

APRIL 3, 2025 PUBLIC PRIVATE PARTNERSHIP WORKSHOP STAFF REPORT

Date: March 17, 2025
Department: COO/Council
Meeting Date: April 3, 2025
Length: 5 hours (with working lunch)

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ISSUE STATEMENT

In January 2025, Metro Council and the Metropolitan Exposition Recreation Commission (MERC), through their respective resolutions 25-5451 and 25-02 entitled *For the Purpose of Redeveloping the Portland Expo Center as a Sports-Oriented Destination*, directed staff to

- A. Propose a package of short-term, interim investments and funding sources in Metro's FY25-26 budget within 90 days of adoption of this resolution for the purpose of better preparing Expo Center to attract and to host more sporting events and tournaments, preferably regional or larger, and to generate resources that allow Expo to meet needs for public use.
- B. Bring forward the criteria for solicitation of a public-private partnership for full build out of the recommended Expo Center sports redevelopment scenario, including representation and memorialization recommendations and other required site features, by June 30, 2025, with the intent of selecting a development partner by December 2025.
- C. Ensure that implementation of actions pursuant to sports uses at Expo is supportive of and compatible with the representation and memorialization recommendations presented to the Metro Council and MERC on December 10, 2024, and that staff endeavor to accomplish expansion of sports uses and representation/memorialization of the site's histories and cultures in a way that does not commodify or cause harm to involved partners and communities.
- D. Within the current venue constraints, make every effort to pursue the sports event market including offering first priority booking to sporting events as specified in the Portland Expo Center Booking and Scheduling Policies and Procedures adopted November 1, 2023, and to report to Metro Council every 180 days on progress booking sports-related events.

Similarly, Council and MERC adopted Resolution 25-5450 and Resolution 25-01, respectively, entitled *For the Purpose of Representing and Memorializing the History and Cultures Associated with the Portland Expo Center* to direct staff actions on this topic. Progress on the seven action items in those resolutions is provided periodically to Council and MERC through scheduled project updates.

In preparation of the development of the criteria described in B, above, staff have arranged for the Association for the Improvement of American Infrastructure (AIAI) to provide a workshop on public-private partnerships to Council, MERC, partners, and staff on April 3, 2025.

The workshop is intended to provide all with a shared understanding of the mechanics of a public-private development partnership (P3), what the public and private sectors bring to the partnership, P3 risks and benefits, and shared vocabulary about P3s and the P3 development process.

This workshop will help Metro identify criteria for solicitation of a public private partnership for full build out of the recommended Expo Center sports redevelopment scenario, including representation and memorialization of the histories and cultures associated with the site. It will provide Council, MERC, and others with a common vocabulary and knowledge to use when evaluating a potential P3 for Expo Future, as well as for other Metro projects.

ACTION REQUESTED

- Council and MERC attendance at the workshop, which is structured as a public joint meeting of Council and MERC.
- Council and MERC's questions of AIAI subject matter experts during the workshop to expand shared understanding of P3 concepts and practices.

IDENTIFIED POLICY OUTCOMES

The April 3 workshop is intended to provide Council, MERC, and others with a shared understanding of and common vocabulary for public private development partnerships, including during future discussion and consideration of the use of P3s at Metro.

Policy options are not being proposed during the workshop. As always, Council input on the Expo Future project is warmly welcomed.

POLICY QUESTION(S)

This workshop on public-private development partnerships will help Councilors, MERC, and staff assess whether a P3 is a relevant and desirable tool to use to achieve the vision for Expo Future and Metro's goal of ensuring long-term financial sustainability for Expo.

POLICY OPTIONS FOR COUNCIL TO CONSIDER

This workshop is provided to Council and MERC for informational purposes only. Policy options are not being proposed for Council or MERC consideration at the meeting.

STAFF RECOMMENDATIONS

Not applicable. Council and MERC are not asked to take action during the meeting.

STRATEGIC CONTEXT & FRAMING COUNCIL DISCUSSION

In January 2025, Council and MERC directed staff to proceed with activities that support meaningful representation and memorialization of the histories and cultures associated with the Expo site and to pivot Expo to a sports-centric venue. These activities will support Metro's goal of ensuring long-term financial sustainability of the Portland Expo Center.

Racial Equity

Expo Future Phase 2 (and future Phase 3) activities advance the following goals of Metro's *Strategic Plan to Advance Racial Equity, Diversity and Inclusion*:

- A, convening and supporting regional partners to advance racial equity;
- B, meaningfully engaging communities of color; and
- D, creating safe and welcoming services, programs, and destinations.

If or as the project evolves to include construction, business development, and job creation, it also has the potential to meet Goals C and E of the plan:

- C, a racially diverse workforce, and
- E. resource allocation that advances racial equity.

Climate Action

Sustainability is one of the Guiding Principles of the Expo Future Project. The recommendations of the Expo Future Historical Significance & Memorialization Committee support climate action goals through the following proposed activities:

- Analyzing Hall A to determine the potential for reuse/renovation of the structures and for reuse of the building's materials if reuse of the structure is deemed not to be feasible
- Installation of more landscaping and green, restored space at the site
- Following Metro's Sustainable Building Practices as the project moves forward

BACKGROUND

Metro owns the Portland Expo Center ("Expo") site, a well-positioned, 53-acre employment and exhibition site at the economic center of greater Portland. Under the current business model, the long-term prospects of Expo are challenging 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. Pre-pandemic, Expo generated approximately \$50M in annual economic impact through 100+ public trade shows and community events. Post-pandemic, Expo attendance has declined; in 2023, annual attendance was approximately 311,000 visitors at 56 events.

The site is the largest exhibition space in Oregon, with 333,000 square feet of existing building area and 2,500 parking spaces. Halls A, B, and C have been in operation for more than one hundred years. Halls D and E are 23 and 27 years old, respectively. Expo is adjacent to other popular sports assets such as Portland International Raceway and Delta Park, a multi-field outdoor sports complex owned by the City of Portland that hosts various youth and adult sports tournaments throughout the year.

Metro recognizes the site's pre-colonial history and importance to Indigenous Peoples. The land upon which Expo sits was previously part of a dynamic and complex network of wetlands and river channels supporting Tribes and Indigenous Peoples and their ways of life since time immemorial. In addition, given Expo's hundred-year operational history, many communities and partners in the greater Portland region have developed unique and important historical and cultural ties to the venue and surrounding area.

Specifically, the nearby Vanport Flood and World War II incarceration at the Portland Assembly Center have had lasting impacts on Black, Indigenous and Japanese American communities. Metro recognizes the past events and injustices that took place on or near the Expo property. Expo staff works with Vanport Mosaic and the Japanese American Museum of Oregon to ensure these occurrences are never forgotten.

Since 2003, Metro has been working to determine the highest and best use of the Expo Center site and to develop a plan for its financial sustainability. From 2020 to present, Metro has engaged with communities with historic and cultural ties to the site (such as the Black, urban Indigenous, and Japanese American communities), Tribes, business stakeholders, and other key partners to identify vision for the site. One outcome of this stakeholder and partner engagement was the development of the project Guiding Principles, which MERC and Metro Council adopted by resolution in spring of 2022.

In February 2023, after a multi-year community-involved assessment of opportunities to improve the long-term financial sustainability of the Portland Expo Center, Metro Council and MERC directed staff to focus on two overarching project objectives identified by Metro's Chief Operating Officer.

Objective 1: Metro will recognize Expo Center's Hall A as a site of national historical 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.

Objective 2: Leveraging Oregon's status as an international powerhouse in the sport and outdoor industry, Metro will pivot Expo's future redevelopment as a community-centric destination venue that prioritizes amateur, professional, and recreational sports.

The following table outlines the history and relevant actions of this project.

2000	Metro Council Resolution 00-3019 supports submission of a Conditional Use Master Plan to City of Portland. General components include site development plans, transportation and parking, mitigation of Expo development impacts, environmental compatibility, development review, neighborhood communication and coordination, project review procedures for future development, and public involvement. Major elements of the Master Plan include replacement and expansion of exhibit halls A, B
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	and C to match the look of Hall E and Hall D (under construction at the time). CUMP is submitted and approved in 2001.
2003	MERC completes study “Expo: A Vision for the Future” with Yost, Grube Hall architects, to replace the outdated facilities of Halls A B C, and East and West Halls with 255,000 square feet of new facilities, including an exhibit hall, meeting rooms, support facilities, landscaping and related improvements to augment Halls D and E.
2011	MERC submitted Expo Center Conditional Use Master Plan, prepared by Shiels Obletz Johnson, SERA and subcontractors to City of Portland for expansion and replacement of existing exhibition facilities –Halls A, B, and C—with a new exhibition hall similar to Hall D and E, as well as 11 other site developments.
2014	Metro commissioned Hunden Partners 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	From 2016 to 2019, a range of options to increase and diversify revenue streams was studied, including long-term tenancies and flexible outdoor space.
Fall 2019	At the direction of Metro Council, the Portland Expo Center Development Opportunity Study (DOS) was launched. 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 scenarios (from logistics to film studios) the site could accommodate. MERC and Metro Council deprioritize the “sell option” and direct staff to create a solicitation process to seek creative ideas and public/private development partners for the site.
Spring 2022	MERC and Metro Council adopt the community-driven Guiding Principles developed during the DOS by resolution as part of their framework for decision-making.
Summer, fall 2022	The Request for Expressions of Interest (RFEI) is launched. Metro receives eight submittals in response to the RFEI process.
Winter 2023	Metro engages community members, Tribal and other government partners, and staff in the evaluation of RFEI submissions, culminating in the “Phase one: RFEI Findings and recommendations” report.
Spring, summer 2023	Metro Council and MERC unanimously support the COO’s recommendations for the future of Expo and Phase 2 of the Expo Future project began. In summer 2023, Metro Council and MERC endorse the proposed project governance structure and COO’s recommended next steps for the project.
Sept. 2023	Expo Future Historical Significance & Memorialization Committee, Expo Future Sport & Facility Committee, and Executive Advisory Committee begin working to fulfill their missions.

Dec. 2023 to June 2024	Hunden Partners begins to study determine the feasibility of shifting Expo Center to sports-oriented uses. The firm conducts a comprehensive market analysis and interviews dozens of local representatives of sports teams, leagues and facilities; committee members; and partner government, economic development, and tourism/hospitality organizations.
March 2024	Metro Council and MERC receive a six-month Expo Future progress report from the cochairs of the Sport & Facility and Historical Significance & Memorialization Committees and staff.
June 25, 2024	Results of the Expo Future sports feasibility study are presented to Metro Council and MERC by consultant Hunden Partners.
July to Sept. 2024	Metro engages with key communities to identify ways to honor and recognize their histories and cultures at Expo Center. Interviews, virtual discussions, in-person workshops and online input are held to gather input from urban Indigenous, Japanese American, and Vanport communities. Expo clients provide project input during a virtual discussion on August 15, 2024.
August to Nov. 2024	The Scenario Refinement Subcommittee of the Expo Future Sports & Facilities Committee analyzes all four recommended sports redevelopment scenarios identified in the sports feasibility study. Weighing multiple factors and with additional data analysis by Hunden Partners, the Subcommittee identifies a final recommended scenario, which is adopted by the Sports & Facilities Committee
March to Nov. 2024	The Expo Future Funding & Financing Task Force reviews Hunden Partners' funding models for sports redevelopment, including public private partnerships, public financing tools, and federal and philanthropic resources.
Sept. to Nov. 2024	The Historical Significance & Memorialization Committee, supported by consultants and staff, analyzes the community input and shapes its recommendations based on community input.
Nov. to Dec. 2024	Expo Center clients are invited to provide online input about the project. North Portland residents are invited to provide online input about the Expo Future project.
Dec. 10, 2024	Metro Council and MERC receive the Expo Future vision, including representation and memorialization of the histories and cultures tied to the Expo Center site, final recommended sports redevelopment scenario, and funding and financing strategies. Resolutions in support of representation and memorialization and sports are also presented for consideration.
Jan. 8, 2025	MERC unanimously adopts Resolution 25-01: For the Purpose of Representing and Memorializing the Histories and cultures Associated with the Portland Expo Center and Resolution 25-02: For the Purpose of Redeveloping the Portland Expo Center As A Sports-Oriented Destination Venue.
Jan. 9, 2025	Metro Council unanimously adopts Resolution 25-5450: For the Purpose of Representing and Memorializing the Histories and cultures Associated with the Portland Expo Center and Resolution 25-5451: For the Purpose of Redeveloping the Portland Expo Center As A Sports-Oriented Destination Venue.

Jan. to March 2025	Project staff begin work to develop FY25-26 budget requests, establish a timeline for project activities, research public private partnership best practices, develop the scope of work for Expo cultural resources assessment, plan for website content updates, and complete Phase 2 close-out activities
March 2025	At the request of Council and MERC, staff present a progress update to Metro Council and provide MERC with a written progress update for the period of January 10 to March 10, 2025.

ATTACHMENTS

1. Resolution 25-5450 adopted by Metro Council January 9, 2025
2. Resolution 25-5451 adopted by Metro Council January 9, 2025