment site (Zoned IG2) at the economic center of the Metro region. As the largest multipurpose facility on the West Coast, Expo boasts 333,000 square feet of exhibit space area and over a million square feet of paved parking. Located adjacent to a MAX Yellow Line light rail stop and at an I-5 access ramp, it is a 15-minute drive to the Portland and Vancouver downtowns.

Expo by the numbers



Map of the Expo Center showing exhibition halls and square footage.

There are five exhibition halls on the property. Three halls (A, B, and C) are 100+ years old and have received incremental, modest improvements since Metro gained site control in 1994. These three buildings are not insulated and have some heating but no cooling systems. Halls D and E are modern, purpose-built exhibition spaces with large, flexible, and clear-span floor plates. They were constructed in the late 1990s and early 2000s.

The roofs of Halls A, B, and C are beyond their useful life or require replacement. Additionally, the older halls are not seismically retrofitted, and structural upgrades may be necessary to meet modern code requirements.

By the numbers

53 acres

5 exhibition halls

14 loading doors

10 meeting rooms

1 commercial kitchen

2,805 parking spaces

333,000 square feet indoor
building space

1,080,000 square feet
outdoor space



The Expo Future project

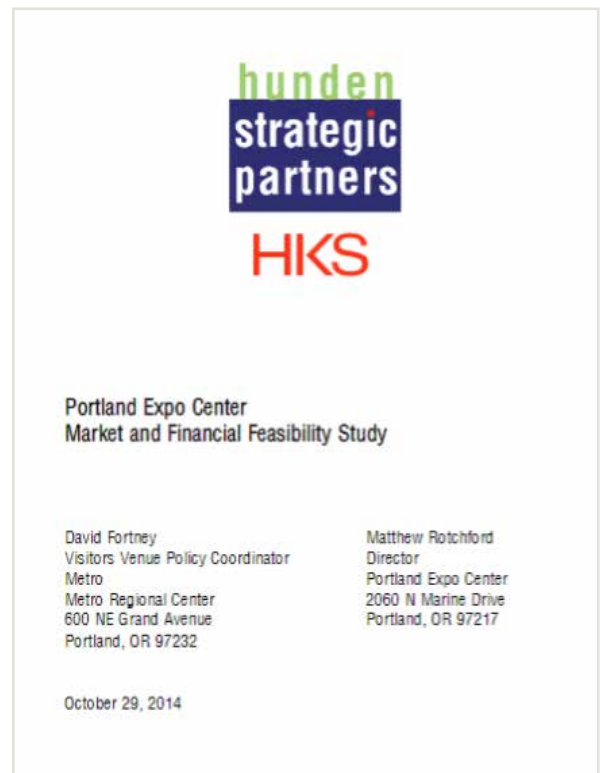
Hunden Report to Expo Future project

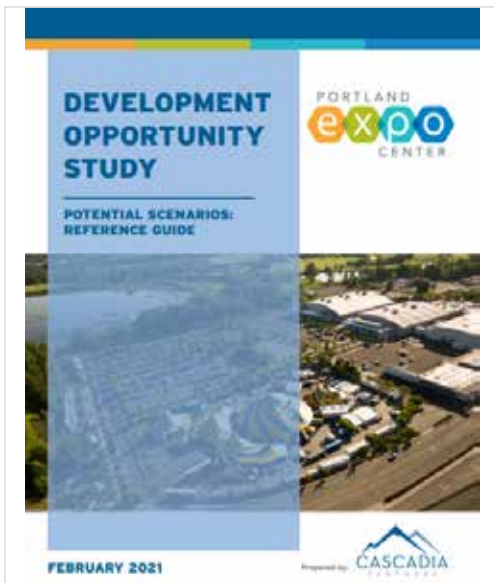
2014: The Hunden Study

Metro commissioned Hunden Strategic Partners (HSP) to provide an independent assessment of the Expo Center's operational model and overall capital needs. The scope included a full analysis on Expo's governance and operations, a local competitive market analysis, and an assessment of existing physical conditions.

As part of the study, HSP recommended a range of operational models, partnerships, and capital investment strategies to maximize Expo's revenue potential, identifying amateur sports, spectator events, and highly produced consumer shows as additional market opportunities. In addition, the study suggests Expo's current model of consumer shows may be on a slow decline nationally. However, Expo's current large trade shows remain strong performers, today.

In order to enter into new event markets, HSP indicated a partial renovation or redevelopment of the site would be necessary to attract a new client base or gain additional market share. In a range of scenarios, the study contemplates the renovation or redevelopment of the older halls at a cost of \$25 to \$66 million in 2014.





2019: Development Opportunity Study (DOS)

In the fall of 2019, Metro Council took additional action to address the long-term sustainability of the Expo Center. Building upon the recommendations of the Hunden Study, Metro Council desired to understand all of Metro's options for the site, in addition to current use. Council launched a Development Opportunity Study (DOS), an exploratory process to determine how Metro could leverage this valuable site to maximize public benefit and achieve financial sustainability.

As part of the study, Cascadia Partners explored a range of economic cluster opportunities such as logistics, innovation and maker space, film production and sport venues. At the conclusion of the study, they posed four options to Metro: sell, complement existing use, reuse the existing site for other purposes, or redevelop the site. In 2021, Council and Commission directed staff to deprioritize the sell option and create a solicitation process to determine partner interest in the site.

Project History

2014

The Hunden Report is published providing Metro with a set of recommendations based on current use.

Fall 2019

Metro Council launches the Development Opportunity Study (DOS).

2020 to 2021

Metro engages with the communities and stakeholders most impacted by the site through meetings and listening sessions.

Spring 2021

The DOS report is published, outlining several development scenarios for the Expo Center site.

2021

MERC and Metro Council deprioritize the sell option and directs staff to create a solicitation process.

Spring 2022

MERC and Metro Council both adopt the community-driven guiding principles as part of their framework for decision-making.

June 2022

The Request for Expressions of Interest (RFEI) phase of the Expo Future Project is launched.

October 2022

Metro receives eight proposals in response to the RFEI process.

Winter 2022 to 2023

Metro engages in the partner evaluation of the submissions.

2022: Request for Expressions of Interest (RFEI)

In June 2022, Metro launched Phase One of the Expo Future Project. A Request for Expressions of Interest (RFEI) was created as a lower-barrier flexible process to seek partners that would provide creative ideas and capital to develop the 53-acre site and deliver on the project's guiding principles.

Submissions to the RFEI were comprised of a cover letter, overview of submission team's members and their roles, examples of relevant projects, explanation of financial capacity, timeline, and letters of reference. In addition, respondents were asked to answer questions directly related to the project's guiding principles. Since this was not a traditional RFP, Metro did not request detailed proposals, architectural plans for the site, or confirmation of financial capacity or budget projections. The intention was to identify a compelling team or set of teams who can partner with Metro to deliver on the guiding principles for the site.

In the months leading up to the submission period, the project team met with potential partners to articulate the details of this opportunity and understand how their idea might be a possible use for the site. Dozens of virtual meetings and in-person tours were conducted to ensure submission teams were supported throughout. A total of eight respondents with a wide range of idea submitted a proposal for either partial or total use of the site.



53 acre site
330,000 square foot of indoor space
1 million+ square feet of outdoor space
Industrial zoning (IG2)
Interstate 5 and light rail access

Submit your proposal for the Expo Future project

Seeking creative development ideas for 53 acres in North Portland

Metro invites teams interested in public-private partnerships to submit their ideas for the future of the Expo Center. Offering one of the largest remaining sites for employment-heavy uses in greater Portland, the site is a sprawling campus with excellent access to I-5 and light rail. Participate in this once-in-a-generation opportunity to help shape how this community asset will serve current and future generations. Visit expofuture.org for more information on how you can submit a proposal.

For more information | Contact expo.future@oregonmetro.gov for project information. For more information about the proposal process, visit expofuture.org

 Metro | Arts and events
Garbage and recycling
Land and transportation
Parks and nature
Oregon Zoo | oregonmetro.gov/expofuture

Evaluating the submissions

Prior to the launch of the RFEI, the Project's Steering Committee directed the team to develop an evaluation process that included a technical review of the submissions while also ensuring voices of the community were reflected in the future of the site. The evaluation's primary goals were to –

- Assess the extent to which submissions provide a reasonable financial plan in support of their project concept.
- Evaluate the potential area/regional benefits
- Consider the extent to which the submission would achieve community goals as outlined and reflected in the adopted guiding principles.

The committees were comprised of Metro staff, members of the community, and government partners from Business Oregon, City of Portland Bureau of Planning and Sustainability, Port of Portland, and Prosper Portland.

The evaluation began with a completeness review by Metro staff and a financial review by a team of internal and external financial experts. Metro also completed a facility function review to ensure proposals could complement what we know about the site and any limitations or known constraints.

The goal of the RFEI process was to help Metro to determine a compelling and feasible vision for the Expo Center site that advances the project's community-driven guiding principles and brings about financial sustainability.

Submissions were then passed to a community review committee, who carefully reviewed each proposal for alignment with the project's guiding principles. In addition, Metro had our local government partners assess the submissions and made them available to Tribal governments who did not submit an RFEI.

The results of the evaluation process are outlined in this report, which will be presented to Metro's Chief Operating Officer, Marissa Madrigal. After careful review, the COO will develop a set of findings and recommendations and present them to both Council and Commission in the first quarter of 2023.

RFEI review process

Internal

Upon receiving submittals, Metro staff reviewed each proposal to ensure that each met the minimum requirements of the RFEI. In addition, the team identified any information marked confidential or contained information considered proprietary to ensure their proper use.

Consistent with the direction of the project's Steering Committee, partial-use proposals submitted by community-based organizations related explicitly to "honoring the cultural legacy" of the site were exempt from submitting full proposals. However, the team still reviewed proposals for proprietary or confidential information.

All submissions met the submission requirements and were forwarded to the review committees.

Financial

RFEI respondents were asked to share preliminary thoughts on financing approaches for their project and illustrate their capacity to fund their idea. In addition, Metro requested teams to outline any expectations for public financial participation outside of long-term lease terms or general statements relating to Metro's involvement in the project, such as partnering in public funding sources.

Another key element of the proposal was a team's response to evaluation criteria # 5 – how a proposal would bring about long-term financial sustainability to the 53-

acre complex. As such, the financial review committee was asked to:

- Assess the extent to which submittals provide a reasonable financial plan in support of their project concept.
- Assess the extent to which we have confidence in the sustainability of their operations.

Committee members were also invited to provide any overarching comments or recommendations as part of their review.

Facilities function

Since the proposed uses included both full and partial use of the site, the Steering Committee and Project Team recommended the Expo Center's facilities and operations staff to use their broad expertise to conduct an operations and facilities function review to determine two things:

- If the proposed use was compatible with existing Expo Center operations, or
- If any of the proposed uses pose a facility or operational concerns.

The team carefully considered each submission and provided an in-depth analysis of how each proposed use might work in a "complementary use" model, as described in the Development Opportunity Study. Additionally, the team determined how a new use might work with the existing buildings and identified potential facilities risks given their deep knowledge of the property and site conditions.

Government partner

Metro requested the advice and guidance of a team of governmental agency partners who commented on the advantages, opportunities, and program implications that RFEI concepts offer or suggest under their agencies and areas of expertise. They were specifically asked if:

- Discusses a range of interjurisdictional considerations from permitting, zoning, environmental and other factors.
- Determine if there are any government funding and investment opportunities based on each proposal.

Committee members were also invited to provide any overarching comments or recommendations as part of their review.

Tribal partner

RFEI submittals were made available to tribal governments that did not submit an RFEI to get the benefit of their review and feedback. In coordination with Katie Macdonald, Metro's Tribal Liaison, the team extended invitations to the Confederated Tribe of the Umatilla, Confederated Tribe of the Siletz, Cowlitz Indian Tribe, and Grand Ronde Tribe to review our RFEI proposals.

Team interviews

In January 2023, representatives from Metro Council and MERC, alongside Metro staff, conducted interviews of each

submission team. Each team was asked to present their creative idea and asked a series of general and project-specific questions about their proposal concepts.

The panel benefited greatly from hearing the proposals come alive through the voices of the submission teams. In addition, the project's Steering Committee was able to assess better how each team would partner with Metro in the future.

Community partner

As outlined previously, Expo Future Project's core values were the initial set of goals and principles defined by MERC, Metro Council, and the communities most impacted by the Expo Center site. These were expressed as the project's Guiding Principle, a decision-making framework to help evaluate the highest best use for the site that brings about financial sustainability.

The project team used the principles to craft a set of related evaluation questions for the RFEI. The community partner review committee then reviewed the submission team's answers and assessed whether they aligned with Metro's project goals.

The committee was comprised of individuals whose ages ranged from the mid-30s to mid-80s. Each member had a deep connection to the site's location and/or specific expertise in an area related to one or more guiding principles, like community outreach or environmental sustainability.



Honor Historical and Cultural Legacy

How will your team continue meaningful engagement with key stakeholder communities?



Ensure Financial Sustainability

How does your concept honor the historical and cultural legacy of the site?



Maximize Economic Prosperity

How does your project concept ensure financial sustainability (including for Metro)?



Create Financial and Community Wealth-Building Opportunities

for Tribes, the Urban Indigenous Community, Black Community, Japanese American Community, and Additional Communities of Color

How will your concept maximize economic prosperity across the region?



Recognize, Respect, and Restore

the Wealth and Interconnectedness of the Environment, Land, Water, and People

How does your concept build financial and community wealth for specific members of our community?

How does your concept approach environmental sustainability?

They met virtually and in person over the course of several months to reflect, discuss and consider how submissions answered each question related to the guiding principles for the site. Additionally, they provided Metro with overarching recommendations about how Metro should consider its options moving forward.

The overarching takeaways from the Community Partner review committee were some of the most impactful. In summary, they presented the following feedback to Metro:

- If feasible, the committee desires the site remain a community-centric asset that complements the cultural significance and history of the site.
- If feasible, Metro should maximize partnerships and contracts with local businesses.
- The future use of Expo should have clear equity goals that help facilitate the accessibility of the site and the site's programming to underserved communities.
- Metro should define its desired outcomes around the guiding principles, for example developing environmental and sustainability goals that a development partner should adhere to.
- Should the site development include amenities and infrastructure consistent with a livable neighborhood, Metro should consider the addition of affordable housing in the future.



RFEI proposal evaluation

Summary of proposals

Project	Team	Use	Summary
Expo Center, Reimagined	Expo Center Equity & Enhancement Partners, ASM Global (team lead)	Full campus	Builds upon Expo's core offering – consumer trade and hobby shows – and proposes to redevelop a portion of the site as a state-of-the-art multi-purpose events center capable of hosting community-based programming such as youth sports, live entertainment, and cultural/historic offerings.
Portland Re-Use Collective	Community Cycling Center, Rebuilding Center, Community Warehouse, Free Geek, Repair PDX	Partial use, Halls B & C	The nation's first Community Reuse Center, a public-private partnership between Metro and The Collective member organizations. This center will be a one-stop shop for material donations covering a wide range of uses, all in support of leveraging reclaimed resources in service of individuals living with low incomes.
Regional Regenerative Economy Hub (REGGIE)	Hemp Collaborative	Partial use, Hall C, UP6	Proposes using the site as a hub for innovative climate action, social justice, research, and low-carbon industry drivers. The Hub will be a regional processing facility and small business incubator for industrial hemp fiber, which will catalyze just climate action by accelerating development of an industrial hemp regenerative economy.
Specht-Colas Redevelopment	Specht Development, Inc, Colas Development Group, Mackenzie, Colas Construction	Full campus	Partner with Metro to co-create a progressive and equitable commercial/industrial development project. They propose an iterative process to co-create a vision for a mixed-use campus, including determining how the project can honor the communities impacted by the site's history and memorialize their cultural legacy for future generations.
Storyteller	CIP Consultants, Rena Solutions, Portland Film Office, Oregon Film, Kaiser+Path, Leo, LLC	Full campus	"Storyteller" is a professional multimedia campus driving economic growth and building regional community wealth. It aims to be a top-tier destination for media production, while simultaneously channeling needed resources, and providing a platform for those voices that continue to go unheard. It is a hub for the creative sector and fosters an environment of inspiration, training, and jobs.
Trammel Crow Redevelopment	Trammel Crow	Full campus	Proposes to provide capital and project management for Metro's repurposing of Buildings A and B for leasing as below-market-rate industrial space for local businesses selected by Metro. The remaining site would be land leased to developer and used to develop Class-A industrial space leased at market-rates.
Oregon Black Heritage Museum*	Oregon Black Pioneers	Partial use	OBHM would be a premier, state-of-the-art destination and resource for all communities. The building and grounds would be prominently designed to honor Oregon's Black ancestry, culture, perseverance, excellence, and prosperity.
Site of Conscience*	JAMO, Vanport Mosaic	Partial use	A permanent interpretive center that focuses on the history of forced displacements on this site, Indigenous Communities, the Japanese American Community, and the Vanport Community. This would include gallery space, a space for healing, office space, and gathering spaces.

*Honoring cultural legacy proposals

Proposal Team

ASM Global
Expo Center Equity and Enhancement Partners (ECEEP) including -
Black Business Oregon
CEVA
Home Builders Association
O'Loughlin Trade Shows
Portland Swap Meet
Rose City Classic
Sports Oregon
The RV Show

Use

Full campus

Timeline

Redevelopment agreement signed in July 2023
Renovations start in October 2023
Operating term 24 years

References

Letter from the ECEEP partners

Expo Center Reimagined

Submission description

ASM Global is the largest operator of civic venues in the world managing community-based assets such as the convention centers in Chicago, Denver, Detroit, and Philadelphia. They have partnered with current and potential venue users to form the Expo Center Equity and Enhancement Partners (ECEEP). The Expo Center Reimagined proposal builds upon the core offering – consumer trade and local community shows – and proposes to redevelop a portion of the site as a state-of-the-art multi-purpose events center. Their proposal is designed to meet the needs of existing users, while expanding offerings in youth sports, live entertainment, and cultural/historic offerings.

Evaluation

Review	Criteria	Assess
Financial	Is there a reasonable financial plan to support the development of their project concept?	●
Financial	Does the proposal provide a clear plan for ongoing financial sustainability?	●
Facilities	Are any of these uses compatible with current Expo operations?	●
Facilities	Are any “facility or operational concerns” with any of the proposed uses?	●
Gov.	What interjurisdictional considerations and opportunities should Metro contemplate?	●
Eval 01	How will your team continue meaningful engagement with key stakeholder communities?	●
Eval 02	How does your concept honor the historical and cultural legacy of the site?	●
Eval 03	How does your concept build financial and community wealth for specific members of our community?	●
Eval 04	How does your concept approach environmental sustainability?	●
Eval 05	How does your project concept ensure financial sustainability (including for Metro)?	●
Eval 06	How will your concept maximize economic prosperity across the region?	●

● meets criteria ● somewhat meets criteria ● some risk/concern ● does not meet criteria

Committee Comments

Review	Notes
Financial	<ul style="list-style-type: none"> • ASM Global is an international corporation and appears to have the experience and financial capability to execute their concepts (as proposed) at the Expo Center. • As submitted, the concept appears to be financially neutral to Metro. • Given their large portfolio of civic venues, there is confidence in the respondent's projected revenue targets of \$10M to \$12M annually. • Inclusion of bond financing and VFTA allocations are a core pillar of their business model and further exploration of the levels in which they contemplate these resources as part of their projections is required. • If council and commission choses to partner with ASM, additional due diligence must be conducted around their revenue share model, lease terms expectations, asset and debt ownership models, and projected economic impact study is recommended. • Additional investigation of how expansion into live entertainment and cultural/historic offerings will impact the other venues in the region's ecosystem is critical. These should be additive and not in competition to our current venue operations.
Facilities	<ul style="list-style-type: none"> • This proposal contemplates expansion of existing use, under a private management model. As a result, council and commission would need to consider how this restructure would affect labor, vendor, and client contracts. In addition, contemplation around how potential rates increases would affect the continued accessibility of community shows, who have a high desire to remain at Expo, but also struggle to afford the current rates. • This proposal contemplates the replacement Halls A, B and potentially C which will require permitting and zoning review. This will triggering utility, stormwater, and other required site upgrades as a result.
Government	<ul style="list-style-type: none"> • If the proposal stays at an expansion of Expo's current use, this will likely only require an update to the conditional use permit – a well-worn path. If there is an expansion to the site usage (light industrial) as suggested, additional review may be required. • It is likely that the expanded offerings will significantly increase traffic and a traffic study should be conducted as part of the pre-development period. Programs to increase participation in light rail and other public transportation should be considered. • As a private entity, no additional government funds or subsidy should be invested in this proposal. • Proposal would be stronger if there was an existing partnership with the Black American, Japanese American and urban Indigenous communities, and Tribal governments. Demolition of Halls A-C for a new complex seems problematic without engagement with these stakeholders. • Partnerships should be developed with community-based organizations are working on providing access to sports. • Expansion into youth and recreational sports is especially compelling since there is a shortage of indoor venues to this scale. There is a potential for a multi-state draw.
Community	<ul style="list-style-type: none"> • This proposal seems like a good fit for the site. Support Expo remaining as a community asset with the potential of bringing more people to learn about the cultural history of the site. • Metro needs to clarify with ASM to understand specifically how they plan on connecting with community, not only to honor the cultural legacy of the site, but also to facilitate equitable access to future programming. Hows will ASM partner with community to make events affordable and accessible? • Would like to see the preservation of Hall A, instead of dismantling it. • Would like to see the submission team work with local contractors, reuse materials and commit to certain environmental standards, such as LEED. • Concern the proposal initially relies on local taxes funding for funding but also proposes parceling off some portion of the site for light industrial as additional revenue. Committee does not support the latter. • The greatest challenge is that they want Metro to be largely "hands off," yet still be financially supportive through bond financing. What happens if they can't finance the project?

Proposal Team

The Hemp Collaborative is a coalition of individuals and organizations including university researchers, green buildings, farmers of color, material management policy experts.

Make X Concepts

Portland State University

Momma Nature

Golden Bungalows

Bureau of Planning and Sustainability

EnerCity Collaborative

Use

Partial use, Hall C, UP06

Timeline

2023 – Continued development of funding sources and partners

2024 – Secure start-up funding

2025 – Begin operations

References

Fletcher Beaudoin –
Portland State University

Elizabeth Bridges –
Bioforcetech Corporation

Leslie Lum – Unite Oregon












James Meytoyer III,
EnerCity Collaborative

Regional Regenerative Economy Hub (REGGIE)

Submission description

Proposes the site to be repurposed to be the nation's first Community Reuse Center, a public-private partnership between Metro and The Collective member organizations. This center will be a one-stop shop for material donations covering a wide range of uses, all in support of leveraging reclaimed resources in the service to individuals living with low incomes.

Evaluation

Review	Criteria	Assess
Financial	Is there a reasonable financial plan to support the development of their project concept?	
Financial	Does the proposal provide a clear plan for ongoing financial sustainability?	
Facilities	Are any of these uses compatible with current Expo operations?	
Facilities	Are any "facility or operational concerns" with any of the proposed uses?	
Gov.	What interjurisdictional considerations and opportunities should Metro contemplate?	
Eval 01	How will your team continue meaningful engagement with key stakeholder communities?	
Eval 02	How does your concept honor the historical and cultural legacy of the site?	
Eval 03	How does your concept build financial and community wealth for specific members of our community?	
Eval 04	How does your concept approach environmental sustainability?	
Eval 05	How does your project concept ensure financial sustainability (including for Metro)?	
Eval 06	How will your concept maximize economic prosperity across the region?	

 meets criteria  somewhat meets criteria  some risk/concern  does not meet threshold

Committee Comments

Review	Notes
Financial	<ul style="list-style-type: none"> This is a very early-stage start-up that does not appear to have any assets or existing income. Start up funding does not exist and is largely contingent on speculative funding from government grants and other investment capital. The proposal suggests a 5-year incubation period and relies heavily on outside funding and a reduced-cost lease without a clear guarantee of success. The submission team has a deep knowledge and expertise in the hemp industry and its benefits but does not have experience bringing a new product to market. As a partial use concept, some early investigation on the city, state and federal requirements of how hemp is regulated is prudent. Does not address the capital needs of Hall C. Research on employment safety requirements and how manufacturing is compatible with other businesses is necessary. Metro would need to invest in independent market research and business planning to provide confidence that the proposed operations can eventually become self-sufficient and profitable. Why is this not a strong industry already?
Facilities	<ul style="list-style-type: none"> This proposal contemplates expansion of existing use, under a private management model. As a result, council and commission would need to consider how this restructure would affect labor, vendor, and client contracts. In addition, contemplation around how potential rates increases would affect the continued accessibility of community shows, who have a high desire to remain at Expo, but also struggle to afford the current rates. This proposal contemplates the replacement Halls A, B and potentially C which will require permitting and zoning review. This will triggering utility, stormwater, and other required site upgrades as a result.
Government	<ul style="list-style-type: none"> Supports IG2 zoning and there would be minimal barriers to permitting. Underutilization of a massive site and seems more well positioned in a rural area. Why not Salem or Corvallis? Without clear economic impact or alignment with economic development goals, it is unclear why Metro should support this industry. Is there a market if private industry can't support this independent of government involvement? Proposal is not well positioned for federal funding at this point, but there is potential for PCEF.
Community	<ul style="list-style-type: none"> Expressed concerns about the compatibility of this proposal with other uses, especially around odor and noise. Concerns if this is the right compatible use next to a museum or exhibit that honors the cultural legacy of the site. Concerns of the optics of placing a marijuana/hemp-based industry in a neighborhood where communities of color live. Proposal articulated the benefits of REGGIE for the community, but did not articulate how the communities most impacted by the site could help inform the decision-making of industry itself. Proposal is heavily dependent on Metro's assistance in the form of a low-cost lease, with no guarantees of success. We should support the hemp industry, but perhaps not at this site. There are stronger proposals on the table.

Portland Reuse Collective (PRC)

Proposal Team

The PRC is a partnership between -

Community Cycling Center

Community Warehouse
Free Geek
Rebuilding Center

Use

Partial use, Halls B & C

Timeline

Prepared to take occupancy with 90 days notice.












References

None provided

Submission description

Proposes the site to be repurposed to be the nation's first Community Reuse Center, a public-private partnership between Metro and The Collective member organizations. This center will be a one-stop shop for material donations covering a wide range of uses, all in support of leveraging reclaimed resources in the service to individuals living with low incomes.

Evaluation

Review	Criteria	Assess
Financial	Is there a reasonable financial plan to support the development of their project concept?	
Financial	Does the proposal provide a clear plan for ongoing financial sustainability?	
Facilities	Are any of these uses compatible with current Expo operations?	
Facilities	Are any "facility or operational concerns" with any of the proposed uses?	
Gov.	What interjurisdictional considerations and opportunities should Metro contemplate?	
Eval 01	How will your team continue meaningful engagement with key stakeholder communities?	
Eval 02	How does your concept honor the historical and cultural legacy of the site?	
Eval 03	How does your concept build financial and community wealth for specific members of our community?	
Eval 04	How does your concept approach environmental sustainability?	
Eval 05	How does your project concept ensure financial sustainability (including for Metro)?	
Eval 06	How will your concept maximize economic prosperity across the region?	



meets criteria



somewhat meets criteria



some risk/concern



does not meet criteria

Committee Comments

Review	Notes
Financial	<ul style="list-style-type: none"> • While there is reasonable confidence in the submittal team can execute the project as stated in their proposal, there is concern they do not contemplate any structural or systems upgrades to Halls B or C. • The Collective's ability to absorb unforeseen costs startup costs is unclear. • While there is confidence in these five organizations to manage their individual operations, they have not partnered as a collective or managed an operation to this scale. How these organizations co-exist and operate seems speculative. • As a partial use concept, it is unclear how they would contribute to the overall financial sustainability of the campus. It is unclear if this will be financially neutral to Metro. • These are all nonprofits who rely on donations and grants, which can fluctuate from year to year. • To what extent this is a factor, this proposal does not generate economic impact or growth. Unclear if this is the highest best use for the site in comparison to the current use.
Facilities	<ul style="list-style-type: none"> • This partial use of the campus would have significant impacts to current Expo operations. Reducing Expo Center to Halls D and E only, and assuming parking revenue impacts would result in a \$3-4M revenue loss to current operations. • Potential impacts to existing offices spaces and food and beverage operations. • PRC proposes no upgrades to the aging Halls. There are clear upgrades needed to address utility, plumbing, lighting, and HVAC systems, entry, and existing event and office space use pose challenges. • Century-old wooden structures pose additional life/safety risks with daily storage/industrial use. • Investment in structural repair/ replacement (including roof) would be required. • Occupying Hall B without upgrades would deter the development of Hall A.
Government	<ul style="list-style-type: none"> • The proposed use supports IG2 zoning and there would be minimal barriers to use permitting. • Much of this industry is warehousing and materials management, is Expo the best spaces for this? • This proposal does not address the necessary site improvements and upgrades, which would likely trigger additional building permit requirements at a cost greater than the Collective could not bear. There is an element of risk to proceeding without capital improvements. • Government should be supportive of this concept, but is this the best location? Metro should consider if this is a component of its overall waste management plan. • If Metro wants to transition the site industrial or manufacturing, REGGIE may be a good pairing.
Community	<ul style="list-style-type: none"> • This proposal did meet highest, best use for the site, nor may not be a compatible use to honor the cultural legacy for the site. • This proposal may be in alignment with Metro's other goals.

Specht-Colas Redevelopment

Proposal Team

Specht Development, Inc
Colas Development Group

Mackenzie

Colas Construction

Use

Full campus use

Timeline

Assumed planning
process through
2024/2025

Site redevelopment to
begin in 2026

References

James Payne, US Bank

Curtis Robinhold, Port of
Portland

Andy Harper, DWS

Sophorn Cheang, Business
Oregon

Submission description

Partner with Metro and other selected industries to co-create a progressive and equitable commercial/industrial development project. They propose an iterative process where the team works with Metro and community to co-create a vision for a mixed-use campus, including determining how the project can honor the communities impacted by the site's history and memorialize their cultural legacy for future generations.

Start with Metro and selected proposal teams (other RFEI submissions) to evaluate and develop an actionable master plan development.

Evaluation

Review	Criteria	Assess
Financial	Is there a reasonable financial plan to support the development of their project concept?	
Financial	Does the proposal provide a clear plan for ongoing financial sustainability?	
Facilities	Are any of these uses compatible with current Expo operations?	
Facilities	Are any "facility or operational concerns" with any of the proposed uses?	
Gov.	What interjurisdictional considerations and opportunities should Metro contemplate?	
Eval 01	How will your team continue meaningful engagement with key stakeholder communities?	
Eval 02	How does your concept honor the historical and cultural legacy of the site?	
Eval 03	How does your concept build financial and community wealth for specific members of our community?	
Eval 04	How does your concept approach environmental sustainability?	
Eval 05	How does your project concept ensure financial sustainability (including for Metro)?	
Eval 06	How will your concept maximize economic prosperity across the region?	

 meets criteria  somewhat meets criteria  some risk/concern  does not meet threshold

Committee Comments

Review	Notes
Financial	<ul style="list-style-type: none"> • Specht Development and Colas Construction are well respected companies in the region. Together they have developed and constructed millions of square feet of industrial, commercial, and residential projects. However, without a clear concept the committee cannot determine if there is a reasonable financial plan to fund the project. • Similar to the above, without a specific development strategy, it is difficult to assess the long-term financial viability of this proposal. • The proposal is a master planning process where Specht and Colas would partner with Metro to determine a vision for the site. Their value is being a strong local partner who understands the market and has relationships within the community.
Facilities	<ul style="list-style-type: none"> • This proposal contemplates several different options including a full-scale redevelopment of the site. Since there is no clear use contemplated, it is hard to gauge if this would be a compatible use. The assumption is, no. • Some of the site models proposed contemplates the replacement Halls A, B and C which will require permitting and zoning review. This will trigger utility, stormwater, and other required site upgrades as a result.
Government	<ul style="list-style-type: none"> • Specht and Colas are respected companies in our region, however since there is no clear use being proposed, the committee can only make speculative comments. • Based on the sample projects they provided, the proposal is well researched and there is a high level of confidence that the team will propose a concept consistent with IG2 zoning. • Metro should consider who will pay for site and infrastructure improvements such as stormwater? • This team is a great candidate for partnering and should consider moving forward with Storyteller and/or Site of Conscience submissions. • Depending on use, there could be potential federal funding, but Metro would need to build in additional federal grant administration capacity, if there is not already.
Community	<ul style="list-style-type: none"> • While there is no clear use articulated in this proposal, there is strong support for partnering with local companies on this project. • Their approach to the guiding principles are strong in concept, there are concerns about the open-endedness of the proposal. • The Specht-Colas redevelopment team could be partnered with other proposals.

Proposal Team

CIP Partners

Oregon Film

Rena Solutions

Portland Film Office

Leo, LLC

Kaiser+Path

Use

Full campus use

Timeline

Phase 1, 18 months

– Compliment and financing

Phase 2, 18 to 30 months

– compliment and conversion

Site redevelopment to begin in 2026

References

Representative Janelle Bynum

Representative Rob Nosse

Commissioner Mingus Mapps

Austin Film Society












Oregon Media Production Association

Storyteller

Submission description

“Storyteller” is a professional multimedia campus driving economic growth and building regional community wealth. It aims to be a top-tier destination for media production, while simultaneously channeling needed resources, and providing a platform for those voices that continue to go unheard. It is a hub for the creative sector and fosters an environment of inspiration, training, and jobs. Proposes a professional multimedia campus driving economic growth and building regional economic growth. Supports underserved and historically disenfranchised communities through opportunities. Supports skills development, innovation, creativity, jobs, wealth creation with an indirect impact of regional tourism. Focus on Halls C, D and E, with temporary use of Hall E for short-term tenancy of PathHouse (Kaiser+Path).

Evaluation

Review	Criteria	Assess
Financial	Is there a reasonable financial plan to support the development of their project concept?	
Financial	Does the proposal provide a clear plan for ongoing financial sustainability?	
Facilities	Are any of these uses compatible with current Expo operations?	
Facilities	Are any “facility or operational concerns” with any of the proposed uses?	
Gov.	What interjurisdictional considerations and opportunities should Metro contemplate?	
Eval 01	How will your team continue meaningful engagement with key stakeholder communities?	
Eval 02	How does your concept honor the historical and cultural legacy of the site?	
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Eval 05	How does your project concept ensure financial sustainability (including for Metro)?	
Eval 06	How will your concept maximize economic prosperity across the region?	

 meets criteria  somewhat meets criteria  some risk/concern  does not meet criteria

Committee Comments

Review	Notes
Financial	<ul style="list-style-type: none"> While speculative, there is a reasonable strategy for start-up capital (grants, private investment capital, and debt financing). The submission team includes individuals with significant film, music, and industry expertise; however, it is unclear how the mutual benefit corporation would be structured since it does not yet exist as a legal entity. While the film industry currently exists, independent analysis and research will be necessary for Metro to understand its full growth potential, economic impact, and viability in the Metro region. Similarly, understanding how viability of the timber product Understandably, this submission team does not exist as a legal entity. respondent notes that no substantive financial plan can be developed without first demonstrating site control to potential funders and financiers. The submission team has a deep knowledge and expertise but does not have experience executing on a project similar to this. Subleasing Hall E to Kaiser+Path brings about questions in co-location and compatibility. Further investigation is required. Is there potential for the Storyteller concept to be paired with a more well capitalized proposal?
Facilities	<ul style="list-style-type: none"> While there is reasonable confidence in the submittal team can execute the project as stated in their proposal, there is concern they do not contemplate any structural or systems upgrades to Halls B or C. The Collective's ability to absorb unforeseen costs startup costs is unclear. While there is confidence in these five organizations to manage their individual operations, they have not partnered as a collective or managed an operation to this scale. How these organizations co-exist and operate seems speculative. As a partial use concept, it is unclear how they would contribute to the overall financial sustainability of the campus. It is unclear if this will be financially neutral to Metro. These are all nonprofits who rely on donations and grants, which can fluctuate from year to year. To what extent this is a factor, this proposal does not generate economic impact or growth. Unclear if this is the highest best use for the site in comparison to the current use.
Government	<ul style="list-style-type: none"> The proposed use supports IG2 zoning. The committee is largely supportive of this concept and use. The film industry brings a large economic impact to our region, but is there support long-term growth at the City and State level? This would require extensive government support and subsidies to get it off the ground and maintain it, but it could have significant impacts if successful and might be worth it. This is a very unique opportunity to invest in the growth of a cluster and could be big for our region. Could potentially access government grants and other funding support. Supports the blend of industrial and economic development, but mass timber production seems like an unusual pairing. Proposal would be stronger if there was an existing partnership with the JAMO/Vanport Mosaic.
Community	<ul style="list-style-type: none"> This concept has potential and impressive public and private support. If successful, this could be a boon to the region and have a positive impact to multiple sectors. Overall the film industry could "lift" the Portland region. Questions if this is the highest best use for the site that forges a path to long-term financial stability. This industry is tied to a variety of economic factors outside their control, if the market struggles, so will this industry. Additional depth and clarity in how the concept around community engagement, honoring cultural legacy, and wealth creation. There is potential there, but there is a lack of understanding who and how many people can benefit from this industry overall. There is a perception that there is a barrier to entry to the film and media industry, how does this project provide equitable access to programs and services? Expressed concerns about the environmental impact of having mass timber manufacturing onsite.

Proposal Team

Trammel Crow

Use

Full campus use

Timeline

2025 –Assumes Expo Center bookings to run through 2025

2026 –active development begins

References

None provided

Trammel Crow

Submission description

Proposes to provide capital and project management for Metro's repurposing of Buildings A and B for leasing as below-market-rate industrial space for local businesses selected by Metro. The remaining site would be land leased to developer and used to develop Class-A industrial space leased at market-rates. franchised communities through opportunities. Supports skills development, innovation, creativity, jobs, wealth creation with an indirect impact of regional tourism. Focus on Halls C, D and E, with temporary use of Hall E for short-term tenancy of PathHouse (Kaiser+Path).

Evaluation

Review	Criteria	Assess
Financial	Is there a reasonable financial plan to support the development of their project concept?	●
Financial	Does the proposal provide a clear plan for ongoing financial sustainability?	●
Facilities	Are any of these uses compatible with current Expo operations?	●
Facilities	Are any "facility or operational concerns" with any of the proposed uses?	●
Gov.	What interjurisdictional considerations and opportunities should Metro contemplate?	●
Eval 01	How will your team continue meaningful engagement with key stakeholder communities?	●
Eval 02	How does your concept honor the historical and cultural legacy of the site?	●
Eval 03	How does your concept build financial and community wealth for specific members of our community?	●
Eval 04	How does your concept approach environmental sustainability?	●
Eval 05	How does your project concept ensure financial sustainability (including for Metro)?	●
Eval 06	How will your concept maximize economic prosperity across the region?	●

● meets criteria ● somewhat meets criteria ● some risk/concern ● does not meet criteria

Committee Comments

Review	Notes
Financial	<ul style="list-style-type: none">Given Trammel Crow's global experience in developing industrial real estate, there is a high level of confidence in their ability to access the capital necessary to execute and complete the project as proposed.The proposed use, Class A industrial, continues to be one of the best performing asset classes in the industry. Typically, Trammel Crow will not engage unless the project is financially viable if the lease terms are favorable.Metro should consider how long Trammel Crow typically holds on to their assets and what lease.As proposed, the project's community assets (Halls A, B and a new community center) is left to Metro, potentially creating new economic development and cultural heritage program areas that Metro does not have specific expertise in and would need to consider how to staff and manage.
Facilities	<ul style="list-style-type: none">This proposal assumes full use of the campus, with no current use compatibility. However, the proposal does contemplate a community center for Metro to resource and operate.It is likely that with the redevelopment of the campus, would trigger a cascade of building permit upgrade requirements and infrastructure upgrades.
Government	<ul style="list-style-type: none">The proposed use supports IG2 zoning.There is a high level of confidence that TC can execute on the proposal, as described. This is a safe choice and converts the site from a destination to a job center.As a public-private partnership, meeting outcomes of the guiding principles would largely be up to Metro, not TC. Though TC would provide the capital and redevelop the site so those outcomes could be achieved.The incubator and community spaces are an interesting concept, though somewhat ill-placed next to a large class A industrial complex. Who would manage these components at Metro?
Community	<ul style="list-style-type: none">The proposal could meet the guiding principle as it's written, but their answers were largely dependent on Metro playing a large role in how Halls A, B, and community center are managed. Partnering with TC means Metro would need to invest ongoing resources.TC addresses the preservation of Halls A and B, which is a strong point for honoring the cultural legacy of the site.Partnering with an industrial developer may not be the highest, best use for the site. Selling would be a better option.

PROPOSAL

Honoring the cultural legacy of the Expo Center site

When the RFEI was originally developed, the intent was to connect community-based organizations (CBOs) with other submission teams with the hopes that smaller teams would form partnerships and submit full proposals together.

After connecting with more than a dozen CBOs through phone calls and in meetings, Metro received two key pieces of feedback:

- CBOs were resourced constrained and did not have time to meet other submission teams and negotiate partnerships given their core priority.
- Teams that planned to submit proposals related to honoring the cultural legacy of the site believed their proposals could be matched with a variety of proposal concepts.

In response, the project's Steering Committee directed staff to amend the RFEI process and accept short form proposals related to meaningfully recognizing the cultural legacy of the site and region.

Metro plans to continue to engage with these groups in Phase Two, as a central vision for the site is established.

Oregon Black Heritage Museum

Proposal Team

Oregon Black Pioneers

Submission description

OBHM would be a premier, state-of-the-art destination and resource for all communities. The building and grounds would be prominently designed to honor Oregon's Black ancestry, culture, perseverance, excellence, and prosperity.

Site of Conscience

Proposal Team

Japanese American Museum of Oregon, Vanport Mosaic

Submission description

A permanent interpretive center that focuses on the history of forced displacements on this site, Indigenous Communities, the Japanese American Community, and the Vanport Community. This would include gallery space, a space for healing, office space, and gathering spaces.



Tribal government and partner consideration



In coordination with Katie Macdonald, Metro's Tribal Liaison, the project team extended invitations to the Confederated Tribe of the Umatilla, Confederated Tribe of the Siletz, the Cowlitz Indian Tribe and the Grand Ronde Tribe to review the RFEI submission and provide feedback to Metro.

Due to the general timeline of the request and volume of information, our tribal partner were not able to participate due at the level they had wished to. However, they expressed the desire to remain involved and informed in the project's progress, including any Council/MERC direction, major project milestones, and future phases of the project.

Three Future Actions

In addition, some of tribal partners expressed specific interest in the following three areas:

1. **Notify and involve tribal partners** before any development-related ground disturbing activities.
2. When ready, **discuss opportunities** related to the small portion of the Expo site adjacent to the Columbia River.
3. **Notify and involve tribal partners** in the event Metro is able to move forward with a cultural and historic resources center or other amenity at Expo as the development progresses.

Urban Land Institute x Expo Center

On October 19th Metro and the Urban Land Institute hosted an all-day Expo Future Project workshop to consider the topics below:

- Specific strategies or lessons learned around creative public-private partnerships with a high level of community involvement and outreach
- Consideration of any local, state or federally funded programs, specifically infrastructure, job creation or clean energy that might be a funding source for this project
- Future risks that you predict might impact this project

Metro benefitted significantly from the outside view with our primary takeaways from the panel discussion being:

- The Expo Future project is a significant opportunity. MERC and Metro should “think big” about how the site can be used and consider how that area might be built up in the future.
- The project may benefit from a planning or visioning effort. This might help determine how MERC and Metro want to see happen at the site and sequence decision-making and future project phases.
- MERC and Metro Council should consider how the site supports the Region’s Comprehensive Economic Development Strategy (CEDS) and look for ways to maximize the opportunities and fill needs identified in the CEDS.
- Because of the historical nature site, this is an opportunity to honor the cultural legacy of that area in a deeply meaningful way. MERC and Metro should consider the development of a robust outreach strategy that incorporates the communities who have been impacted by the site, as well as other underrepresented groups, specifically including youth, who can help shape how the site should be used for future generations.

Panelists

Frewine Kiros

[Center for Equity and Inclusion](#)

Lailah Luz

[Lailah Luz, LLC](#)

Michi Slick

[Killian Pacific](#)

Kryn Sausedo

[ECONorthwest](#)

Deb Meihoff

[Communitas](#)

Quincy Brown

[We All Rise](#)

Rob Bennett

[EcoDistricts](#)

Sarah Zahn

[Urban Development + Partners](#)

Partners

Frewine Kiros

[Urban Land Institute](#)

Lailah Luz

[Urban Land Institute](#)

Michi Slick

[Mithun](#)

Matthew Rotchford

Alicia Crawford

Chuck Dills

Brian Joerg

[Expo Center](#)



Metro COO's recommended next steps

Recommendations for Phase Two of the Expo Future Project

Marissa Madrigal
Chief Operating Officer

Upon consideration of the feedback and overarching recommendations by the Project Steering Committee and our partner review committees, Metro will seek to assess the viability the Portland Expo Center as a community-centric sport venue.

As such, I am recommending Metro initiate the following next steps as part of Phase Two of the Expo Future Project:

Recommendation 1

Metro will recognize Expo Center's Hall A as a site of national historic significance and meaningfully memorialize the site's history of forced displacement during World War II and the Vanport Floods, as well as the site's pre-colonial history and importance to Indigenous Peoples.

In doing so, Metro will take the lead in convening Tribal government partners, the Black and Japanese American communities and urban Indigenous community to meaningfully memorialize the cultural significance of the site to our region and country. As part of this, Metro shall investigate support from federal, state, or other partners, including philanthropic partners, for financial or

The goal of the RFEI process was to help Metro to determine a compelling and feasible vision for the Expo Center site that advances the project's community-driven guiding principles and brings about financial sustainability.

other opportunities for Hall A, specifically, and the land adjacent to the Columbia River.

Recommendation 2

Recognizing Oregon's status as an international powerhouse in the sport and outdoor industry, Metro will take measures to align Expo's future redevelopment as a community-centric destination venue that prioritizes amateur, professional, and recreational sports. Metro will proceed to Phase 02 of the Expo Future project and directs staff to conduct due diligence, which includes —

- Partnering with Sport Oregon and other sports organizations on a market and feasibility study to examine how Expo can best pivot its operations toward a sports facility as a primary market, with other uses such as consumer, live entertainment, and community events as secondary markets.

- Conduct an analysis of the benefits and drawbacks of contracting with a third-party venue operator versus Metro.
- Explore additional revenue generating opportunities for the site.

Depending upon results of the market and feasibility study:

- Work with community partners and stakeholders to align Metro's new vision for the site as a community-centric venue with the project's Guiding Principles.
- Conduct a full capital needs assessment and determine a strategy for the site's future development.
- Develop a funding strategy and business plan to support the approved vision.
- Coordinate with other jurisdictions on activities related to the Expo Future project and identify potential public and private partnership opportunities.
- Conduct additional due diligence activities that support the core central concept's feasibility.

Recommendation 3

COO's office will work with Metro Council President and the Chair of MERC to determine the appropriate governance structure and stakeholders to support the activities of Phase 02.

Recommendation 4

In alignment with the recommendations from the Expo Future Community Partner review committee and the project Steering Committee, Metro shall prioritize the use of locally-owned contractors and vendors for the redevelopment of the site.

Recommendation 5

Expo will continue to operate and book events after June 2024, until a capital investment timeline is identified, and activities are adjusted for redevelopment. Expo contracts should be amended to have clear cancellation policies that support the redevelopment efforts or other unforeseen impacts.

Where possible, Metro's Visitor Venues General Manager shall align Expo operations with a booking policy and communications strategy that supports the Expo Future Project's timeline and goals. In addition, every effort should be made to pursue the sports event market within the current venue constraints.

Recommendation 6

COO's Office shall continue to coordinate with Planning and Development staff working on the Interstate Bridge Replacement (IBR) Program, to identify project needs and ensure coordination between Expo booking and IBR project.

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Arts and events
Garbage and recycling
Land and transportation
Parks and nature
Oregon Zoo

oregonmetro.gov



BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF ADOPTING
COMMUNITY-DEVELOPED GUIDING
PRINCIPLES FOR THE PORTLAND EXPO
CENTER DEVELOPMENT OPPORTUNITY
STUDY

) RESOLUTION NO. 22-5254
)
) Introduced by Chief Operating Officer
Marissa Madrigal in concurrence with
Council President Lynn Peterson

WHEREAS, the Portland Expo Center (Expo) attracts nearly 500,000 visitors a year to over 100 public trade shows and community events. Over the past five years it has generated an average of approximately \$50 million in economic impact annually; and

WHEREAS, many communities in the greater Portland area and our region have unique and important historical and cultural ties to Expo and the land it is built upon; and

WHEREAS, the nearby Vanport Floods and WWII Internment at the Portland Assembly Center have had lasting impacts on the Black, Indigenous and Japanese American communities. Metro and Expo recognize the past events and injustices that took place on or near the Expo property; and

WHEREAS, at the direction of Metro Council, the Portland Expo Center Development Opportunity Study was launched in 2020 to assess the value and opportunities for the greatest public benefit of the 53-acre property and venue; and

WHEREAS, throughout the process, Metro has been engaging with key stakeholders and partners, including communities and partners with historic and cultural ties and business interests. These include the Black, Indigenous and Japanese American communities, several Tribes, as well as Expo clients and business stakeholders in order to refine the project guiding principles; and

WHEREAS, the outcome of this stakeholder and partner engagement is a set of Guiding Principles. Each potential future will be evaluated based on this community-driven, collaboratively crafted framework; and

WHEREAS, the Metropolitan Exposition Recreation Commission (MERC) adopted these Guiding Principles unanimously at their meeting of April 6, 2022; now therefore,

BE IT RESOLVED that the Metro Council

1. Approves the community-developed Guiding Principles;
2. Directs staff to use the Guiding Principles as important criteria when reviewing submittals for the Request for Expressions of Interest for the Portland Expo Center Development Opportunity Study.

ADOPTED by the Metro Council this 5th day of May 2022.

Lynn Peterson, Council President

Approved as to Form:

Carrie MacLaren, Metro Attorney

**Metro
Internal**



Reviews submission
for completeness

**Financial
& Facilities**



Considers the viability of
proposed capital
investment strategy and
long-term sustainability of
each proposal.

Performs facilities review to
consider compatibility of
concept with current
knowledge of Expo Center
facilities and operations.

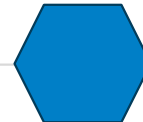
**Community
Partners**



Determines how each
proposal aligns with the
nine guiding principles.

Community review
committee comprised of
individuals who are
connected to the region
and representatives from
CBOs.

**Government
Partners**



Discusses a range of
interjurisdictional
considerations from
permitting, zoning,
environmental and other
factors.

Also determines if there are
any government funding
and investment
opportunities based on
each proposal.

**Tribal
Partners**



Tribal partners will have
the opportunity to review
RFEI submissions and
forward comments to the
COO.

Post Partner Review

COO Review and Recommendation

DOS Staff and Cascadia Partners develops a report for the COO
COO reviews/prepares presentation for MERC and Metro Council

Venues Visioning Update
Work Session Topic

Metro Council Work Session & MERC Meeting
Tuesday, February 28, 2023

METRO VENUES VISIONING

Date: February 13th, 2023
Department: Visitor Venues
Meeting Date: February 28th, 2023

Prepared by: Steve Faulstick
Presenter: Steve Faulstick
Length: 10 minutes

ISSUE STATEMENT

Metro manages the Oregon Zoo, Oregon Convention Center, the Portland Exposition Center, and Portland's Centers for the Performing Arts. The Oregon Zoo is the state's top-paid attraction and serves a vital role in Metro's conservation mission. The Oregon Convention Center is the largest convention facility in the Pacific Northwest, while the Portland's Centers for the Arts bring more than 1,000 music, theater, dance, and lecture performances to the region each year. The Portland Expo Center is the largest exhibition facility on the West Coast and is home to a diverse array of lifestyle shows, public exhibitions, and community events.

Prior to the pandemic, these popular destinations drew over 3.5 million people annually and served as a community gathering place for our region's residents. These four venues are powerful economic drivers for the state, generating nearly \$28 million in taxes and nearly \$877 million in direct, indirect, and induced spending. In addition, Metro's Visitor Venues employ thousands of people across the tri-county area.

Metro's Visitor Venues are a complex portfolio of Metro and city-owned or leased facilities. Each venue largely performs as its independent entity with a unique array of funding from sources like ticket sales, facilities rentals, concessions, voter-approved bond measures, transient lodging tax, general fund, philanthropic dollars, and other jurisdictional partner support. From the 100-year-old buildings at the Expo Center to the first convention center in the nation to receive a LEED-EB certification from the US Green Building Council, each venue has a range of facility types and long-term capital needs.

Recently, Metro's auditor completed an **audit of the Intergovernmental Agreements for the Portland's Centers for Performing Arts** and recommended a set of actions to manage financial and compliance risks and update facility condition information to improve Metro's capital improvement planning and implementation process. In addition, they recommended strategies to manage priorities and allocate resources among critical issues facing P's, including stewardship of public assets, support for local arts organizations, and diversity, equity, and inclusion efforts.

One of the more urgent facility issues is the seismic study results impacting P's Keller Auditorium. Metro and the City of Portland have partnered with the private sector, who have all made financial commitments to ensure the safety and success of Keller's future productions and live events. While the Keller Auditorium is a component of the venue

conversation, this project will run concurrently with the overall venues assessment. **The Keller Project** will explore the recommendations of the 2020 seismic study and upgrades to amenities such as backstage facilities and mechanical and production systems, creating a competitive advantage for touring events. Metro and the City of Portland will evaluate all options and seek community input throughout the process.

Additionally, Metro has committed \$25,000 to develop a **regional cultural arts plan**. This project, led by the City of Portland's Arts Program, is a partnership between the cities of Portland, Beaverton, and Hillsboro, and Multnomah, Clackamas, and Washington counties. This multi-jurisdictional process aims to develop a clear vision, goals, and strategies for the region's arts and culture programs. And as you are aware, the **Expo Future project is underway to consider the options for the 53-acre site**.

The governance and oversight structure of these venues is complex. While Metro acts as the portfolio operator, depending on the venue, there is a wide range of invested partners, including the Metropolitan Exposition Recreation Commission (MERC), City of Portland, Multnomah County, Travel Portland, and the Oregon Zoo Board of Trustees. While our partners are critical to the success of our venue's ecosystem, Metro desires to perform an internal study and visioning process to clearly define Metro's priorities and role, understand the facility needs, and develop a path towards a long-term sustainability solution.

In anticipation that Metro Council and MERC will consider a set of options related to the future needs and commitments to these venues, **Metro leadership and the Visitor Venues team has embarked on an 18-month "Venues Visioning" process which we expect to conclude in July 2024.**

ACTION REQUESTED

Through the end of 2022, staff developed the Venues Visioning scope of work for this project. We gained input and direction from Metro Council and MERC on the policy and values that will inform the development of this scope.

The following is a proposed timetable that will likely shift upon finalizing the scope of work:

Date	Benchmark
September 2022	Venues Visioning consultant secured. Phase 01 – Policy direction and values
November 2022-January 2023	Budget finalized. Key stakeholder outreach, main focus on internal including Council and Commission, as well as key partners. (COMPLETE)
January-February 2023	Scope and schedule finalized
March 2023	Present updates to joint MERC/Council meeting
TBD	Phase 02 – Gap needs and opportunities assessment

TBD	Phase 03 – Community engagement and outreach
Q2 – 2024	Phase 04 - COO reviews VV findings and determines implementation strategy
July 2024	Set of recommended actions presented to Metro Council and MERC

IDENTIFIED POLICY OUTCOMES

Given that we are at the beginning of the Venues Visioning process, staff seek Metro Council and MERC’s guidance on the oversight structure, values, and outcomes of this project. We seek to deliver a clear set of recommendations to Metro Council and MERC in the following areas –

- Metro’s role in supporting the venues ecosystem in urban, suburban, and rural areas.
- Long-term financial viability for our current venue portfolio.
- Long-term strategy for addressing the capital needs of the facilities, including potential funding sources.
- Compliance with Metro’s sustainable building policies.
- Next steps in the implementation of our diversity, equity, and inclusion initiatives around access to employment and our facilities.
- How we restructure our jurisdictional agreements and community partnerships to support the recommended changes.

POLICY QUESTION(S)

- Given that this project involves both Metro Council and MERC, what type of governance or oversight structure should be created to ensure alignment in decision-making?
- This project seeks to redefine Metro’s role in supporting a vibrant, equitable venues ecosystem in the Portland metropolitan region. What initial values or policy guidance do you have for this process?
- Our venues have a unique array of jurisdictional and community partners who we plan to engage as part of this process. Are there specific points or questions that you would like to better understand as part of this process?
- This process aims to further define Metro’s venues diversity, equity, and inclusion strategy in two areas – access to employment opportunities and access to our facilities. What values do we use to help frame this conversation?

STRATEGIC CONTEXT & FRAMING COUNCIL DISCUSSION

The Venues Visioning process and concept was developed by Metro Council and staff to better understand the current and future status of Metro’s, and the region’s venues. The

initial budget project of \$150,000 was approved as part of FY 22-23.

BACKGROUND

The Venues Visioning project is in its initial stages of scope development. No policy decisions have been made at this time.

[For work session:]

- Is legislation required for Council action? No

Materials following this page were distributed at the meeting.



Metro

Expo Future Project

Next steps in Expo's Future: COO's recommendations

February 2023

Welcome

Metro Council
President Lynn
Peterson

What we are going over:

- History of the Expo Future Project
- Overview of the Request for Expressions of Interest findings
- Overview of COO's recommendations
- Joint discussion by Council and Commission



From Hunden Study to Expo Future Project

2014

Hunden Study



2019

Expo DOS

2021

Expo DOS to Expo
Future

Portland Expo Center
Market and Financial Feasibility Study

2022

Expo Future Project
Phase 01: RFEI

David Fortney
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Director
Portland Expo Center
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2023

Expo Future Project
Phase 01: Next Steps

October 29, 2014

2014

Hunden Study

2019

Expo DOS

2021

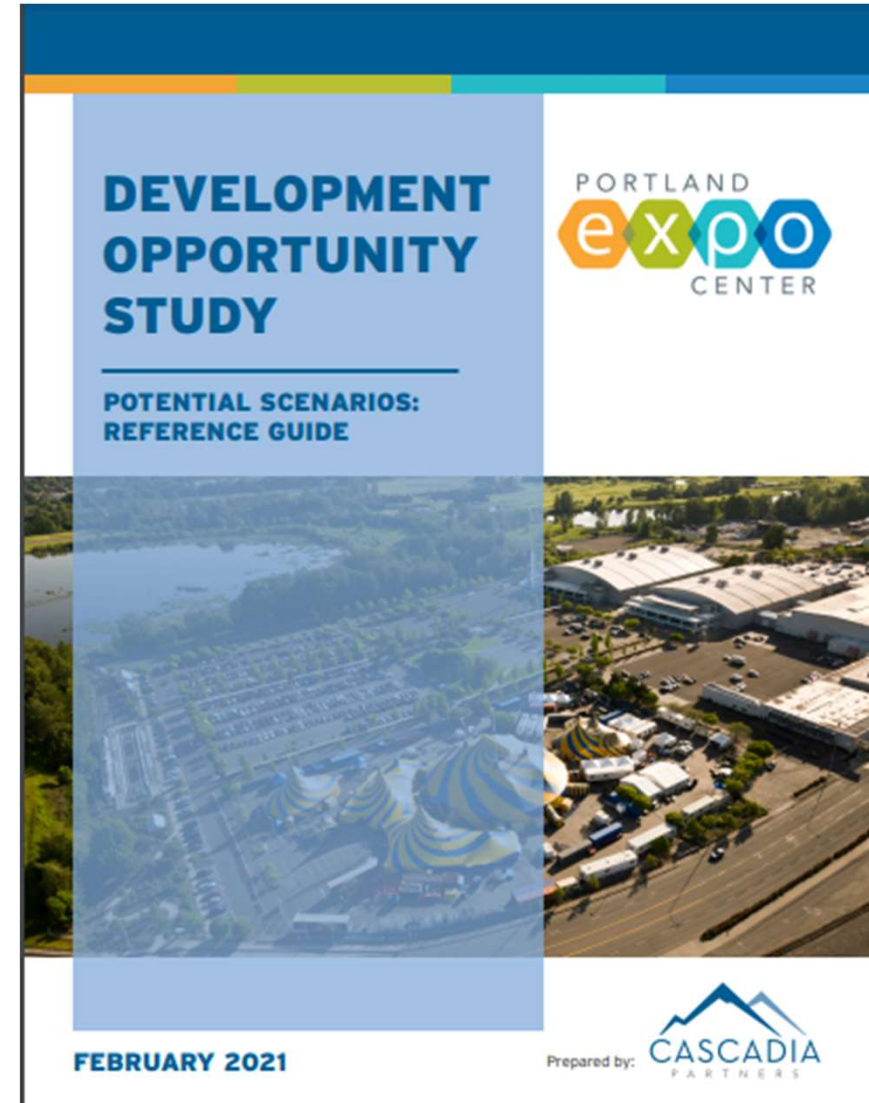
Expo DOS to Expo
Future

2022

Expo Future Project
Phase 01: RFEI

2023

Expo Future Project
Phase 01: Next Steps



2014

Hunden Study

2019

Expo DOS

2021

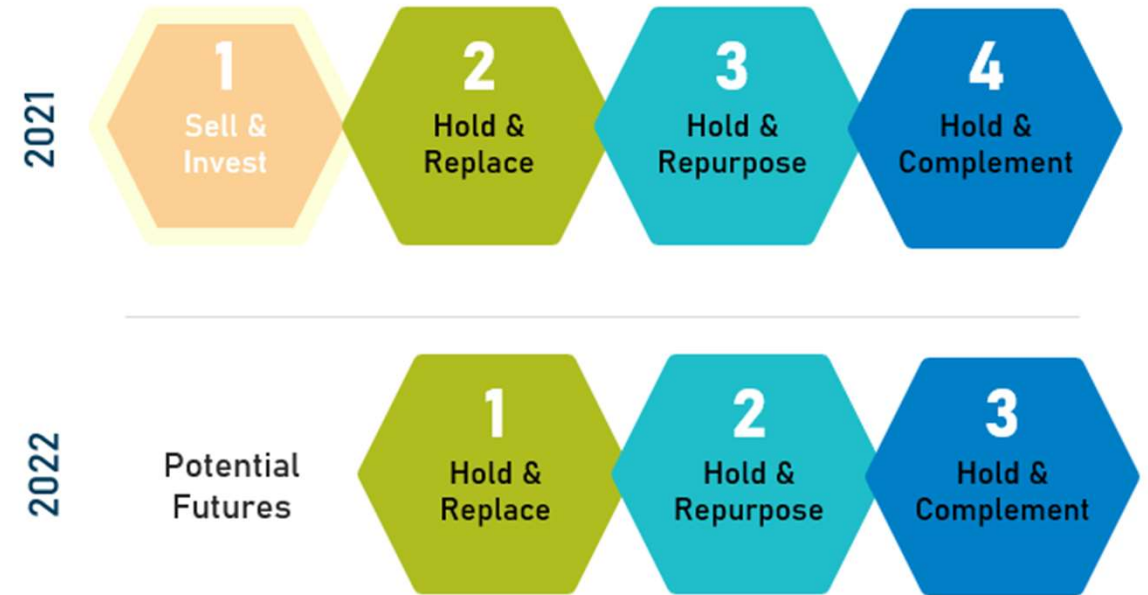
Expo DOS to RFEI

2022

Expo Future Project
Phase 01: RFEI

2023

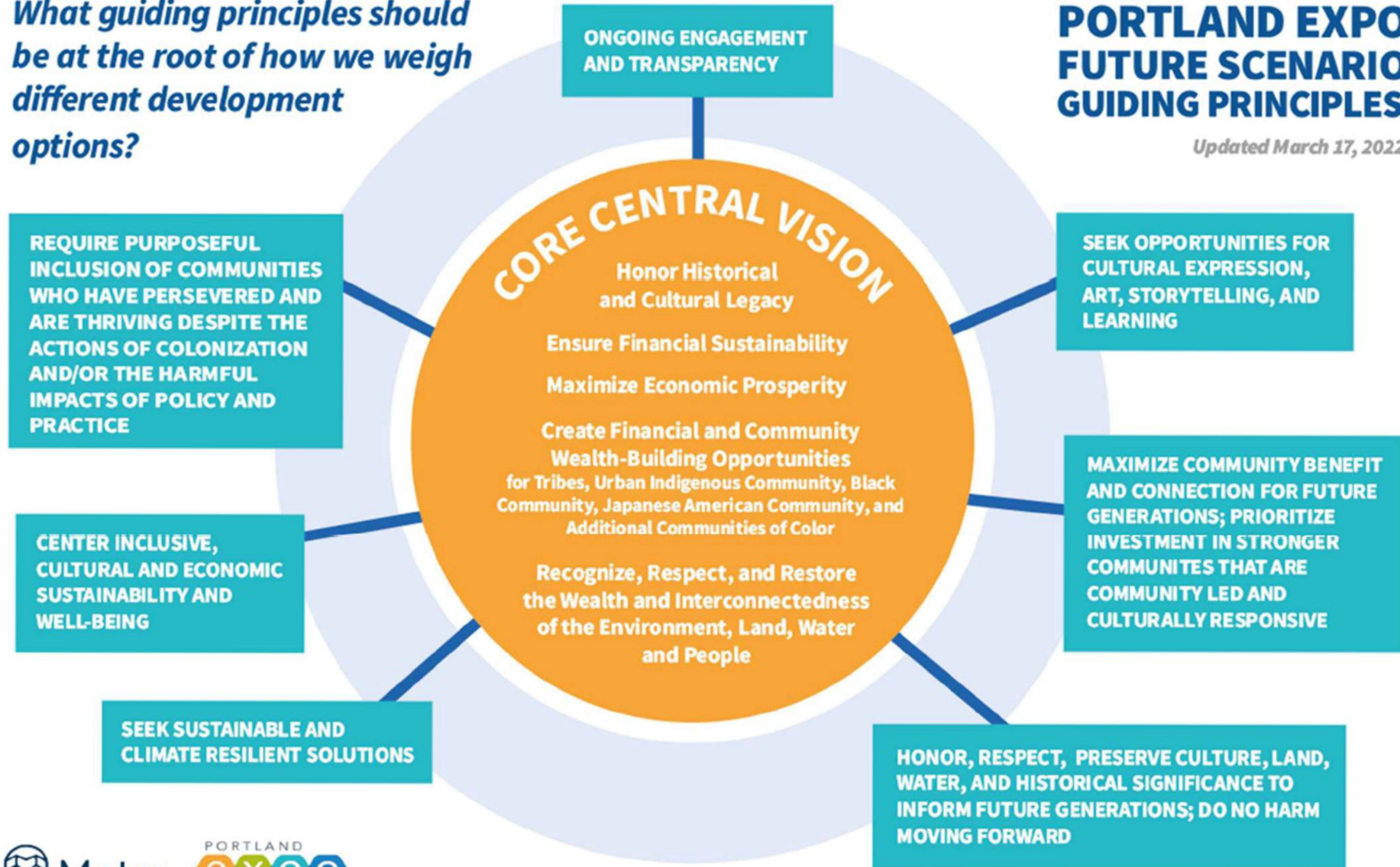
Expo Future Project
Phase 01: Next Steps



What guiding principles should be at the root of how we weigh different development options?

PORTLAND EXPO FUTURE SCENARIO GUIDING PRINCIPLES

Updated March 17, 2022



2014

Hunden Study

2019

Expo DOS

2021

Expo DOS to RFEI

2022

**Expo Future Project
Phase 01: RFEI**

2023

Expo Future Project
Phase 01: Next Steps



Submit your proposal for the Expo Future project

Seeking creative development ideas for
53 acres in North Portland

Metro invites teams interested in public-private partnerships to submit their ideas for the future of the Expo Center. Offering one of the largest remaining sites for employment-heavy uses in greater Portland, the site is a sprawling campus with excellent access to I-5 and light rail. Participate in this once-in-a-generation opportunity to help shape how this community asset will serve current and future generations. Visit expofuture.org for more information on how you can submit a proposal.

For more information

Contact expo.future@oregonmetro.gov for project information.
For more information about the proposal process, visit expofuture.org



Arts and events
Garbage and recycling
Land and transportation
Parks and nature
Oregon Zoo

oregonmetro.gov/expofuture

2014

Hunden Study

ASM Global

Trammel
Crow

Reuse
Collective

2019

Expo DOS launched

Storyteller

Specht
Colas

REGGIE

2021

Expo DOS to RFEI

2022

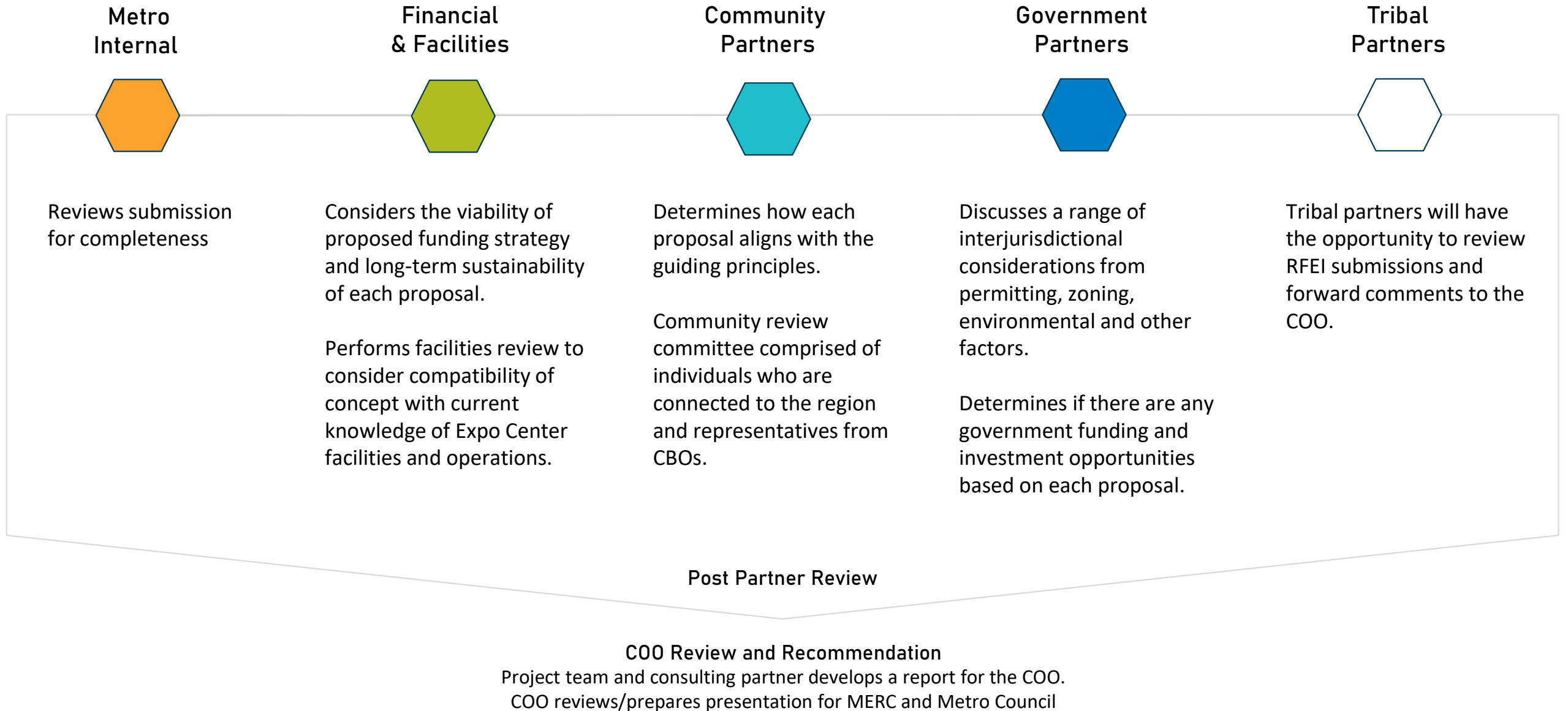
Expo Future Project
Phase 01: RFEI Launch

2023

**Expo Future Project
Phase 01: Next Steps**

Site of Conscience
Oregon Black Heritage Museum

Evaluation process





- “Think big” and consider how that area might be built up in the future.
- The project may benefit from a visioning effort to help determine how to look at the site and sequence decision-making and future project phases.
- Look to the region’s Comprehensive Economic Development Strategy (CEDS) and look for ways to maximize the opportunities and fill identified needs.
- Consider the development of a robust outreach strategy because of the cultural significance of the site.



Community review committee

Overarching recommendations:

1. Site should remain a community-centric asset that complements the historical and cultural significance of the site.
2. Maximize partnerships and contracts with local businesses.
3. Clear equity goals that help facilitate the accessibility of the site and the site's programming to underserved communities.
4. Metro should define its desired outcomes around the guiding principles
5. Should the site development include amenities and infrastructure consistent with a livable neighborhood, consider the addition of affordable housing in the future.

Invited Testimony

Lynn Fuchigami Parks

Ed Washington

Katie Macdonald

Marissa Madrigal

COO's
recommendations of
next steps



Rose City Olympic Center, 1962

A new vision for the Expo Center



COO Recommendation # 1: Metro will recognize Expo Center's Hall A as a site of national historic significance and meaningfully memorialize the site's history of forced displacement during World War II and the Vanport Floods, as well as the site's pre-colonial history and importance to Indigenous Peoples.

In doing so, Metro will take the lead in convening Tribal government partners, the Black and Japanese American communities and urban Indigenous community to meaningfully memorialize the cultural significance of the site to our region and country. As part of this, Metro shall investigate support from federal, state, or other partners, including philanthropic partners, for financial or other opportunities for Hall A, specifically, and the land adjacent to the Columbia River.



Supporting recommendations

1. Conduct due diligence
2. Form a new governance structure
3. Strengthen Expo's current operation
4. Ensure we coordinate with our jurisdictional partners

Questions

Metro Council
President Lynn
Peterson



Policy Questions

Policy Questions:

Do Metro Council and MERC support a reimagined vision for the Expo property which:

- a) Honors and cements the national significance of the Expo site? and
- b) Redevelops the venue to support Oregon's Sport, Outdoor and Recreation Industry?



Portland Expo Center

Historic Vanport

Portland International Raceway

Delta

- rose city olympic center
- STADIUM
 - ARENA
 - NATATORIUM
 - SOCCER FIELD
 - FIELD HOCKEY
 - EQUESTRIAN
 - VELODROME
 - OLYMPIC VILLAGE
 - RIFLE RANGE
 - BIATHLON AND SPORTS CAR ROAD CIRCUIT
 - BOTANICAL GARDENS
 - PRACTICE POOL
 - HUNT CLUB
 - CHILDREN'S RECREATION AREA
 - GOLF COURSE
 - PARKING

Rose City Olympic Center, 1962

Walmart Supercenter

Lowe's Home Improvement

Columbia Children's Arboretum

EAST COLUMBIA

As needed

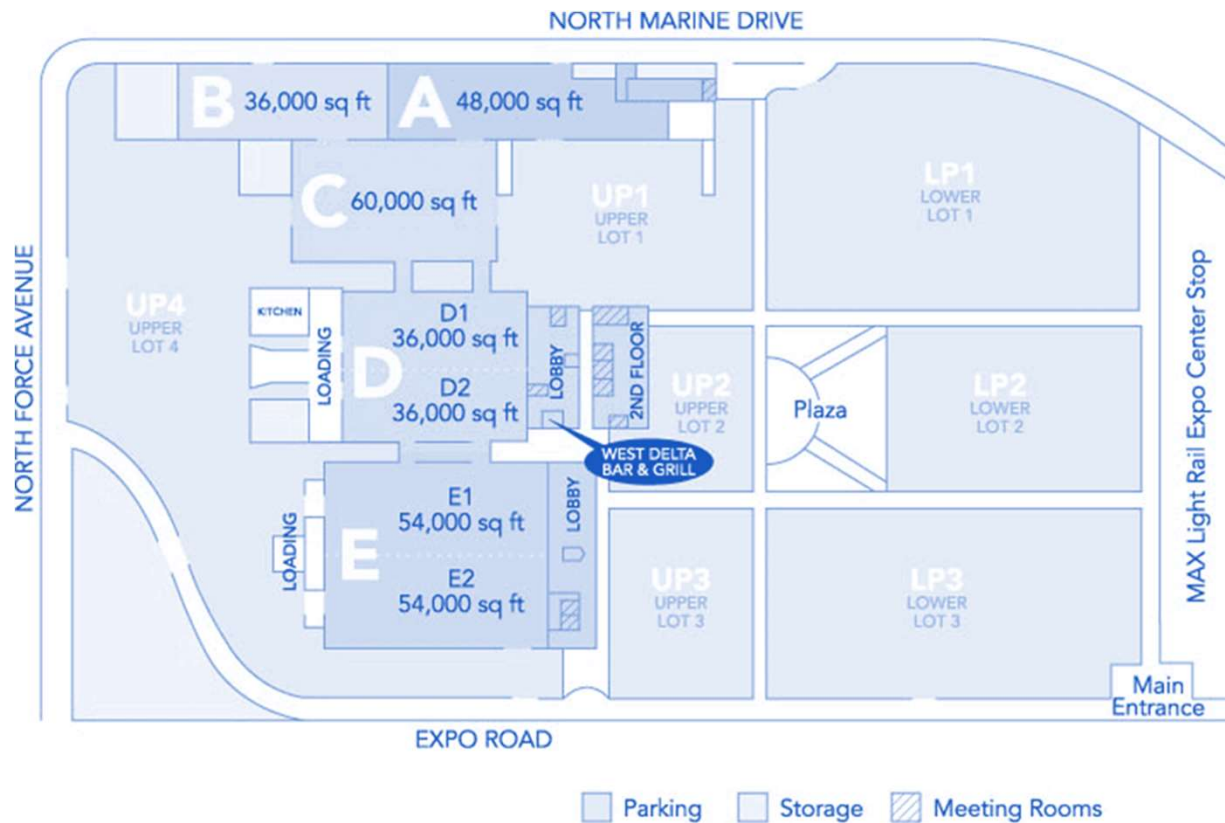
Reference Slides

Oregon Black Heritage Museum

Proposal Team: Oregon Black Pioneers

Type: Cultural Legacy

Use: Partial, no hall specified



Summary Concept

OBHM would be a premier, state-of-the-art destination and resource for all communities. The building and grounds would be prominently designed to honor Oregon's Black ancestry, culture, perseverance, excellence, and prosperity.

Site of Conscience & Cultural District

Proposal Team: Japanese Museum of Oregon, Vanport Mosaic

Type: Cultural Legacy

Use: Partial Use – Hall A, potentially more



Summary Concept

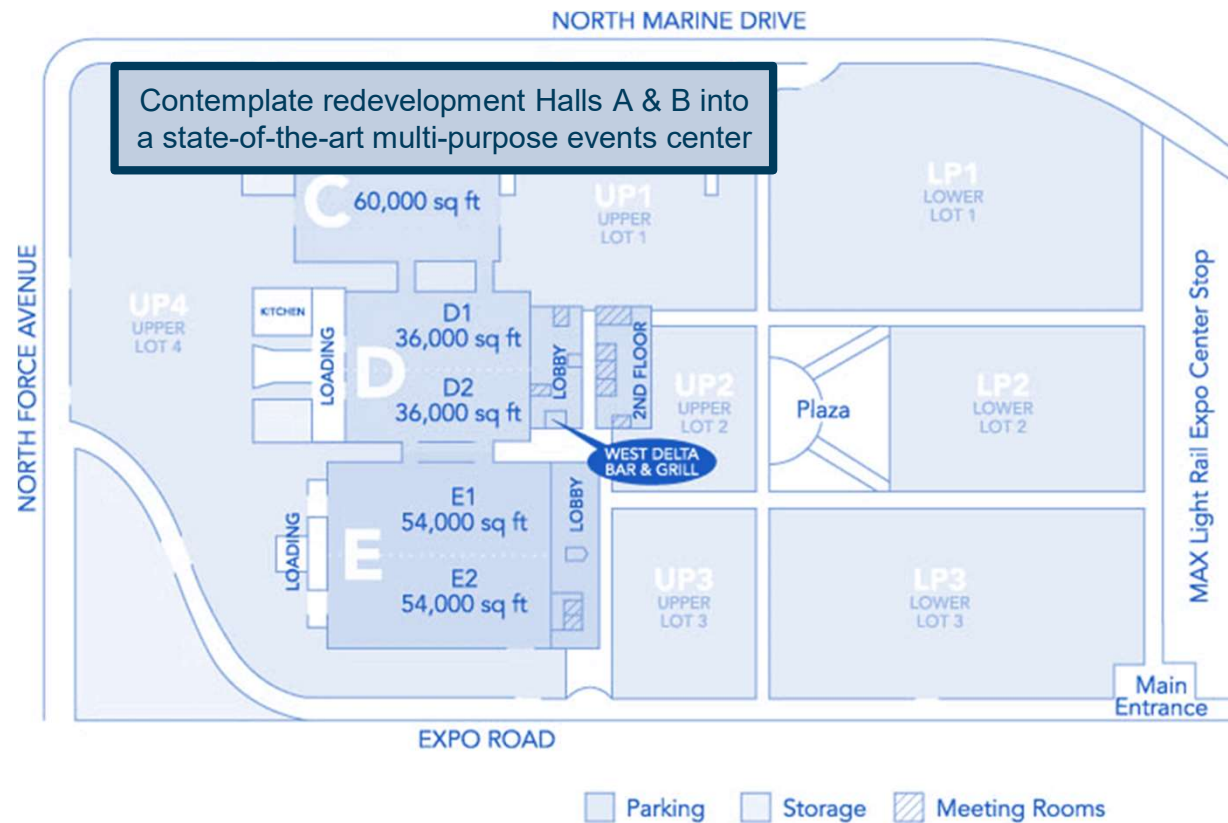
A permanent interpretive center that focuses on the history of forced displacements on this site, Indigenous Communities, the Japanese American Community, and the Vanport Community. This would include gallery space, a space for healing, office space, and gathering spaces.

Expo Center, Reimagined

Proposal Team: Expo Center Equity & Enhancement Partners
ASM Global (team lead)

Type: RFEI Proposal

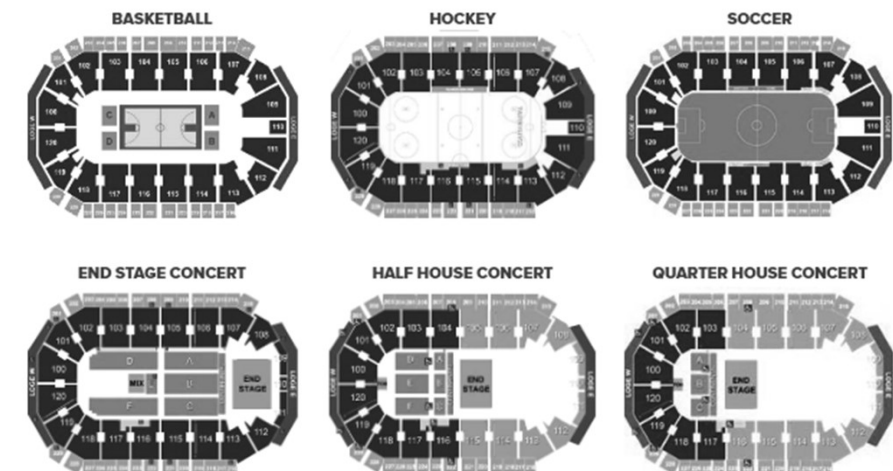
Use: Full Site



Summary Concept

Builds upon Expo's core offering - consumer trade and hobby shows – and proposes to redevelop a portion of the site as a state-of-the-art multi-purpose events center capable of hosting community-based programming such as youth sports, live entertainment, and cultural/historic offerings.

CONCEPTUAL DESIGNS OF MULTI-PURPOSE EVENTS CENTER LAYOUT AND FUNCTIONAL OPTIONS:

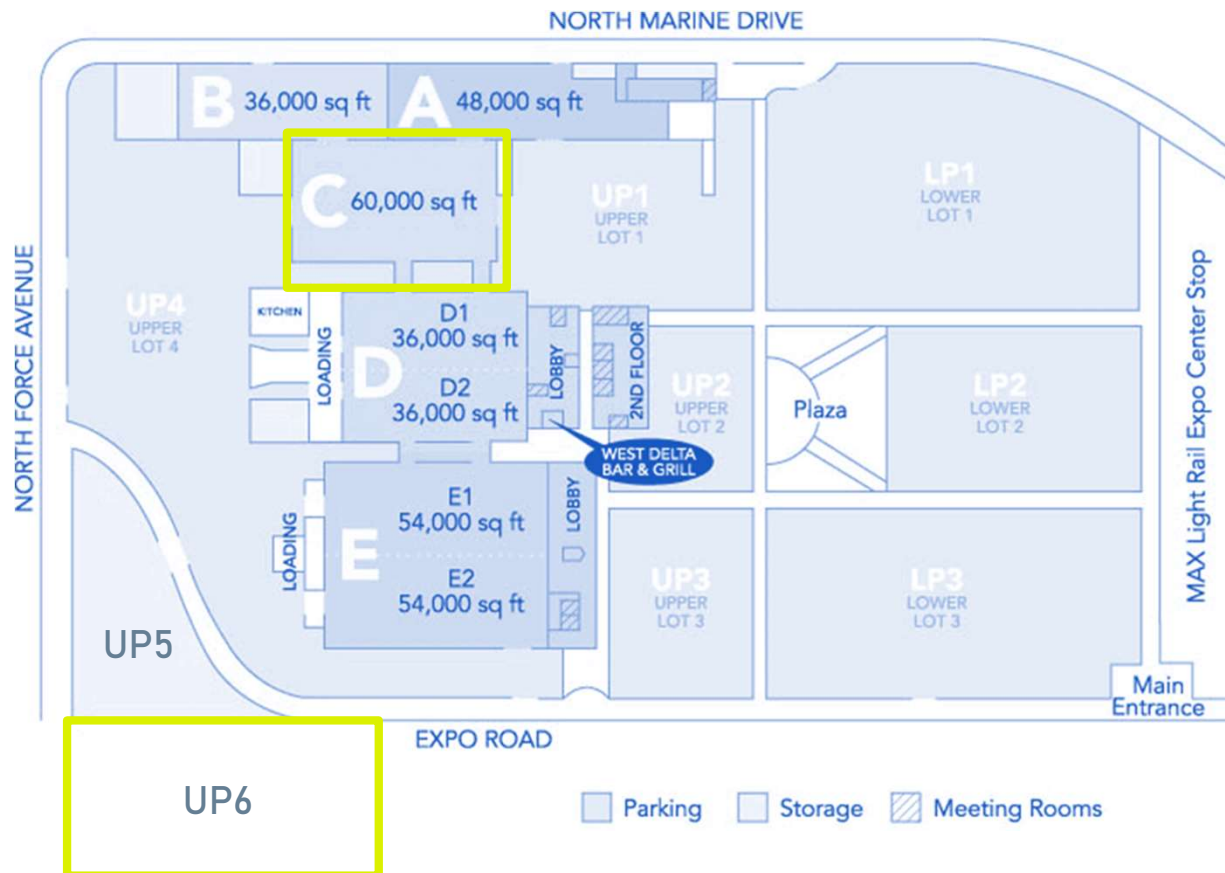


Regional Regenerative Economy (REGGIE) Hub

Proposal Team: Hemp Collaborative

Type: RFEI Proposal

Use: Partial Use, Halls C and UP6



Summary Concept

The Hemp Collaborative proposes using the site as a hub for innovative climate action, social justice, research, and low-carbon industry drivers. The Hub will be a regional processing facility and small business incubator for industrial hemp fiber, which will catalyze just climate action by accelerating development of an industrial hemp regenerative economy.

Specht-Colas Redevelopment

Proposal Team: Specht-Colas Redevelopment

Type: RFEI Proposal

Use: Full Use

Summary Concept

Partner with Metro and other selected industries to co-create a progressive and equitable commercial/industrial development project. They propose an iterative process where the team works with Metro and community to co-create a vision for a mixed-use campus, including determining how the project can honor the communities impacted by the site's history and memorialize their cultural legacy for future generations.



OPTION 1



OPTION 3



OPTION 5



OPTION 7



OPTION 2



OPTION 4



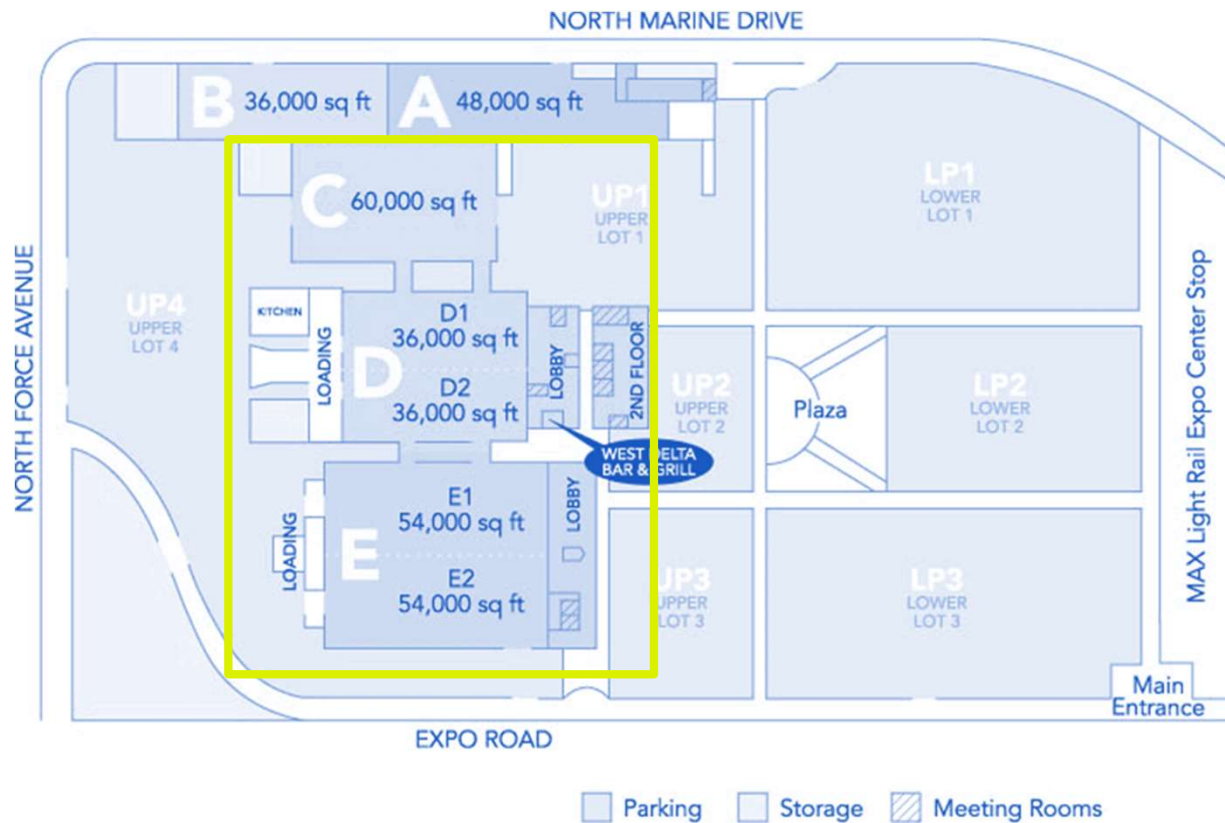
OPTION 6

Storyteller

Proposal Team: CIP Consultants, Rena Solutions
Portland Film Office, Oregon Film, Kaiser+Path

Type: RFEI Proposal

Use: Partial Use, Halls C, D, E



Summary Concept

“Storyteller” is a professional multimedia campus driving economic growth and building regional community wealth. It aims to be a top-tier destination for media production, while simultaneously channeling needed resources, and providing a platform for those voices that continue to go unheard. It is a hub for the creative sector and fosters an environment of inspiration, training, and jobs.

The Portland Re-Use Collective

Proposal Team: Community Cycling Center, Rebuilding Center, Community Warehouse. Free Geek, Repair PDX

Type: RFEI Proposal

Use: Partial Use, Halls B, C



Summary Concept

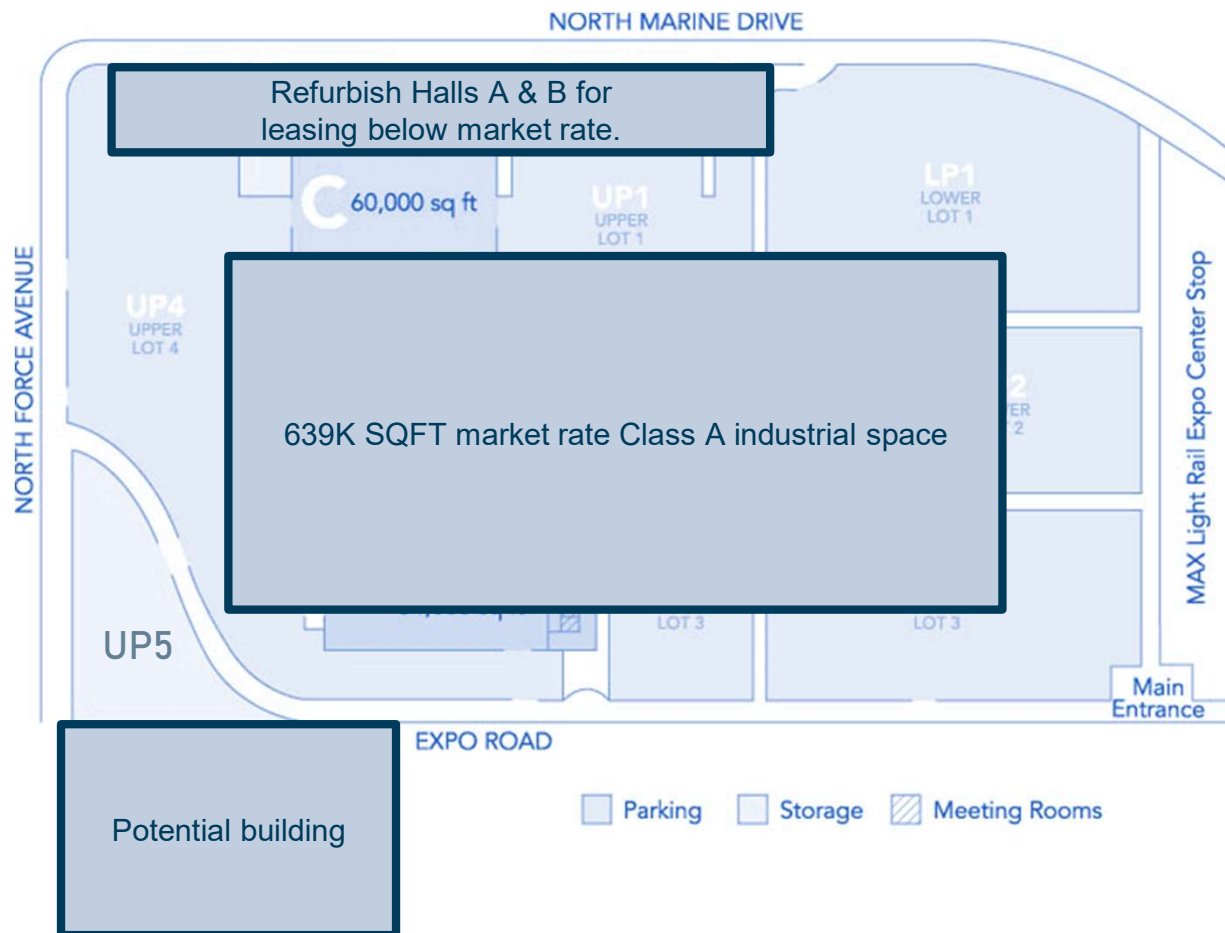
Proposes the site to be repurposed to be the nation's first Community Reuse Center, a public-private partnership between Metro and The Collective member organizations. This center will be a one-stop shop for material donations covering a wide range of uses, all in support of leveraging reclaimed resources in service of individuals living with low incomes.

Trammel Crow Redevelopment

Proposal Team: Trammel Crow

Type: RFEI Proposal

Use: Full Use



Summary Concept

Proposes to provide capital and project management for Metro's repurposing of Buildings A and B for leasing as below-market-rate industrial space for local businesses selected by Metro. The remaining site would be land leased to developer and used to develop Class-A industrial space leased at market-rates.